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Midterm Evaluation of the “Promoting Inclusive Job-rich Growth” project (GLO/09/59/SID)

**Responsible administrative unit:
Employment Sector Management Support Unit**

Final report

Lars Rylander

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0. Executive Summary

The Promoting Inclusive Job-rich Growth Project is a pilot project. It serves to underpin and further explore one of the priorities of the current Strategic Programme Framework for 2010 – 2015 concerning employment promotion. One of the key outcomes in the employment area is formulated as "coordinated and coherent policies to generate inclusive job-rich growth". This report is the midterm evaluation of this USD 2,8 million project, funded by Sida, to be implemented between 2009 and 2011. The project is one of several under the Sida-ILO partnership programme for 2009 – 2013. It is based on a combination of interviews with stakeholders in the field and at the ILO headquarters, a survey sent to stakeholders not visited during the field missions and a review of project related documents and ILO policy and strategic documents.

The project's main undertaking is to develop and field-test two methodologies to serve as tools in the ILO Employment Sector toolkit for employment policy dialogue around job-rich growth with member countries. The first is a method for diagnostic analysis of the (binding) constraints to employment. It basically categorises these constraints in a diagnostic tree consisting of three broad branches: productive resources/employability, opportunities and returns to employment and sustainability. These are further described in a guide advising users of its application. The second tool is used for setting targets for employment creation with reference to MDG 1B, translating poverty reduction goals into targets for creation of productive employment. It assumes that poverty reduction through employment generation is a more sustainable goal than any type of income of USD 1.25 and above. The method assesses the deficit in productive employment, expressed as the share of the labour force earning less than this daily income. Both tools are formulated and described in ways, which make them replicable and relatively easy to use, at least for economists. A third tool to be developed by the project addresses the concept of providing an enabling environment for sustainable enterprises (see further below).

The project has been tested and has built capacity on the two tools in altogether 5 countries until now – Bosnia and Herzegovina, Malawi, Mongolia, Nepal and Indonesia (in three provinces). Activities will be undertaken in at least 3 more countries until the end of the project period, year-end of 2011 (Mali, Liberia, El Salvador). This means that the outputs referring to number of countries, 8 – 10, will be reached, particularly so if the three provinces are calculated as separate places for implementation. After update, internal and external peer-review and finalisation of the tools they will be published at the end of the year, which also means that the relevant outcomes will be achieved. A third outcome aims at developing methods for mitigation of the financial crises, and this outcome is being reformulated since the activities under this outcome are being subsumed under the agenda of the Global Jobs Pact. A fourth outcome refers to the work to disseminate, operationalise and mainstream the tools. Work on a communication strategy is yet pending, but otherwise the outputs under that outcome are being achieved as well.

A small component under the first output has been delegated to EMP/ENTERPRISE for them to respond to a conclusion by the 2007 ILC on creating an enabling environment

for sustainable enterprises. This component aims at strengthening “the capacity of governments and social partners to establish an enabling environment for sustainable enterprises, providing support to employers’ and workers’ organisations to promote workers’ rights, to close the representational gap and improve their capacity to analyse the dynamics of their business and labour environment so that they are able to advocate for the development of sustainable enterprises. The component has been implemented in two countries, Swaziland and Mongolia, and work is under way in Oman and Botswana and is being planned in Kirgizstan and Indonesia. The justification for the component is not drawn from the same outcome in the SPF but from outcome 3 on sustainable enterprises and its inclusion in the project is more of a practical financial arrangement.

In addition to the progress of the project, the terms of reference ask specific questions about its relevance, design validity, effectiveness of management arrangements and gender integration as well as some broader questions about effectiveness, efficiency and sustainability.

The project’s relevance is obvious from its direct link to the Strategic Programme Framework. The project is also relevant from a broader perspective, since it is addressing global and national needs of developing policies for employment generation as means for poverty reduction, essentially through the link over to MDG 1B. In several cases – Nepal, Mongolia, Indonesia - the project has also promoted ILO’s position as adviser in processes of national development plans and strategies. Most project activities are implemented through consultative and interactive workshops, which have served the double purpose of facilitating inter-sectoral dialogue and involving ILO’s social partners in the dialogue. Both interviews and a limited survey confirm that sector ministries or provincial administrations as well as social partners felt empowered and capacitated through the workshops. Gender has been integrated, both in planning and implementation, although not fully up to the ambitions at the outset of the project.

The project has been designed as a typical pilot project, starting with references in the project document to the state of art discussion on inclusive job-rich growth and employment diagnostics and employment targeting. Concerns have been raised internally, in the employment sector policy environment, confronting the potential added value and rate of innovation of the methodologies in relation to existing tools for employment policy dialogue. These concerns are not supported by field experiences where most users have appreciated the usefulness of the tools. However, the project Steering Committee in May 2011 decided to submit the review of existing employment policy methodologies and approaches, what each method includes/does not include, the strengths and weaknesses, under what conditions the method should be applied, etc. to an internal technical workshop. The objective is to recognise the differences and overlaps of the methodologies, to promote further internal coherency and understanding on this issue within the Sector, and to be able to provide a list of options for ILO constituents as a result. Moreover, a technical committee will be formed to review existing methodologies on employment diagnostics and employment forecasting within the sector. While these ambitions merit credit it is also important that they do not pre-empt the project’s internal logics of finalising the tools, based on the experiences in the field and internal and external peer reviews before publishing.

Being a pilot project, it has been located under the Management Support Unit of the Employment Sector. This has also generated internal criticism, from the point of view of confusing the employment policy dialogue with member countries being conducted by two units of the Employment Sector. However, being a pilot project this has affected a small number of member countries and moreover the Steering Committee should be a suitable forum for sorting out such coordination issues. Speaking of which, the lack of regularity of its meetings has been a weak area, which may have contributed to the perceived coordination problems. In the countries visited no concerns were mentioned about lack of coordination in the policy dialogue.

The overall effectiveness of the project has been good. The project design and implementation strategy will ensure that the likelihood that all outcomes will be reached is high. This also includes the component delegated to EMP/ENTERPRISE. The eventual policy impact cannot be assessed at this stage and is, moreover, quite dependent on the internal and external evaluation of the tools. So far, the project has had policy impact in the countries where implementation has been on-going for some time – in Indonesia, Mongolia, Nepal and to a smaller extent in Malawi and Bosnia and Herzegovina.

The project has been implemented by a team of four persons, a full time CTA and two assistants as well as by part-time input of the director of policy planning in employment targeting. Other staff of EMP/CEPOL, the regional offices in Budapest, Bangkok, the sub-regional office in San Juan and the country offices in the target countries, especially in Jakarta, have also been involved in project activities. Additional senior support at headquarters for workshop implementation in employment diagnostics would have eased the burden on the project team. The component on establishing an enabling environment for sustainable enterprises has been implemented by staff from EMP/ENTERPRISE and ACTEMP.

Project resources have been used in accordance with the budget and work plan. Since the project is well on track to achieve its outcomes, there is no imminent need to prepare for an extension of the pilot phase, and it is recommended that surplus funds are used for capacity building of constituents in member countries.

The project is under way to provide tools that are likely to serve as good practices for employment diagnostics and employment targeting. The tools seem to be user-friendly, if not to social partners unless further capacity building is provided, definitely to economists, who are also the main users. The tools have a clear up-scaling potential since they are well documented and can be used at various levels of socio-economic development (in Indonesia there are ambitions both to bring the project to the national level as well as district and sector level; in Nepal employment targets have been set at district level and for economic sectors). So far 111 representatives from national and provincial ILO constituents have been trained in employment diagnostics and more than 600 senior representatives have been informed at workshops of employment diagnostics and employment targeting, often in relation to a presentation of the findings of their respective applications.

The main *lessons learned* from an effectiveness perspective is that the project has been well designed to achieve its outputs and outcomes, but also that the immediate objective

of the project is formulated in a way that the results and impact can only be assessed after implementation has been on-going. Moreover, the internal deliberations about the content of the ILO toolbox for employment policy dialogue must not be used to prevent the pilot project from being fully implemented and finalise its methodologies. The main *lessons learned* on the resource efficiency are that a broader integration of the project in the Employment Sector and more senior level participation in the project would most likely have freed up resources for further capacity building support to target country constituents. When it comes to impact and sustainability the main lessons are that the project has produced tools that are flexible, have potential to serve as **good practices**, can be replicated and scaled up and that a good portion of capacity building has provided a strong platform for continued implementation in target as well as in other member countries.

1. In view of the positive results of the project so far, it is recommended that the project shall continue to follow its work plan and implement the yet outstanding activities referring to outcomes 1,2 and 4. The project has already proved that the methodologies have been well received in target countries, that the methodologies promote ILO's position in the macroeconomic arena on poverty reduction, both internationally and in member countries, and that sustainability is likely to be generated in terms of bringing employment policy considerations into national development plans and strategies.
2. The recommendation is the same for the EESE component, i.e. that activities continue to be undertaken in target countries to form the basis for the finalisation of the EESE assessment tool and for the EESE process and methodology to be mainstreamed in the ILO's work on policy dialogue on enabling environment issues and related capacity building for social partners.
3. The suggestion of a technical workshop to review the ILO employment policy toolkit can be constructive and is recommended, provided that there is an open attitude to what seems to work best in the forthcoming policy dialogue and that possessive ambitions about past and present positions are avoided.
4. The suggestion of a technical committee can be seen as an instrument for follow up of the technical workshop, ensuring that the decisions taken are actually implemented. It is important that the work of the technical committee is synchronised with the technical workshop to avoid confusions.
5. The project Steering Committee is recommended to fully assume its role as the principal project management unit and meet regularly for coordination and follow up, at least quarterly.
6. The project is recommended to consult with the Gender Bureau on other possible interventions and formats for reporting back on gender issues.
7. In view of the positive outlook on the possibilities of achieving the outcomes within the framework of the project, there is at present no need for an extension of the pilot phase of the project after 2011. In case project funds still remain at that time it is recommended these be used for further capacity building in target countries. The

whole issue of mainstreaming must be addressed as part of the activities of outcome 4 during the fall. In case ILO is considering to request support from Sida for the mainstreaming and related capacity building of the tools after 2011 and within the remaining Sida – ILO Partnership programme, Sida is recommended to take a positive and constructive view on this.

Acronyms

ACTEMP	Employers' Activities of the ILO Social Dialogue Sector
ACTTRAV	Workers' Activities of the ILO Social Dialogue Sector
ADB	Asian Development Bank
BAPPEDA	Indonesian Regional Agency for Monitoring and Evaluation
BAPPENAS	National Planning Agency of Indonesia
DW	Decent Work
DWCP	Decent Work Country Programme
EESE	Enabling Environment for Sustainable Enterprises
EMP	Employment Sector of ILO
EMP/CEPOL	Country Employment Policy Unit of EMP/POLICY
EMP/ELM	Department for Economic & Labour Market Analysis
EMP/ENTERPRISE	Department for Job Creation & Enterprise Development
EMP/MSU	Employment Sector Management Support Unit
EMP /POLICY	Department for Policy
EMP/SKILLS	Department for Skills & Employability
EMP/TRENDS	Unit for Employment Trends of EMP/ELM
EO	Employers' Organisations
GJP	Global Jobs Pact
GTZ	Gesellschaft für Internationale Zusammenarbeit (German Company for International Cooperation)
ILC	International Labour Conference
ILO	International Labour Organisation
ILO-CO	ILO Country Office
ILO-SRO	ILO Sub Regional Office
IMF	International Monetary Fund
LFA	Logical Framework Approach
LDC	Least Developed Countries
MDG	Millennium Development Goals
NPC	National Planning Commission of Nepal
RBM	Results Based Management
SEK	Swedish Kronor
Sida	Swedish International Development Cooperation Agency
ToR	Terms of Reference
USD	US Dollars
WB	World Bank
WO	Workers' Organisation

1. Background and project description

The "Promoting Inclusive Job-rich Growth" project (GLO/09/59/SID) is a sector wide employment project, funded by Sida within the Partnership Programme between Sida and ILO for 2009 – 2013. The whole Partnership Programme amounts to SEK 125 million, of which SEK 65 million (USD 8,7 million) have been allocated for the first two years. Of this sum the "Promoting Inclusive Job-rich growth" project accounts for about a third, USD 2.8 million. The duration of the "Promoting Inclusive Job-rich Growth" project is 30 months, with starting date in August 2009 and completion date by year-end 2011. The project is a new undertaking in the Partnership Programme and was not included in previous phases of the Partnership. The project is formulated within the Strategic Policy Framework for 2010 – 2015 concerning employment promotion. One of the key outcomes in the employment area is formulated as “coordinated and coherent policies to generate inclusive job-rich growth”.

The project document, with its final version dated 1 November 2009 agreed between Sida and ILO's Employment Sector, includes a broad analytical background and justification for the project as well as a strategic and logical framework, covering a results chain from development objective down to outcomes with specific outputs. The annexed LFA matrix also includes indicators for each outcome and output as well as a risk assessment in the form of assumptions of external factors on which the implementation format is based. The implementation responsibility for the project is located at the Management Support Unit of ILO's Employment Sector.

The project essentially covers the development and application at national level of two concepts for employment promotion in national development strategies and policies: first a tool for employment diagnostics, providing tripartite partners (governments and social partners) with an opportunity to diagnose the various constraints to inclusive and productive employment, and second, a method for introduction of employment targets into National Development Strategies, bringing employment issues to the forefront in national development planning. The diagnostic tool comprises an analysis of the (binding) constraints to employment. It basically categorises these constraints in a diagnostic tree consisting of three broad branches: productive resources/employability, opportunities and returns to employment and sustainability. The methodology on employment targeting is used for setting targets for employment creation with reference to MDG 1B, translating poverty reduction goals into targets for creation of productive employment. It assumes that poverty reduction through employment generation is a more sustainable goal than any type of income of USD 1.25 and above. The method assesses the deficit in productive employment, expressed as the share of the labour force earning less than this daily income. Both tools are formulated and described in ways, which make them replicable and relatively easy to use, at least for economists.

A presentation of the respective concepts is included in the yet unpublished project reports “A conceptual and methodological guide to employment diagnostics, ILO January 2011” and a discussion note on “Deriving targets for productivity employment from poverty targets”, dated December 2009. In support of using productive employment as

basis for poverty reduction there is also a discussion note on “LDCs and MDG 1 B” prepared within the project.

In addition, and as response to the global financial crisis, which severely affected the world economy during the time of the project formulation, a guide for rapid impact assessments of employment crises and a strategy for wide dissemination of project results were defined as expected outcomes. The activities under this outcome was later integrated with the Global Jobs Pacts (GJP) policy, which became ILO’s response to mitigating the crisis and development of national scans of the GJP.

A smaller part of the project, USD 300 000, has also been delegated to the Job Creation and Enterprise Development Department(EMP/ENTERPRISE) to likewise develop and test a tool for assessing the enabling environment of sustainable enterprise environment and building the capacity of social partners in this field. This work has been undertaken in collaboration with the Bureau for Employers’ and Workers’ Activities of the Social Dialogue Sector.

2. Purpose of evaluation and evaluation methodology

According to the ToRs, “the outcome of this evaluation will be an evaluation report that determines if the project is on-track to achieve its stated outcomes and objectives, identifies strengths and weaknesses in the project approach and implementation, and formulates recommendations based on the projects’ achievements for future interventions in the next phase of the Partnership Programme.”

....

“The project is meant to be innovative on two fronts. On one hand, the project should not be a stand-alone one, and the intended working method should provide a new area of work contributing to the strategic framework for employment promotion. On the other, the project should constitute an innovative product, which develops diagnostic tools helping governments to narrow down the priority areas in the pursuit of job-rich growth.

The purpose of the midterm evaluation is to learn whether the project/approach/intermediate results are truly (i) useful, and (ii) value-added. From an external perspective, it will be important to assess the added value of the project on the ground, and in particular on helping governments to narrow down the list of priorities in policy making, which could imply a review of the methodology.”

....

“As this is a midterm evaluation, priority should be given to internal (ILO) learning. Evaluation findings will be used to direct and improve further action pursuing both of the innovative aspects of the project.

The project evaluation will:

- a) Determine if the project is on-track to achieve its stated outcomes and objectives and identify strengths and weaknesses in the project approach and implementation;
- b) Evaluate benefits and preliminary impact accrued to target groups, the status of implementation, and the project management and performance monitoring;
- c) Document good practices that could be used as models for activities in other projects and ILO activities and member States;
- d) Review project training and other material developed under the project to determine its suitability for training of target groups and its alignment with ILO core values including gender dimensions;
- e) Review the extent to which lessons learnt from the country-level activities are used to inform work in other countries;
- f) Capture the effect of generating new knowledge or practices which can or have been replicated in ILO activities outside the project (e.g. influence of approaches to Global Jobs Pact (GJP) work, Decent Work Country Programmes (DWCPs) and in particular outcome 1, or to capacity building for employers' organisations)."

For the full ToRs, please refer to annex 1.

The issues mentioned in the section on analytical framework of the ToRs to be addressed by the midterm review have been organised in the way that questions addressing the project progress are covered in section 3 on Project status, the questions pertaining to project relevance, design and management as well as gender integration are discussed in section 4 on Findings and the broader evaluation aspects of the project's effectiveness, efficiency and sustainability are analysed in section 5 on Conclusions. Section 6 on Recommendations summarises the policy advice that ILO is suggested to consider in the future of the project.

It should be emphasised that the assignment does not include a review of the methodologies from an academic or scientific point of view. This issue will certainly be addressed once the methodological tools are being reviewed by internal and external peers as part of the finalisation process during the fall of 2011. It should be added though that the employment diagnostics tool was externally reviewed by peers in 2010 and that both tools have been field tested during 2010 and 2011.

The midterm evaluation has followed the format prescribed in the ToRs, starting with an inception phase comprising finalisation of the ToRs, identification of information needs and gaps, suggested methodology and work plan for the evaluation, summarised in an Inception report, which was presented in late April and finalised with comments from ILO in early May. This is the final report of the assignment, which benefits from views and opinions provided by ILO specialists during a presentation of the draft report in Geneva on 17 June. The assignment to do the midterm evaluation was commissioned to Lars Rylander, independent evaluator, by ED/EMP/MSU and managed by Ms. Maria Sabrina De Gobbi, evaluation manager. The author is greatly indebted to her, colleagues at headquarters and in the country offices of Jakarta and Kathmandu as well as the project team.

The methodology is quite straightforward, leaning on a documentary review of project and project related documents as well as relevant ILO policy and strategic documents,

interviews in the ILO office in Geneva and via Internet with officers not being available during the visit to Geneva 12 – 13 May, and in the two countries selected for field work, Indonesia and Nepal. In Indonesia interviews were held at the ILO country office in Jakarta and in Ambon, the provincial capital of the Maluku, one of the three provinces for project implementation in Indonesia. The visit to Nepal was negatively influenced by local shut downs, bandas, which were declared on two of the three days of the visit. A list of persons interviewed is attached in annex 2.

In order to broaden and deepen the qualitative and quantitative foundation for the evaluation, the evaluation consultant suggested that a survey was sent to stakeholders in provinces and countries not visited. The format for the survey was approved as part of the inception phase and a questionnaire was sent out to stakeholders in two provinces in Indonesia (NTT and East Java), to Bosnia Herzegovina, Malawi, Mongolia and Costa Rica. No questionnaire was sent out to Liberia since the activities there are just starting up. Altogether 21 questionnaires were sent out in the beginning of May and a remainder was again sent in early June. Despite this no more than 13 questionnaires have been returned, coming from Bosnia and Herzegovina (3), Costa Rica (2), Indonesia (7) and Malawi (1). The survey does therefore not qualify for quantitative analyses, and the replies are treated as qualitative information only, adding to interviews and other information provided. The replies to the survey is summarised in annex 3.

The midterm evaluation has followed the norms, standards and ethical safeguards of the UN Evaluation Norms and Standards as well as the OECD/DAC Evaluation Quality Standards.

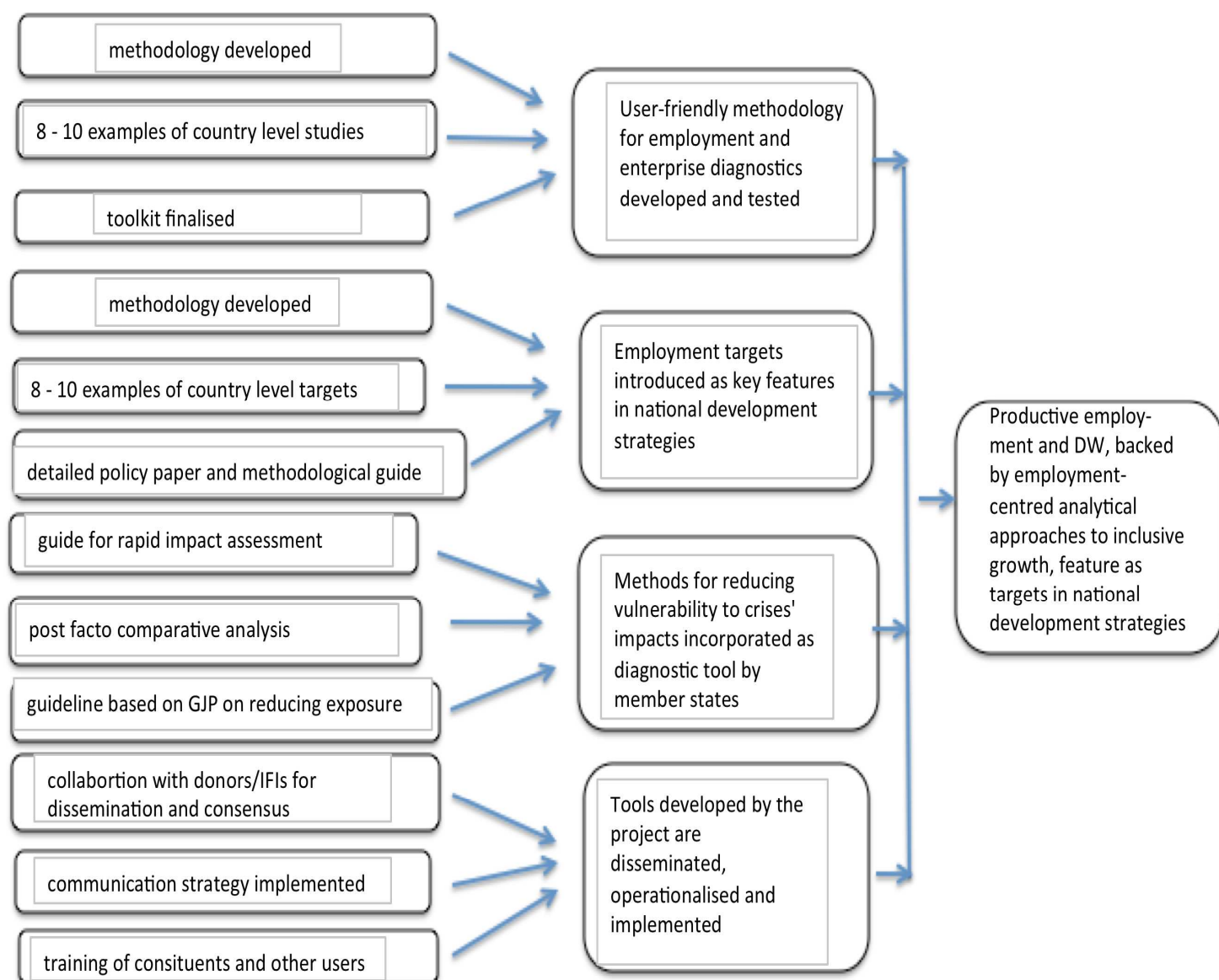
3. Project status

This section assesses the status of implementation in relation to the project work plan and, particularly, the log frame as it was formulated in the Project Document.

3.1 Results chain

In the figure below the original project log frame has been translated into a results chain, which more clearly defines the relations between outputs, outcomes and the immediate objective. The first column includes the outputs, and shows how they are expected to contribute to the outcomes (the text of the outputs has been shortened without changing its substance). The second column states the expected outcomes, and the figure also indicates that all outcomes must have been achieved for the immediate objective to become attained. The objective states that “productive employment and decent work feature prominently as targets in national development strategies through evidence-based policies backed up by employment-centred approaches to inclusive growth”. Considering the fact that the project duration is two years, it could well be argued that the immediate objective should have been formulated as “ILO able to support and promote inclusion of productive employment and decent work targets, backed by employment centred analytical approaches to inclusive growth, in national development strategies”. During this time the tools are to be developed and tested, but not mainstreamed as tools for employment policy dialogue.

Figure 1: Results chain



3.2 Results at outcome and output level

The presentation below is based on the progress and status reports produced by the project as well as interviews in the field and the results of the survey. Since the logics of the project is that activities are implemented to achieve the outputs which contribute to the outcome, the text will start with the achievements at output level and then conclude about the results at outcome level.

3.2.1 Outcome 1: A “user-friendly” methodology for employment and enterprise diagnostics has been developed and tested, and is being used to underpin national employment policies and development strategies

Diagnostic tool: activities and outputs

As mentioned the tool for employment diagnostics is described in a draft paper, which has been developed within the project during the first half of 2010 and thereafter shared with ILO staff members at headquarters and the field, primarily with colleagues in the Bangkok office. At headquarters the paper has been circulated for comments to Employment Sector departments, such as CEPOL, ELM, SKILLS, ENTERPRISE and MSU. The external peer review enjoyed extensive comments from one contact (Prof. John Weeks) but was less successful in receiving comments from two other contacts. Based on these reviews an “Employment Diagnostic Indicator Matrix” was developed to facilitate the operational use of the tool. The matrix was later tested in the field and eventually translated into Bosnian, French, Indonesian, Russian and Spanish.

The field application of the diagnostic and targeting tools has been undertaken in accordance with table 1 below (up to 1 June 2011):

Table 1: Summary of project implementation

Country	Entry point D= diagnostics; T= targeting	ILO introductory mission	Working Paper, other study on employment constraints	Training and facilitation workshop
Bosnia and Herzegovina	D	March, May 2010	Employment and Labour Market Dynamics, June 2010 (Ronnås, Khare, Shamchiyeva)	3 days September 2010 Report dated October 2010
Liberia	D, T	October 2010 March 2011		Proposed in Mission report, tbd mid-2011
Malawi	D	May 2010	Employment Diagnostic, Analysis, Employment Working Paper 73, June 2010 (Durevall, Mussa)	Seminar to present report, May 2010
Costa Rica	T, D	February 2011		2 days February 2011
Mongolia	T, D	January 2010 Follow up mission June 2010	Constraints and challenges for achieving inclusive job-rich growth in Mongolia, an initial diagnostic, January 2010 (Ronnås)	National Employment Conference October 2010

Nepal	T, D		Employment-led growth in Nepal, draft, July 2010(Campbell, Khare) The Dynamics of Employment, the economy and labour market in Nepal, Employment Working Paper 76 2011(Khare, Slany)	February 2011
Indonesia – Nusa Tenggara Timur	D	November 2010	The dynamics of employment, the economy and labour market in Nusa, Tenggara Timur, 2010 (Kwong, Ronnås)	3-days in January 2011, comprehensive report
- East Java	D	June-July 2010		3 days in April 2011, comprehensive report
- Maluku	D	November 2010	A joint ILO, ADB and Islamic Development Bank study on “Constraints on inclusive growth in Indonesia” was used as background study here and in NTT	3 days in April 2011, comprehensive report

As can be seen from the box, the most complete activities have so far taken place in Bosnia and Herzegovina and the three provinces of Indonesia, where a full circle of initial preparation, a study on the employment conditions and a diagnostic workshop have been implemented. In each case the facilitation and training workshop was organised with 15 – 20 representatives of the planning ministries, relevant sector ministries, statistical agencies and the ILO social partners. In **Bosnia and Herzegovina** the national efforts to formulate a National Employment Strategy got into a stalemate due to the complex nature of the republic and its institutions. ILO was requested to do a research study on the labour market and this paved the way for a workshop on employment diagnostics in the autumn of 2010. The request also coincided with Sida’s formulation of its bilateral development cooperation strategy with Bosnia and Herzegovina and the study contributed to the analysis of that strategy. The workshop to introduce the diagnostic tool eventually led to a re-start of the process, with contribution from ILO’s social partners in the country. Moreover, a gender study was agreed to look into the reasons for the low female participation in the labour market, identified in the diagnostic analysis (see further under Gender in section 4.4).

In **Indonesia** the ILO country office suggested that the work would focus on a diagnostic analysis in three provinces to be followed by a national workshop with the national

planning authority, BAPPENAS, in October 2011. The three workshops have been implemented in January and April 2011 and are well documented in comprehensive workshop reports, covering all issues debated, tools used, and results and conclusions for future action. Interviews and survey prove that the diagnostic tool was well received by both provincial planning authorities, provincial sector ministries as well as social partners. Through the participatory approach, the workshops emanated in three separate focuses, mirroring the differing constraints from the provincial perspective. In Nusa Tenggara Timur, gender-based and geographical inequalities became the main orientation of the workshop; in East Java the urban-rural divide was at the centre of the analysis and in Maluku the workshop focus became the constraints to the development of employment in three priority sectors – agriculture, fishery and tourism.

Following the workshop in Maluku, BAPPEDA Maluku formulated a request to ILO of launching a master trainer course for dissemination and use of the tool for development planning at district level. It was also agreed with stakeholders to plan for a national workshop in the fall of 2011 where experiences from the three provinces would be shared with the national planning agency and social partners. The dates for this workshop have later been set at early October 2011.

Activities in **Nepal** have also progressed with a well-visited workshop (65 participants from government and social partners), based on two papers preparing the ground for an employment diagnostic and the setting of employment targets in the forthcoming national development plan. Work in **Mongolia** is also well under way, emanating from a request by the Ministry of Social Welfare and Labour and the Confederation of Trade Unions in Mongolia to do a study addressing the failure of high growth in the economy to be offset in increased employment. Based on the study, a National Employment Conference with 320 participants was launched in October 2010 where the study and the diagnostic tool were presented. The study has been updated and submitted to the government of Mongolia in June 2011.

The first field activities of the project were organised in **Malawi**, where an employment diagnostic analysis was requested in the formulation of a National Employment and Labour Policy. The study was undertaken by external consultants and the result was shared with national stakeholders in a workshop in May 2010. Funds from the project have been reserved for follow up actions for integrating the study with the National Employment Policy and an analysis of the macro-economic policies from a policy perspective, through a national consultant.

In **Costa Rica** a first introductory and training workshop was held in February 2011 with the purpose of introducing the diagnostic methodology for staff at the Regional Employment Observatory attached to the ILO sub-regional office in San José. The emphasis of the continued project activities in the region emanating from the workshop is planning for employment forecasting/targeting exercises in all countries in the region (see further below under 3.2.2).

Finally in **Liberia**, a mission from ILO was undertaken already in March 2010 with the purpose to assist the government to develop an employment and labour component in the Vision 2030 development strategy. Shortly thereafter the Minister of Labour resigned and the process stalled. Following a new mission in March 2011 support during

2011 will focus on employment forecasts and employment targets (see further below in section 3.2.2).

To summarise, activities under the first outcome of the results chain have resulted in the development of a diagnostic tool, yet under formal finalisation but largely field tested from application in Malawi, Mongolia, Bosnia and Herzegovina, Nepal and three provinces in Indonesia. The Conceptual Guide is planned to be revised during the second half of 2011, based on the field experiences. The first output can therefore be considered to be largely achieved, with the final publishing of the methodology to be done well within the framework of the project. The user-friendliness of the tool has been assessed through workshop evaluations from Indonesia and Bosnia and Herzegovina, where such have been performed. The average assessment of the workshops is well above 4 on a scale with 1 as the least favourable and 5 the most favourable opinion. When it comes to the question “I can use this methodology myself”, the average was however the lowest, between 3.7 and 4.5. One reason for this is probably that not all participants, particularly those representing the social partners, have a training or experience as economists and therefore find the context somewhat complicated.

Output number 2, the fieldwork in 8 – 10 countries, must, with the inclusion of provinces in the category “countries”, also be judged as being achieved. The diagnostic tool has been presented in training workshops in two countries/regions (Bosnia and Herzegovina and Costa Rica) and in three regions (in Indonesia), altogether 5 countries/provinces. Moreover the tool has been used for analysis in three further country settings, in Malawi, Nepal and Mongolia. Plans are also under way to introduce the diagnostic tool in Mali and El Salvador.

The third output, the toolkit finalised, is closely connected with output 1, the development of the tool. There should be little doubt that the toolkit will also be finalised within the financial and activity-based framework of the project. The indicator for the output also says that the toolkit will be “used and positively appraised” and this can only be assessed after the project is completed. However, following the field experiences so far, authorities in charge of development planning seem interested in using the toolkit.

Enabling environment for sustainable enterprises

As mentioned in the introduction a minor part of the project, about 10% of total project resources have been delegated to the EMP/ENTERPRISE for the development of a tool for assessing the sustainability of the business environment. The tool will eventually be used by employers’ organisations (EO) and workers’ organisations (WO) in their advocacy work and dialogue with government on the policies to pursue for promoting enabling environment for sustainable enterprises. Although these activities are included in the same outcome formulation as the diagnostic tool, the origin of this work is not aligned with the immediate objective of the project. Moreover, the log frame includes no specific output or activities that are directly referring to this component of the project. The implementation methodology has, however, been very similar to the other tools, with a testing on the ground of the so-called EASE assessment tool (Enabling

Environment for Sustainable Enterprises) at country level for final design of the tool and its dissemination within the ILO.

The project component is an operationalisation of the conclusions of International Labour Conference (ILC) in 2007 on the promotion of sustainable enterprises. The ILC indentified 17 pillars for an environment to be conducive to promoting sustainable enterprises. The pillars are grouped into four elements: political, economic, social and environmental. The work has so far concentrated on applying the 17 pillars or conditions in four countries: Swaziland, Mongolia, Botswana and Oman. Contacts have also been established with Indonesia and Kirgizstan. In the case of Swaziland and Mongolia, EESE assessment reports have been produced as Employment Reports no 10 and 12 respectively. The reports are comprehensive and assess the situation on the ground based on a review of secondary date, in the form of benchmarking data for the country studied over time and against neighbouring countries (“competitors”), using indicators and indices from global sources (World Bank, IMF, UNDP, ILO and so forth). These secondary data have been complemented with primary data corresponding to the 17 conditions drawn from focus group discussions. In country interviews with stakeholders and opinion surveys made up from customised questions were developed in collaboration with the relevant social partners and in-country interviews with stakeholders . The Swaziland assessment was combined with a survey sent to both employers and employees, which gave it more depth than the assessment in Mongolia. On the other hand, the report from Mongolia includes a broad policy framework and recommendations on the SME growth and development. Surveys are also planned in Botswana and Oman. In Kirgizstan there will be a sectoral focus to the assessment (light industry). The workshop in Indonesia is to be undertaken in collaboration with all four national trade union confederations.

Since there are no outputs or activities defined for this component in the project log frame it is difficult to assess its progress in relation to plans. A draft “EESE Toolkit” and an “EESE Toolkit Users Manual” have been prepared. So from this perspective, the outcome of having the methodology for enterprise diagnostics developed and tested can be assumed to be reached by the end of 2011.

Outcome results

Altogether, and including the enabling environment component in the outcome assessment, it can be concluded that this outcome will be achieved, with the reservation for the second part of the formulation “being used to underpin national development policies and development strategies”. Although there are already sign of this during the project implementation (Mongolia, Bosnia and Herzegovina, Malawi) this type of impact will be more likely after the project period, when the toolkit is being disseminated and mainstreamed in the policy dialogue with partner countries (see also further in section 5. Impact orientation).

3.2.2 Outcome 2: Employment targets are introduced as key features in national development strategies

Most activities include both employment diagnostics and employment targeting and the tools have in several cases been used in a clearly mutually supportive way (Indonesia, Mongolia, Nepal, Costa Rica). However, in this section those activities where the entry point or the focus has mainly consisted of employment targeting will be discussed.

Employment targets: activities and outputs

The invitation to do work in **Liberia** originated from the Liberian government's work on the Vision 2030 and its eventual request in October 2010 to develop an employment and labour component in this strategic document. Following a new mission in March 2011 it was agreed that support will be provided in three areas: employment targeting reflecting the need for productive employment creation, an employment impact assessment of the draft development strategy and an employment impact assessment of the public investment programme in infrastructure. Moreover, an assessment will be done by ILO/GENDER of the gender dimensions of the current poverty reduction strategy in order to reduce the gender gaps in the future planning process and format. The implementation of this project component is delegated to EMP/MSU and EMP/CEPOL.

In **Nepal**, the studies undertaken by ILO were based on international data since the national data were not considered appropriate. The study demonstrated that the national poverty target was considerably lower than the international target, which came as a surprise to the National Planning Commission (NPC), and eventually convinced the NPC to work along the lines of MDG 1 B. The study also concluded that for Nepal to achieve MDG 1B an annual economic growth rate exceeding a rate that Nepal had ever achieved was necessary. The workshop in March 2011 (see above) also emanated in an assignment for a national consultant, funded by the project, to do an employment targeting analysis at regional and district level (in all 75 districts). This work has just been concluded and the inclusion of its results in the three-year national development plan is being considered by the NPC. The workshop in March 2011 also pointed in the direction of launching industrial policy studies and other work to underpin the necessary sector development in Nepal.

As a follow up of the National Employment Conference in **Mongolia** in October 2010, the National Development and Innovation Committee and the Ministry of Labour and Social Affairs invited ILO to develop sector specific employment forecasts/targets as inputs to the national development planning. A mission by EMP/TRENDS is scheduled for June 2011 to provide technical support and capacity building on an econometric model for projection of future distribution and levels of employment across sectors in purpose of employment targeting. The development of this model has been supported by the project. The capacity building workshop will run over six days and train 20 staff of planning and sector ministries and the national statistical office.

During a follow up of the employment diagnostic workshop in **Costa Rica** the ILO SRO and the project agreed to undertake employment forecasting/targeting studies for the seven countries in the region. Following the studies, national seminars will be held with

representatives from planning and finance ministries and social partners during the fall of 2011. Following a request from El Salvador to develop a national employment strategy, the project will fund a mission from EMP/CEPOL to develop estimates of the deficit in productive employment and setting employment targets. The mission is scheduled for July 2011.

In Maluku in Indonesia, a follow up of the previous intervention has been requested, setting targets for district level employment generation.

In summary, the outputs under the employment-targeting outcome are well under way to be achieved within the duration of the project, with a minor exception for one indicator under output 2.1, which stated that a knowledge base on employment targets was to be set up. This turned out to be a too imprecise ambition in view of the fact that most targets were simply election promises without analytical support. A review of all PRSPs from an employment perspective had been done already before the project start up. A follow up study is now being considered. Otherwise, the methodology for employment targeting – output 2.1 - has been described in a concept note (Campbell, Chatani, Choi: Employment Targeting: What do we mean and what do we need to know, 2009). As mentioned, the model for sector based employment forecasts developed by EMP/TRENDS was supported by the project. Another approach has been to translate poverty reduction targets into targets for (and deficits of) productive employment (see discussion note by Ronnås, Kwan: Deriving targets for productive employment from poverty targets, December 2009) as well as a recent note on “LDCs and MDG 1B” (Campbell). As with the diagnostic tool a final methodological paper will be produced during the second half of 2011. The model has been and will still be field-tested, often in conjunction with the diagnostic tool, in Nepal, Mongolia, and, as regards targets for productive employment also in the three provinces in Indonesia. Targeting will also be part of the work in Liberia and Central America (starting with El Salvador). It can therefore be concluded that this output – 8 – 10 good examples of country level application - will be achieved before the end of the project.

The third output concerns the publishing of a detailed policy paper and a guide for employment targeting. As for the diagnostic tool this is intimately connected with the first two outputs and, as far as can be seen at present this will be accomplished. A technical peer review is to be done based on the final draft of the employment-targeting tool before publication. The indicator for the output also says that the guide will be “used and positively appraised” and, as in the case of the diagnostic toolkit, this can only happen after the project is completed. However, following the field experiences so far, authorities in charge of development planning declared they were convinced to use it.

Outcome results

The formulation requires that employment targets “are introduced as key features in development strategies”. This is already under way in some of the countries where the concept has been tested (Nepal, Mongolia) and is likely to take place in Liberia and Central America. In Indonesia it is quite likely that productive employment targets will be formulated at both provincial and district level, provided that adequate capacity building is being done of national facilitators.

3.2.3 Outcome 3: An approach to analysing methods for reducing vulnerability to crises' impacts in the context of increasing economic globalisation is incorporated as a diagnostic tool by member states

This outcome became affected by the global economic crises and ILO's general response to the crisis in the form of the Global Jobs Pact. Although output 3.1, a guide on "Country Level Rapid Impact Assessment of Crisis on Employment" was developed early in the project (during 2009) and used in several of the ILO member countries (e.g. Liberia, Uganda), the remaining outputs under this outcome became redundant as stand alone outputs. Rather the work on comparative analysis (output 3.2) and a guideline based on GJP (output 3.3) has been integrated with the GJP. The project has contributed to the GJP scans in Indonesia as well as Mongolia, and is planning to provide support to the GJP scans in Mali and El Salvador as well as to add volume to the overall GJP work in these countries. The reformulation of this outcome and related outputs was raised at the project Steering Committee meeting in May 2011. The meeting did not agree on a text for this revised outcome, but decided that the new outcome will feature the analysis of country experiences concerning the crisis recovery. The focus should be on the labour market dimensions of the recovery. A brainstorming session is to be organised on this item to further develop the concept and how to select countries and regions.

The results against this outcome is therefore not yet possible to assess, since only the first output remains in tact and has been achieved. The support to the GJP country scans should however be regarded as an important contribution to GJP country level activities.

3.2.4 Outcome 4: The tools developed by the project are disseminated, operationalised and implemented

Activities and outputs

Under the first output, **exchange of information and collaboration with other development partners**, there was an initial agreement with Sida that in-country work would be coordinated wherever feasible with Sida's country programme. A first general presentation for Sida of the methodology for employment growth diagnostics was jointly organised with the World Bank in the fall of 2009. Field cooperation was then organised when preparations were made for the diagnostic analysis and workshop in Bosnia and Herzegovina, which coincided with Sida's development of the cooperation strategy for the forthcoming period, 2011 – 2014. Although Sida took part in the workshop, very little in the actual cooperation strategy refers to employment or labour market issues in general. It is mentioned that the government of Bosnia and Herzegovina is giving priority to employment generation as one of several policy objectives, and Sida states in its strategy that the Swedish cooperation supports this orientation. Collaboration with Sida is also planned to be ventilated when project activities are becoming implemented in Liberia and Mali, countries with which Sida has agreements concerning bilateral development cooperation.

On a more general level, the approach to inclusive job-rich growth has been presented at various international fora, particularly for members of DAC's network on poverty reduction (POVNET) in a conference during 2010. GTZ holds the secretariat for the

related capacity building programme Train4Development and following the POVNET conference the possibility of including a module on employment diagnostics in the course programme was discussed. Moreover, a presentation of the work done in the project will take place in the World Bank conference in September this year on inclusive growth diagnostics.

The project work in Indonesia was based on a joint ILO, ADB and Islamic Development Bank analysis based on the employment growth diagnostics. ADB used the study as input for its cooperation strategy with Indonesia. Moreover, the methodology for employment targeting has been presented in various workshops and annual meetings of international centres and donors.

The second output, **implementation of a communication strategy**, has only been partly addressed, in the form of a setting up of a project website on the Employment Sector webpage. It provides brief information of the objectives of the project, its activities (mainly workshops held) and the papers and reports developed during the project. It is not easy to find or user-friendly. Reports produced under the project are printed and published as regular ILO documents, mainly in the series Employment Sector Work Papers. In view of the broader gaining of experiences of the tools and the coming publishing of the tools, the need for a dissemination strategy is coming closer. Unless this is addressed during the second half of 2011 this output cannot be concluded to be achieved.

Thirdly, **capacity building and training of constituents and others** has been organised on four occasions, with focus on employment diagnostics, in Bosnia and Herzegovina and in three provinces in Indonesia. These workshops have been very well received by participants and other stakeholders and have created a demand for further training to take the methodology into actual development planning, particularly in Indonesia. The way these workshops were organised, starting with an analysis of the labour market followed by an interactive and participatory workshop has served as a model for capacity building, intended to be used in future capacity building interventions.

Altogether 111 representatives from national and provincial government and ILO constituents have so far been trained in these workshops. Moreover, in Costa Rica five staff members of the Regional Employment Observatory were trained in employment diagnostics and employment targeting based on productive employment targets. In Indonesia, the concepts were so well appreciated that the provincial government of Maluku requested a special training module for “master trainers” to be undertaken as part of the preparations for the next provincial planning phase. This issue will be further discussed during the planned national workshop on employment diagnostics in Jakarta in October 2011.

In addition to these capacity building workshops a number of workshops presenting the methodologies and findings from their applications have been organised with key stakeholders for national development planning (Nepal, Mongolia, Malawi). Another more than 600 senior representatives of national and local governments have, through these workshops, become aware of these tools.

With the inclusion of the enabling enterprise component, workshops in Swaziland and Mongolia can be added.

It can therefore be concluded that a very good number of potential users and resource persons have already been trained and that there is still scope for training of more persons in the countries not yet covered by the project (Liberia, Malawi and through the SRO in Costa Rica also other Central American countries).

Outcome results

On the whole there are still some gaps in the achievement of the outputs under this outcome, particularly when it comes to a well-formulated dissemination and communication strategy for the wider dissemination of the end products, the tools being developed by the project. There will however be enough time during the remaining project period to finalise this work.

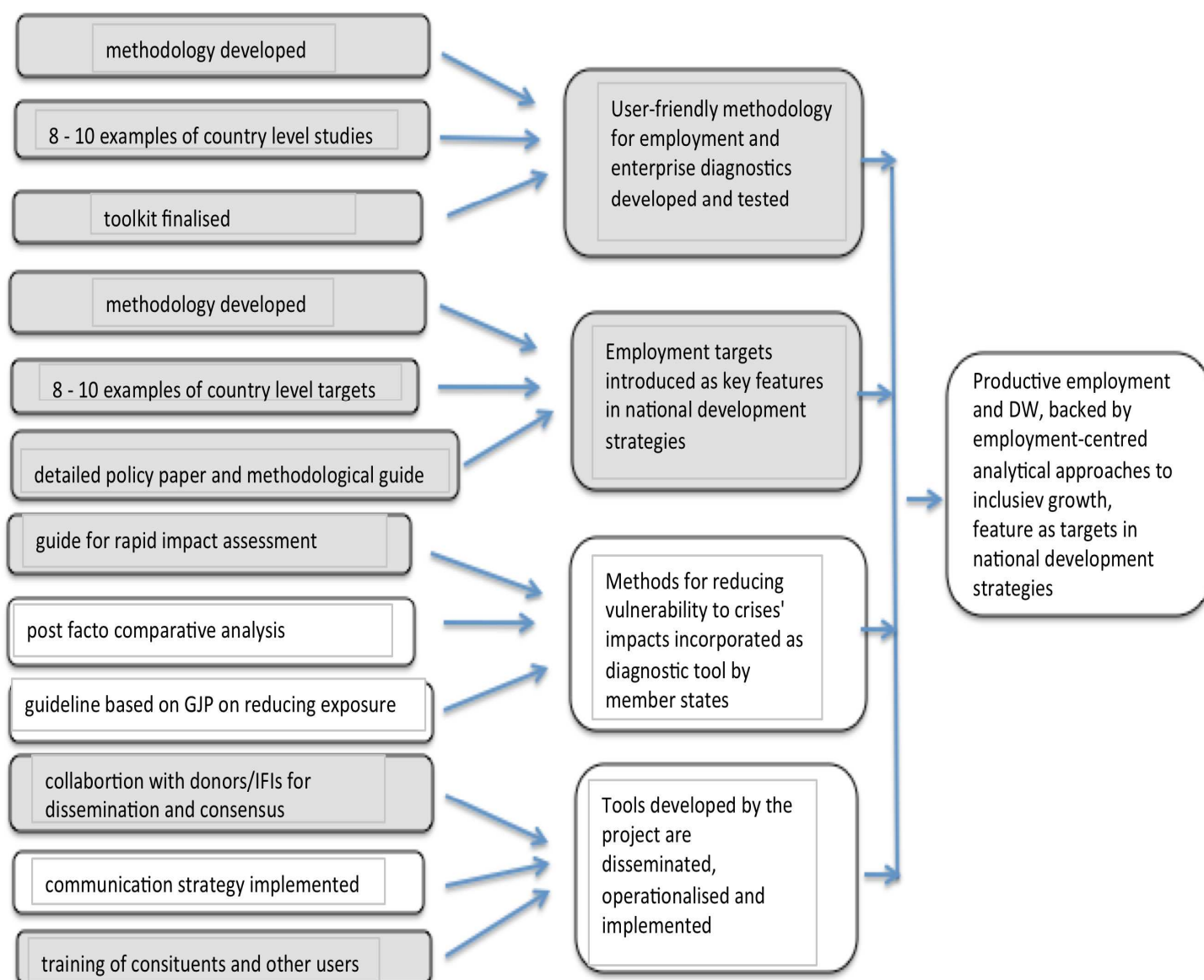
The EESE project has already developed parts of both its toolkit and its dissemination strategy in the form of a user's manual and is well on track to have all of it finalised before the end of 2011.

3.3 Summary of progress and status

As snapshot of the project status, the outputs and outcomes which are considered to be already achieved or where the work has come so far that the time and other resources are enough to ensure full achievement, are marked with grey in the results chain below.

The unmarked boxes are outputs and outcomes, which still require reformulation or additional work to be able to contribute to the immediate objective at the end of the project duration.

Figure 2: Status of implementation of results chain



The midterm review of the whole partnership programme 2009 – 2011 (S.C. Cornwell, 2011) came to a similar conclusion. In this project midterm evaluation, the likelihood that also outcome 2 will be achieved is higher (being considered “high” rather than “medium” as in the partnership review). The achievement of outcome 4 is depending on the finalisation of the communication strategy, whereas outcome 3 must await its eventual reformulation to be assessed.

4. Findings

In addition to the results obtained so far and accounted for above in section 3, the ToRs also ask other questions pertaining to the project progress. These will be addressed in the following two sections in the following way:

Are the methodologies robust, flexible and user-friendly? (see section 4.2)

Has sufficient consultation been undertaken with relevant staff? (see section 4.3)

Are activities and tools useful to achieve the immediate objective (see 5.1)

Is the workshop approach appropriate in achieving outcomes and ILO core principles? (see section 4.2)

How well is gender integrated? (see section 4.4)

4.1 Relevance

The project should be regarded as a pilot project, even though this is not included in its formal title, aiming at developing and testing three methodologies to be used as tools in the employment dialogue with partner countries (ESEE is of course less central in this respect but contributes indirectly to employment through an enabling business environment). As such the project has followed the standard steps for pilot projects: (i) defining the prototype tools, (ii) internal sharing and updating, (iii) field testing and (iv) finalisation and publishing of the tools for subsequent mainstreaming and application.

From this perspective the *project strategy* has been quite appropriate, and the casual chain behind the strategy and the project's implementation has served well. Concerns have been raised as to the internal sharing and the project's added value and these issues will be further discussed below. In the more limited scope, the outcome referring to reducing vulnerability to impact from economic crises (outcome 3) has been updated reflecting ILO's general response to the global financial crisis, which indicates that the project management and its financial resources have been used in a flexible way to incorporate this "external factor".

The project was formulated well within the ILO Strategic Programme Framework for 2010 – 2015 and the Programme and Budget for the biennium 2010 -2011. It relates directly to the SPF strategic objective to create greater opportunities for women and men to secure decent employment and income and its outcome 1 of women and men having access to productive and decent employment through inclusive job-rich growth. The relevant indicator is "Number of member states that, with ILO support, integrate national, sectoral and local employment policies and programmes in their development frameworks". Although there is no target formulated for the indicator, the project has

clearly contributed to such integration in several cases. Moreover, the SPF includes an outcome, which is directly linked to the project: "coordinated and coherent policies to generate inclusive job-rich growth".

The combination of employment diagnostics and targeting has made the project well equipped to address global and national needs of employment generation and poverty reduction, essentially through its methodological contribution to MDG 1B. In fact, the field experiences demonstrate in a number of cases that this particular connection has brought national employment policies and strategies into the focal macroeconomic policy area, e.g. poverty reduction strategy development and national economic development plans (Nepal, Mongolia). In Indonesia, as in other countries, ILO has a coordination role within the UN Development Assistance Frameworks (UNDAF) for UN's development cooperation with member countries when it comes to sustainable livelihood, sustainable economic growth, pro-poor social-economic services and other contributions to MDG 1. This role serve as entry points for ILO and its policy dialogue with national governments on employment issues closely connected with poverty reduction, i.e. areas where the diagnostic tool and employment targeting offer methodological support. However, most of the UNDAFs were already under implementation when the project was approved and the direct influence is therefore not an issue.

In Indonesia, where the three workshops were held at provincial level, the timing was not ideal from the national perspective with the national plan already being under implementation, although they were used to influence the midterm reviews of the provincial plans. However, from ILO's perspective the results served as input to the Decent Work Country Programme for 2011 – 2015. Moreover, since Indonesia has requested assistance from ILO to formulate a national version of the Global Jobs Pact, the project was requested to be aligned with the Global Jobs Pact Country Scan, which provides a description of the impact of the global financial crisis in Indonesia as well as suggested policy responses to mitigate the impact. Such country GJP scans have also been supported by the project in Mongolia, including financial support, in Mali and El Salvador.

The project has been quite supportive of *ILO principles*: in the workshops held so far ILO's social partners have been invited and participated in the workshops, although the main actor has been the Ministry of Planning or the Ministry of Labour in cooperation with authority in charge of national or provincial development planning. Several social partners have testified that this was the first occasion they have been invited workshop where stakeholders had opportunity not only to share the views and plans of planning authorities, but also to contribute actively to the analysis. *Gender mainstreaming* was highlighted in the project document, "ensuring that specific gender concerns will be integrated in the preparation, implementation and monitoring and evaluation of the project". The projects actual focus on gender mainstreaming is further analysed in section 4.4.

The EESE component is addressing another outcome in the SPF, viz. outcome 3 on sustainable enterprises create productive and decent jobs as well as outcome 9 and 10 on strong and independent and representative EOs and WOs. The overwhelming part of the project is directly dealing with outcome 1 and its focus on job rich growth. For this

reason the inclusion of the EESE component in the project is not logical from the point of view of job-rich growth. The coordination and synergies between the components have been modest and the whole matter is more of a practical funding solution than an expression of relevance in relation to the project objective.

4.2 Validity of project design

The project's main ambition is to develop and field-test analytical tools to be part of ILO's toolkit in the employment policy dialogue with member countries. For becoming so, they should naturally be innovative or otherwise provide a value added in the dialogue

The Project Document provides *background information* about the tools in the form of a broad *state of the art reference* to the global research work on pro-poor/inclusive growth and the concepts of employment diagnostics and employment targeting to strengthen the employment component in growth and poverty reduction analyses. It also contains arguments for giving emphasis on productive employment and inclusiveness as policy objectives for governments and social partners to be able to respond to the consequences of the global financial and economic crisis. The Project Document also warns for a too mechanic use of the diagnostic tool and tree and emphasises that it has a strong focus on the short term, i.e. present constraints. The Project Document therefore stresses that the tool must be combined with various types of reality checks (and which has been done in the form of labour market analyses when the tool has been used).

As with most other method and concept development, the question of *added value and innovativeness* is not a question of a binary nature; i.e. either 100% yes or 100% no. It is rather a question of exploring the usefulness of the tools, both from a theoretic and a practical perspective. The interviews held with users during this midterm evaluation is certainly one way of addressing this issue.

Internally – and at headquarters, not in the field - there have been comments in particular concerning the fact that the diagnostic tool does not provide any added value to the type of situation analysis that ILO is using in its National Employment Policies. On the other hand, both employment specialists at headquarters and in the field, and including also academic economists and representatives of social partners and national and local governments, find the employment diagnostic and targeting tools very useful, particularly when they were combined to identify deficits of productive employment. Employment specialists at headquarters who had used the tool claimed that it was nothing revolutionary, but that it could serve as a standard methodology for organising facts and constraints to employment, that it was much better a tool than SWOT analyses and that it facilitated a more profound analysis.

In the field, the two tools have been very much appreciated. A provincial planning authority said the diagnosis had helped them to see where jobs could and would be created and that it helped them to establish a joint understanding between stakeholders on the way forward. One sector representative found that the workshop was the first opportunity to see the sector where she worked in a socio-economic setting and from a

development perspective. In Nepal the workshop helped the National Planning Commission to formulate employment targets for the first time based on sector and district analyses of the socio-economic conditions, not just vague political assumptions, contributing to making the national development plan “employment centred”. In Bosnia and Herzegovina a senior officer stated that employment targets would be introduced in forthcoming employment strategies, provided that the national political environment would be conducive. In Central America several respondents proclaimed that both the diagnostic tool and employment targeting will be used in the work from 2011 and onwards.

The question to what extent the tools are *robust and yet flexible* enough to serve in various environments can, at this stage of implementation, be assessed in a positive way. As mentioned, in Indonesia the tools have been used in three different provinces with diverse socio-economic conditions and served well as tools for establishing consensus about the results of the employment tree and the adequate policy responses. In Mongolia and Nepal, two countries with quite different national development settings, the employment targeting has been generally very well accepted and is now being integrated with the national development strategies.

Most users and participants in the diagnostic workshops in Bosnia and Herzegovina and in Indonesia pronounce a high esteem of the *workshop approach*, its participatory approach with the mix of facts and figures presentations, methodological briefs and group and plenary discussions where the analytical consensus most often was reached. In fact, although neither employment diagnostics, nor participatory workshops are altogether new features, the combination can be regarded as innovative, judging from the positive reactions from participants. As mentioned, the workshop overall score attained between 4.33 and 4.6 on a 1- 5 scale where 5 is the most favourable assessment. Most non-economist participants appreciated the workshop just as much as the results of the analysis, offering them a platform for linking up with other colleagues and stakeholders and being able to influence an issue of high political significance. Surely, far from all participants are able to serve as facilitators for similar workshops, unless provided with further training. Especially ILO’s social partners invited to the workshops were very grateful for the opportunity to meet and discuss with national and provincial planning authorities, despite the fact that few of them possess capacity to do independent employment analyses. The question in the ToRs whether or no the tools are user-friendly enough for transfer of use to ILO constituents is not fully relevant, since the diagnostic and targeting tools are normally used by macro-economists or labour economists engaged in national development policies and strategies. To the extent ILO constituents have capacity for this type of analytical work, there should be no difficulties in making use of the tools. Interviewees representing social partners confirm that the tools were easy to understand but also that there was a generally felt need of more support to be able to organise and facilitate a workshop on their own.

The workshops on employment targeting were more organised as events for a broad presentation of findings with regard to deficits of productive employment. Although they were well attended and appreciated, they never had the same capacity-building and consensus-forming design. Both workshop models served, however, as expression of a

demand-driven process with member countries requesting ILO for further policy dialogue and support for poverty reduction through employment generation.

The internal discussion at ILO headquarters about *synergies, overlaps and/or complementarities* of the various tools in the ILO toolkit, including the Dynamic Social Accounting Matrix, has to a certain extent stifled the relations between concerned units and officers. It is therefore a welcome decision by the recent meeting of the project's Steering Committee to (i) establish a technical committee which will review existing methodologies on employment diagnostics and employment forecasting within the Employment Sector and report back to the Steering Committee and (ii) to organise a technical workshop to review existing methodologies and approaches, what each method includes/does not include, the strengths and weaknesses, under what conditions the method should be applied, etc. The objective of the workshop is to recognise the differences and overlaps of the methodologies, to promote further internal coherency and understanding on this issue within the Employment Sector, and to be able to provide a list of options for the ILO constituents as a result. The technical committee can be seen as part of the internal peer review.

The ToRs has a question on the extent to which the project has been guided by *previous integrated Employment Sector project* funded by Sida and the recommendations from the apex evaluation, summarising the conclusions of the two country evaluations of operationalising pro-poor growth in Ethiopia and Madagascar. The question is here understood to highlight the apex evaluation's conclusions and lessons learned on national ownership as condition for institutional change and policy development and on knowledge management. As far as can be assessed from the interviews in the field, the workshops for presentation and training on the methodologies for employment diagnostics and employment targeting have served well as instrument for promoting understanding and eventual ownership of the methodologies, in some cases though after further support. The participatory approach of especially the diagnostic workshops has been very well appreciated, both by government representatives and the social partners. Requests for further training and dissemination have been frequent.

The system for *knowledge management* of the project has put emphasis on introductory workshops or missions, harmonisation with other international donors and actors, country level reference groups, internal sharing with employment sector departments and regional and country offices (see further below under 4.3) and training.

4.3 Effectiveness of management arrangements

The other main areas of internal criticism of the project concern its location within ILO headquarters. The background here is that the project document was drafted by senior members of the Employment Sector, representing both EMP/ELM and EMP/CEPOL, and was early defined as an employment sector wide project. It was therefore decided to host it under the EMP/MSU to be managed by a CTA under EMP/MSU and with a Steering Committee representing all Employment Sector departments.

The fact that most of the work on employment diagnostics and targeting is closely related to the employment policy dialogue with member countries has raised concern

that the work should be more closely related with and - at best - managed by EMP/POLICY. One reason being mentioned would be that the risk of non-coordinated contacts with member countries in employment policy matters would weaken ILO's position in that dialogue and that the project has insufficient resources for back-stopping. This first opinion disregards from the project's character of being a pilot application of new tools in a limited number of countries. During the full two years of 2010 - 2011 the project has tested the diagnostic tool in altogether five countries (Bosnia and Herzegovina, Indonesia (three provinces), Malawi, Nepal and Mongolia, and expects to do it in Mali and El Salvador. This corresponds to around 10 per cent of the countries where employment policy work is currently on going. The coordination issues should therefore not be an insurmountable task. In the countries visited there were no complaints about coordination problems, but rather a strong appreciation of the work done by the project. Also the selection of countries was done with regard to where the demand for inclusive job-rich growth was given priority. Finally, the Steering Committee should serve as another forum for coordination. The question of backstopping resources is addressed in section 5.2 below.

Moreover, on a general level it is quite frequent in private as well as public organisations that new tools, concepts and methodologies are developed and field-tested by a research and development unit or a management unit reporting directly to the management level. The situation is the same for the project in this respect: the tools are not rolled out in the organisation but are still being tested before being synthesised, published and disseminated. Part of that process is further sharing and reviewing by peers, internal as well as external.

A related issue is the extent to which the project has *consulted with relevant staff* and *sought and received support* from ILO units and offices. In addition to the process of project formulation, which obviously was done on instruction following the discussion with Sida and without much internal consultation, and Steering Committee meetings, there have been a number of opportunities for sharing and consultations. In March 2010 the first draft of the diagnostic tool was circulated within the office and the field for comments, and the various versions of the draft were discussed with the then head of EMP/CEPOL. In September 2010 EMP/POLICY organised a retreat for all employment specialists, when the project on its own request had a slot to present the concepts. And in February 2011 the CTA presented the on-going work in a "team-building seminar" for staff of the Employment Sector and EMP/ ENTERPRISE did the same for the EESE component in May 2011. It can of course be argued that such opportunities could have been even more frequent, or that the project management should have been more open and responsive to comments, but it is difficult to come to the conclusion that the project has evolved in isolation without opportunities for giving feedback and comments.

The Steering Committee could also have been used more often as tool for coordination and recurrent feedback on the project development. The Committee has not had regular meetings, and there is a general feeling among senior staff that the management system has been a soft spot of the project. Likewise, the project has been implemented without much support from headquarters. The project staff has been the CTA, the Director of Policy Planning and two assistants. Surely, the demand from the field for follow up of, for instance, the workshops in Bosnia and Herzegovina and in Costa Rica for Central America could have been more prompt had there been more senior headquarter staff

involved in the project. Employment Sector specialists in the regional offices in Budapest, Bangkok and especially in Jakarta have participated in workshops, but not to the extent that they are prepared to facilitate or follow up on workshops. The EESE component has been supported by employers' and workers' specialists in the field and at headquarters.

4.4 Gender integration

Under the Sida/ILO Partnership Programme another intervention is formulated and implemented with the objective of strengthening gender in the policy orientation and operational aspects of the Partnership Programme. One of its outcomes refers to the Promoting Inclusive Job-rich Growth project stipulating that gender equality is systematically promoted in the project essentially through four outputs. The Project Document for the Promoting Inclusive Job-rich project has a section on gender mainstreaming in which it says that the project will coordinate closely its interventions to "ensure that gender concerns will be integrated in the preparation, implementation, monitoring and evaluation of the project". As example it mentions that gender analysis of target groups will be reflected at planning and that preparations and delivery of project outputs will be done in consultation and coordination with the Gender Bureau and the Employment Sector Gender Coordinator as appropriate.

Actual and systematic coordination has taken place first in the provision of comments regarding gender integration to the methodological and analytical draft papers on employment diagnostics, employment targeting and the manual for reducing vulnerability to the impact of crises. Secondly, the Gender Bureau was involved in the activities in Bosnia and Herzegovina in 2010, when it was found that the gender inequalities were quite pronounced in the socio economic context of the country, especially with regard to the low employment rate by women. In order to explore these inequalities further, the project funded a study, which is now drafted by a national consultant with support from the Gender Bureau. Some of the barriers for women's entry and participation in the labour market found in the study were the unequal opportunities and treatment in employment, the gender pay gap, inadequate facilities for women to fulfil their productive role and the heavy workload for female employees.

Since then there has been no substantive input on gender into the activities in the field, although the Gender Bureau has been informed about the project's progress from progress reports and information on upcoming events. The Bureau has on and off pushed for participation in the country work, but without any concrete results. At present, two specific interventions are prepared, the first one being a gender specific study on the employment sector in Liberia and the second consisting of giving gender mainstreaming inputs to a general study on the employment sector in Mali.

The midterm review of the whole partnership programme concludes in its Annex 4 (on page 48) that three of the four outputs concerning integration of gender equality in the project has been largely achieved (the ones referring to comments from the Gender Bureau on the methodologies), whereas the fourth one on training of constituents in gender-responsive employment diagnosis and targeting is considered not achieved.

The findings from the field visit (and to some extent from the survey) indicate however that gender inequality and other social inequalities have been well addressed in the diagnostic workshops, in Bosnia and Herzegovina as well as in Indonesia. Also the selection of participants in the workshops was gender sensitive aiming at gender-balanced participation. Moreover, the work on employment targeting in Nepal failed to commit a gender analysis because of lack of gender disaggregated data (which could and should have been communicated to the Gender Bureau). In Mongolia, where a training workshop in employment projections is under way, gender is one of the segments of the model. Also the EESE project component incorporates an analysis of gender issues under the social elements section, including gender relevant questions in the surveys and ensuring that women are represented at workshops and in capacity building exercises and survey work.

For these reasons, the fourth output should also be assessed as ongoing rather than as not achieved.

Generally speaking though, the project has not lived up to its ambitions to coordinate closely with the Gender Bureau in planning and delivery of outputs. The project progress reports do not assess or report back on gender integration.

5. Conclusions and lessons learned

5.1 Effectiveness

As mentioned in section 3.1, the immediate objective is formulated as a state of fact that can only be attained and fully assessed after the project has been concluded and the tools are being mainstreamed in the ILO employment policy dialogue with member states. A more cautious formulation would be that ILO is “able to support and promote inclusion of productive employment and decent work targets, backed by employment centred analytical approaches to inclusive growth, in national development strategies in member countries”. This is a result that could be achieved and assessed in late 2011/early 2012 when the project completion report or final evaluation report is to be drafted.

Moreover, interviews as well as the survey sent to stakeholders in the project confirm that the tools have helped making employment policies and strategies more effective, and are already doing so or will do so in the near futures. 12 of the 13 respondents to the survey believed that the tools would be used effectively in the national context and by the organisations that had been trained, the 13th saying that more capacity building would be needed. .

The validity in project design and the implementation strategy have served well for activities to accomplish outputs and to contribute to outcomes. The logical relation between outcomes and the immediate objective is clear although the actual fulfilment must be seen in the light of internal and external risk factors and assumptions about their influence on the relation between outcomes and immediate objective. The most important assumption is that the methodologies are considered solid and effective enough to become embraced by ILO Employment Sector Departments, and especially

EMP/POLICY and EMP/CEPOL, and by ILO constituents and member countries. Such assumptions were included in the Project Document, fearing lack of coherence and contradictions otherwise in ILO's employment policy dialogue.

Until now, doubts in this respect have been articulated by some senior officers in the sector. Therefore, and for establishing conditions for including the tools in the ILO toolkit, the importance of having the technical committee to review the tools from the perspective of including tools that bring value added to the ILO employment policy toolkit cannot be overestimated. As mentioned above, this should be seen as part of the internal peer review. For this to serve well, the full participation by key players in employment policy development in these reviews events is essential. The risk is otherwise imminent that the project outcomes are not well received by all units and therefore that their subsequent application will not be systematic but sporadic, to the detriment of enjoying a holistic employment policy position by ILO.

An alternative option to the review of the technical committee is of course to hold this discussion at the end of the project when the tools have been finalised, based on the revisions and updates from field activities and before publishing. However, with the quite vocal critique with regard especially to the employment diagnostic tool, it is wise to have these review opportunities sooner rather than later, however premature it may seem from the perspective that the project is a pilot project that is still on-going and the tools are not finalised.

The project's contribution to the strategic objective in the Strategic Policy Framework for 2010 – 2015 cannot be fully assessed in several years. It is dependent on the eventual use of the tools and the way that they may underpin policy changes that promote the inclusion of employment targets and productive employment in national development strategies. That the logical link is there has, though, been demonstrated in the report.

The effectiveness of the EESE project component to contribute to its objective cannot be assessed, since the immediate objective includes employment policy contribution to national development plans. That the component most likely will achieve its related outcome has been found above.

The main *lessons learned* from an effectiveness perspective is that the project has been well designed to achieve its outputs and outcomes, but also that the immediate objective of the project is formulated in a way that the results and impact can only be assessed after implementation has been on-going. Moreover, the internal deliberations about the content of the ILO toolbox for employment policy dialogue shall not be used to prevent the project from being fully implemented and finalise its methodologies.

5.2 Adequacy and efficiency or resources use

The project is managed by a full time CTA and two assistants. In addition, the director of policy planning of the sector has been involved on part-time in methodological development work, studies and workshop facilitation as regards employment targeting. In addition units such as EMP/CEPOL, EMP/TRENDS, the Gender Bureau and regional

and country offices have been in charge of preparation and implementation of activities in the field. The EESE component has been developed and implemented by an enterprise specialist, in collaboration with a specialist from ACTEMP and ACTTRAV. Also EMP/MSU has contributed to the project and its implementation.

Although the work has been implemented largely according to the work plan, it is evident that the human resources have exerted a constraint. The workload from travel to meet with the requirements from the national agendas has been quite intense, and maybe not ideal from the perspective of promoting the project and its activities with colleagues and units in Geneva. The assistants have been very useful in contributing to background studies and in workshops, but the CTA has been the only person able to facilitate the entire workshop on employment diagnostics/targets for productive employment. Several employment specialists in the field have participated, but are not yet capacitated to run a full capacity building workshop. A broader cooperation with EMP/POLICY could have relaxed this constraint.

At country level, national steering committees or reference groups have been set up to provide support in preparation and implementation of project activities. The steering committee set up in Mongolia met on several occasions and was quite instrumental in guiding the analytical work done in Mongolia. A small steering committee also played the same role in Malawi. A more informal committee was de facto used as a sounding board in Nepal. A similar committee, led by the PRS cell is established in Mali, which the present ILO consultant reports to and works with. A steering committee is now also being established for the work in El Salvador. In Bosnia and Herzegovina and in Indonesia, the role of a steering committee to oversee and guide project activities became redundant, as the members of the committee were invited to do the analysis themselves.

An additional value of the steering committees was their contribution to having representatives of Ministries of Planning/Economy to share the same table as Ministries of Labour and ILO social partners to address common issues.

The financial resources have not been constraining the project implementation, In fact, over and above the delegation of USD 300 000 to the EESE project, the project has also funded three macroeconomic studies undertaken by EMP/POLICY.

The main *lessons learned* on the resource efficiency are that a broader integration of the project in the Employment Sector and more senior level participation in the project would most likely have freed up resources for capacity building support to target country constituents.

5.3 Impact orientation and sustainability

As has been mentioned on several occasions in the text above, this is a pilot project still under implementation and it is therefore early to draw conclusions on the project's impact and sustainability. Yet, there are a number of questions on the Terms of Reference that request an exposé of the project's results in these areas.

First, when it comes to *policy impact* in terms of incorporation of the methodologies into national or regional development frameworks, the first limitation is of course that these have been promoted in a limited number of countries, the target being 8 – 10 (output 1.2 and 2.2 respectively). This review shows that the methodologies, sometimes with main focus on the diagnostic tool, sometimes with focus on the employment targeting, has informed 3 provinces in Indonesia, and 4 other countries (Bosnia and Herzegovina, Malawi, Mongolia and Nepal) and that preparations have been done for informing at least two more (Mali and El Salvador). In all these countries, the methodologies have been presented in relation to employment policy integration with national development plans and strategies. The potential in Central America is also high, through the training of staff of the regional employment observatory in Costa Rica.

The fact that the methodologies, which actually and increasingly should be seen as two sides of the same coin, help bring employment issues into the front seat of the poverty reduction arena strengthens ILO's role as informed participant in the central macroeconomic discussions of poverty reduction, and hence serves as entry ticket to the central fields of both the MDG/UNDAF framework and the national responses in the form of development plans and strategies. This is probably the most important organisational potential effect of the project.

So far, Nepal and Mongolia are planning to *incorporate employment targets* in their forthcoming development plans or strategies, in Malawi it served as input to the national development strategy and in Indonesia it is declared that it will be used in the next round of provincial planning. A national workshop in Indonesia is planned to take place in early October and this constitutes an opportunity for sharing the methodology with the National Planning Agency, BAPPENAS.

Another sustainability issue refers to the project's provision of *good practises* related to operational outcomes. Both outcome 1 and 2 are designed in such a way that they pretend to serve precisely as good practises, to be applied across the employment policy field. As stated above, field experiences are quite supportive to this end, but the final version of the tools will have to wait for, in the first place the internal technical committee and its report back to the Steering Committee, and the finalisation of the methodologies and eventual inclusion into the ILO toolkit for employment policy dialogue.

The same comment refers to the issue of *up-scaling potential*. So far the tools have been used in various socio-economic contexts at national and regional level and since both tools have clear methodological content that can be learned to be applied by employment specialist as well as economists in general there are neither relevant human, nor financial constraints to scale it up for across the employment field application.

The project has so far produced progress reports as requested in the agreement on the partnership between Sida and ILO. In addition a Consolidated Project Update was produced as background document for the midterm evaluation. All reports are structured in a way which *facilitates the assessment of results* in relation to the project document, i.e. reporting back on the outputs and outcomes of the revised project document. As mentioned, work is on going on a revision of outcome 3 and related outputs, and for this reason the follow-up of the results here is not yet possible.

From a *sustainability* point of view, the capacity building undertaken so far has included ILO constituents, central and provincial government representatives as well as employment specialists in regional and country offices. For constituents and also other participants, the training so far has mainly served as awareness creator about the methodological tools, and workshop evaluation reports confirm that it has laid a good and stable foundation for further application at actual development planning exercises.

The *lessons learned* when it comes to impact and sustainability is that the project has produced tools that are flexible, have potential to serve as good practices, can be replicated and scaled up and that a good portion of capacity building has provided a strong platform for continued implementation in target as well as in other member countries. As mentioned, the project's impact is yet in its early stage but the potential of providing a strong contribution to member countries' inclusion of employment-centred policies for poverty reduction and social and economic development have been demonstrated.

6. Recommendations

The main conclusion above is that the project is relevant, important, going well and very likely to achieve its stated outcomes. Its main weakness is that it has not yet been able to establish itself as well appreciated contribution to the employment policy development at headquarters. Some of the perceived reasons – the project's location in EMP/MSU and the eventual added value of the methodologies – will be addressed by the pilot project's completion at the end of 2011, when the activities are fully implemented and the methodologies will be published. The internal sharing of the project's experiences and the usefulness of the tools in the policy dialogue with pilot countries will be submitted to a technical committee and a technical workshop, which may serve as vehicles for bridging any communication gap.

There is also room for minor improvements when it comes to gender integration and implementation capacity.

The recommendations are therefore, that:

1. The project shall continue to follow its work plan and implement the yet outstanding activities referring to outcomes 1,2 and 4. This means that the planned interventions in Mali, El Salvador and Liberia will form the basis for the finalisation of the methodologies during the fall together with the already obtained experiences from Bosnia and Herzegovina, Indonesia, Malawi, Mongolia and Nepal. Outcome 3 needs to be reviewed and reformulated to be fully coordinated with the GJP agenda and its national applications. The project has already proved that the methodologies have been well received in target countries, that the methodologies promote ILO's position in the macroeconomic arena on poverty reduction, both internationally and in member countries, and that sustainability is likely to be generated in terms of bringing employment policy considerations into national development plans and strategies.

2. The recommendation is the same for the EESE component, i.e. that activities continue to be undertaken in the target countries to form the basis for the finalisation of the EESE assessment tool and for the EESE process and methodology to be mainstreamed in the ILO's work on policy dialogue on enabling environment issues and related capacity building for social partners.
3. The suggestion of a technical workshop to review the ILO employment policy toolkit can be constructive and is recommended, provided that there is an open attitude to what seems to work best in the forthcoming policy dialogue and that possessive ambitions about past and present positions are avoided. This also requires thorough preparations in a format that allows for assessment of advantages/disadvantages, maybe in the form of a SWOT analysis of the tools. It also requires the presence of the management levels of the concerned departments.
4. The suggestion of a technical committee can be seen as an instrument for follow up of the technical workshop, ensuring that the decisions taken are actually implemented. It is important that the work of the technical committee is synchronised with the technical workshop to avoid confusions. The possible idea of entrusting the technical committee to review and report on suggested modifications of the methodologies of the project is not constructive. It would drastically change the implementation strategy of the project and would forego a finalisation before all field tests have been done with the likely consequence that negotiated and less effective methods are designed. A pilot project should be treated as a pilot project and as long as field experiences are positive and supportive there should be no reasons for interventions in the intervention logics of the project.
5. The project Steering Committee is recommended to fully assume its role as principal project management unit and meet regularly for coordination and follow up, at least quarterly.
6. Gender integration is being addressed in two more target countries, Liberia and Mali. The project is recommended to consult with the Gender Bureau on other possible interventions and formats for reporting back on gender issues.
7. In view of the positive outlook on the possibilities of achieving the outcomes within the framework of the project, there is at present no need for an extension of the pilot phase of the project after 2011. In case project funds still remain at that time it is recommended these be used for further capacity building in target countries. The whole issue of mainstreaming must be addressed as part of the activities of outcome 4 during the fall. In case ILO is considering to request support from Sida for the mainstreaming and related capacity building of the tools after 2011 and within the remaining Sida – ILO Partnership programme, Sida is recommended to take a positive and constructive view on this.

Annexe 1: Terms of reference

TERMS OF REFERENCE

GLO/09/59/SID

Promoting Inclusive Job-rich Growth

Executive Director Management Support Unit (ED/EMP/MSU), Employment Sector

Midterm Evaluation

1. Introduction and rationale for evaluation

The Promoting Inclusive Job-rich Growth project is implemented within the framework of the first phase of the Partnership Programme between the Swedish International Development Agency (Sida) and the International Labour Organization (ILO). Following the standard ILO procedures on monitoring and evaluation of technical cooperation projects, the project needs to undergo an independent interim evaluation. This requirement is contained in the partnership agreement between Sida and ILO.

Close collaboration with the donor during the evaluation will ensure that the donor requirements are met.

The present evaluation must comply with the UN Evaluation Norms and Standards and OECD/DAC Evaluation Quality Standards (see <http://www.ilo.org/eval/policy>). Ethical safeguards will be respected.

The outcome of this evaluation will be an evaluation report that determines if the project is on-track to achieve its stated outcomes and objectives, identifies strengths and weaknesses in the project approach and implementation, and formulates recommendations based on the project's achievements for future interventions in the next phase of the Partnership Programme.

2. Brief background and context

"Promoting Inclusive Job-rich Growth" is a 30 month-long (August 2009 – December 2011) Employment sector-wide project with a budget of US\$2,807,999. It is being implemented under the framework of the Partnership Programme between Sida and ILO. The project has been conceived and structured based on the recommendations of the evaluation of the ILO/Sweden Pilot Partnership covering the period 2006-08. In particular, it tries to overcome the constraints experienced in the implementation of the "Operationalising Pro-poor Growth" project, which was part of that Pilot Partnership.

The strategy and logical framework of the "Promoting Inclusive Job-rich Growth" project are fully aligned with the ILO Strategic Policy Framework (SPF) 2010-2015 and the Programme and Budget 2010-11. All project outcomes are intended to contribute to the achievement of the Strategic Objective on employment "Create greater opportunities for women and men to secure decent employment and income", and more specifically to **Outcome 1 "More women**

and men have access to productive and decent employment through inclusive job-rich growth". Some project's outputs focus more on the achievement of the outcome "Sustainable enterprise creates productive and decent jobs".

The project has a global coverage in that its activities span over several countries. Its focus is on strengthening the analytical capacity of the ILO to evaluate the primacy of productive employment as the central vehicle for pro-poor growth. The project's objective is to contribute to the conceptual and methodological development of employment diagnostics and targeting and their application at the country level.

The implementation of the project can be divided into three main phases: conceptualisation, country-level application and further consolidation of generic conclusions, and finalisation of the methodological and conceptual work with respective follow up activities. The conceptualisation phase has already been completed and the project presently focuses on country-level application and training. The following diagram shows progress made in the project's implementation up to now.



The project has two strategic dimensions: internal to the ILO and external to it. Internally, the strategy is to develop an analytical capacity among ILO staff to evaluate the primacy of productive employment as the central vehicle for pro-poor job-rich growth in an integrated way. Externally, the strategy foresees a generation of analytical capacity as a powerful resource for advising governments and the social partners on how best to enhance the productive employment content of their own strategies for job-rich growth and poverty reduction. Special relevance is given to results achieved, with a particular attention to establishing robust links between analysis and policy. The project aims to substantially strengthen ILO's longstanding involvement in the elaboration of national employment strategies, and to place productive employment at the heart of national/regional development frameworks.

The Project aims to achieve the following outcomes:

- Set up user-friendly methodologies for employment and enterprise diagnostics that have been tested and are used to underpin national employment policies and development strategies;
- Introduce employment targets as key features in national/regional development strategies;
- Incorporate an approach to analysing methods for reducing vulnerability to crises' impacts in the context of increasing globalisation as a diagnostic tool by member states;
- Disseminate, operationalise and implement the tools developed by the project.

The project's interventions are supposed to be demand-driven, with a clear role of governments and social partners in determining and shaping the country-level work.

Particular attention is intended to be paid to translating the knowledge generated under the project into country-level policy.

Conceptual and methodological development under the Project is meant to be combined and informed by substantial empirical applications in a number of countries. The main selection criteria for country level work are (i) that there should be an articulated request and expression of interest from the Government and the social partners in the country concerned, and (ii) that the country level work should be aligned with ILO targets and outcomes under the current biennium. The countries where the project is currently active are: Mongolia, Malawi, Bosnia-Herzegovina, Indonesia (three provinces), Nepal, Liberia, Costa Rica, and Swaziland where activities focus on the area of an enabling environment for enterprise development.

The project administration is located at (ED/EMP/MSU) ILO Geneva Headquarters, with the technical departments of the Employment sector, as well as the ILO field offices being co-responsible for sound delivery of project outputs. The project staff comprises the project manager, a technical officer and professional staff hired on a short-term basis. The project is supposed to be guided and supported by a steering committee consisting of the heads of ILO Headquarters Departments and chaired by the ILO Executive Director. The project implementation team is expected to closely work with line managers at Headquarters and in the field. The field offices should play a major role as a liaison between the project management and social partners in the country, organisation of training workshops and seminars, and the related logistics, as well as follow-up work.

The project seeks to coordinate its interventions with a Sida-funded project on gender mainstreaming, ensuring that specific gender concerns are integrated in the preparation, implementation, and monitoring and evaluation of the project. It has also tried to develop joint activities with another Sida-funded project "Mainstreaming tripartism and strengthening the capacity of employers' organisations". Joint initiatives focus on an enabling environment for sustainable enterprises.

A progress report of the project has been submitted to the donor in September 2010, and a project status report has been produced in February 2011.

Purpose, scope and clients of the evaluation

Purpose:

The project is meant to be innovative on two fronts. On one hand, the project should not be a stand-alone one, and the intended working method should provide a new area of work contributing to the strategic framework for employment promotion. On the other, the project should constitute an innovative product which develops diagnostic tools helping governments to narrow down the priority areas in the pursuit of job-rich growth.

The purpose of the midterm evaluation is to learn whether the project/approach/intermediate results are truly (i) useful, and (ii) value-added. From an external perspective, it will be important to assess the added value of the project on the ground, and in particular on helping governments to narrow down the list of priorities in policy making, which could imply a review of the methodology.

From an internal view point, it will be relevant to consider how well the project applies the concept of Inseparable, Interrelated and Mutually Supportive (IIMS) concerning the four ILO

strategic objectives and the Decent Work Agenda (DWA), and to what extent it interacts with other areas of work, particularly those contributing to outcome 1 of the Strategic Objective on employment as mentioned above, and indicator 1.1 "Number of member States that, with ILO support, integrate national, sectoral or global employment policies and programmes in their development frameworks". The complementarity of the products developed under this project to other existing ones promoting job-rich growth should also be explored. Considerations on how such products can best be used on a country level together with other existing tools are equally relevant. To determine whether the project constitutes a new product, it is necessary to establish to what extent different intervention areas within the project (diagnostic work, employment targeting, and sustainable enterprise) interact, and how project activities are integrated in national employment policy work.

As this is a midterm evaluation, priority should be given to internal (ILO) learning. Evaluation findings will be used to direct and improve further action pursuing both of the innovative aspects of the project.

The project evaluation will:

- g) Determine if the project is on-track to achieve its stated outcomes and objectives and identify strengths and weaknesses in the project approach and implementation;
- h) Evaluate benefits and preliminary impact accrued to target groups, the status of implementation, and the project management and performance monitoring;
- i) Document good practices that could be used as models for activities in other projects and ILO activities and member States;
- j) Review project training and other material developed under the project to determine its suitability for training of target groups and its alignment with ILO core values including gender dimensions;
- k) Review the extent to which lessons learnt from the country-level activities are used to inform work in other countries;
- l) Capture the effect of generating new knowledge or practices which can or have been replicated in ILO activities outside the project (e.g. influence of approaches to Global Jobs Pact (GJP) work, Decent Work Country Programmes (DWCPs) and in particular outcome 1, or to capacity building for employers' organisations).

Scope:

The evaluation will cover all aspects of the project implementation to date and will include desk audit as well as on-site reviews. The entire evaluation process shall take place within a period of six months.

The evaluation will be threefold: (i) it will assess the conceptual and methodological work through a desk review; (ii) it will consider project activities implemented in all the countries covered by the project so far; and (iii) it will review the ILO internal processes and working methods in light of the results-based framework that the project is contributing towards.

Verification of the progress on the employment diagnostic approach will require travelling to Indonesia, whereas the verification of the progress achieved on the employment targeting part will require travelling to Nepal. These two countries have been selected because of the advanced implementation level of activities compared to other states, and because they provide an example of concrete applications of the two main areas of conceptual work, namely employment diagnostic analysis and employment targeting. The Project activities

carried out in the other countries will be evaluated through a combination of assessment of written material and direct long-distance communication with national stakeholders.

Clients:

Clients of the evaluation are the Executive Director of the Employment Sector and the project Steering Committee, the project management team, the technical departments of the Employment sector, ILO field offices and Sida.

Other stakeholders include ministries of labour, ministries of economy/planning, employers' organisations and trade unions, members of local academic and policy communities, including those who have been identified as national consultants, as well as the ILO regional and country offices.

The interim evaluation should provide the project management team as well as ILO field and headquarter staff with practical feedback on whether the current project strategy, implementation mode, work plans and resource allocation are suitable to fulfil the project objectives. The results of the evaluation will be discussed by the project's Steering Committee. Close collaboration with the donor during the evaluation will ensure that donor requirements are met and no additional, external midterm evaluation by the donor is necessary.

3. Analytical framework

The analytical framework of the evaluation builds on the six questions listed in the preceding section. The evaluation will examine the project along the following standard evaluation criteria which will be used to address those six key questions:

- Relevance and strategic fit:
 - Are the project strategy, objectives and assumptions appropriate for achieving the expected outcomes?
 - How well does the service offered relate to global and national needs? How well does it respond to needs expressed in national frameworks, United Nations Development Assistance Framework's (UNDAF's) and Decent Work Country Programme's (DWCP's)? How does it contribute to the ILO's strategic framework and its three outcomes on employment promotion?
 - Does the project contribute to core ILO principles, such as tripartism, social dialogue and gender mainstreaming?
- Validity of design:
 - Is the design of the project appropriate given its objectives?
 - Does the design of the project reflect adequate background knowledge on the kind of analytical frameworks that currently exist in the ILO pertaining to the promotion of job-rich growth?
 - How clear and consistent is the causal chain? How well does it fit in the overall strategy for promoting job-rich growth?
 - To what extent is the project an innovation? Is it getting the most interaction and synergy with other related areas of work?
 - How well has the project design been guided by the previous integrated Employment Sector project funded by Sida and the recommendations from its evaluation?
- Project progress and effectiveness:

- Are the methodologies developed sufficiently robust, yet flexible to serve as useful tools in different country contexts? Are they sufficiently user-friendly to allow for a transfer of use to ILO constituents?
- Has sufficient consultation been undertaken with relevant staff in both Headquarters and field offices to design the methodologies?
- Are the country level activities and the conceptual and methodological tools developed perceived as useful to achieve the objective: *‘Productive employment and decent work feature prominently as targets in national development strategies, through evidence-based policies backed up by employment-centred analytical approaches to inclusive growth’* by (i) ILO constituents (Government and social partners); (ii) ILO operational staff and managers in the field; and (iii) ILO operational staff and managers at ILO Headquarters?
- Is the workshop approach to employment diagnostic analysis appropriate to achieving the desired outcomes and to the ILO’s core principles, such as tripartism and social dialogue, without compromising on the soundness of the analysis?
- How well does the project address and integrate gender dimensions in all its activities? How well does it build synergies with the Sida project on gender equality?
- Adequacy and efficiency of resource use:
 - How well does the project manage its financial and human resources?
 - Is the implementation strategy cost-effective?
- Effectiveness of management arrangements:
 - Is the management structure effective for the achievement of expected outcomes?
 - Has there been sufficient consultation with relevant staff in Headquarters and field offices in the design of the management structure?
 - Has the project staff sought and received adequate support/cooperation from the relevant ILO units and offices?
 - How well does the project interact with other synergetic areas of work (both in developing the methodology and in delivering country support)? How does it interact with, for instance, work on the Global Jobs Pact (GJP), National Employment Policies (NEPs), employment impact assessment methodologies including the work on Dynamic Social Accounting Matrix (DySAM), skills and training policies, and mediation services? How does it help promoting internal policy coherence?
- Impact orientation and sustainability:
 - Has there been/is there a high likelihood of a policy impact in the project countries as a result of the project activities?
 - How many national/regional development frameworks have been or are likely to be informed by the employment diagnostic analysis as a result of the project intervention?
 - How many governments have been advised on employment targeting and how many of them have or are expected to introduce employment targets in their respective national/regional development frameworks as a result of the project intervention?
 - Has ILO incorporated the methodologies developed under the project in its portfolio of guidelines and analytical tools?
 - Can any good practices also related to operational outcomes be drawn at this stage of project implementation?
 - Does the project collect and document necessary data and information to assess progress against project document?

- Will the project reach sufficient scale to justify the investment? What are potential up-scaling strategies?

The evaluation must analyse the project's performance in relation to ILO's cross-cutting issues: poverty, tripartism and social dialogue. It should also have a separate section on cross-cutting gender issues. This section should analyse to what extent gender equality has been practically mainstreamed in project implementation, as well as the gender-sensitivity of the analytical tools developed.

4. Main outputs of evaluation

The following deliverables are expected from the evaluator:

1. Inception report outlining evaluation method to be used by the evaluator and a final work plan;
2. Draft report submitted to ILO and Sida;
3. Final report submitted to ILO and Sida within one week after receiving final comments from ILO and Sida.

The final version of the report will follow the draft format below and will be no more than 30 pages in length, excluding executive summary and annexes:

1. Title page
2. Table of contents
3. Executive summary conforming to the ILO template (see Annex 4): <http://www.ilo.org/eval/Evaluationguidance/lang--en/index.htm>
4. Acronyms
5. Background and project description
6. Purpose of evaluation
7. Evaluation methodology
8. Project status
9. Findings, conclusions and recommendations. This section's content should be organised around the ToRs questions, and include the findings, conclusions and recommendations for each of the subject areas to be evaluated.
10. Annexes: ToRs, list of meetings and interviews, questionnaires used, and any other relevant documents.

The quality of the report will be determined by conformance with Checklist 4 Formatting Requirements for Evaluation Report, and Checklist 5 Rating for Quality of Evaluation Reports (to be provided).

5. Methodology to be followed

The evaluation will be based on both qualitative and quantitative techniques, and on primary and secondary data. An inception report by the evaluator will specify the methodology and the evaluation instruments to be used. The inception report will include:

1. Identification of the information needs and possible sources of information;
2. Description of the suggested methods and plan for information gathering and organising (surveys, interviews, case studies, etc.). Data collection and presentation should be sex-disaggregated; All data should be sex-disaggregated and different needs of women and men should be considered in evaluation process;
3. A final work plan including a plan for analysis of data/information;
4. Identification of the conditions and capacities needed to support data gathering, analysis and communication;

5. Plan for critical reflection processes and for quality communication and reporting of evaluation outcomes (e.g. stakeholder workshop);
6. Description of the involvement of the key stakeholders in the implementation of the evaluation, and in the finalisation of the report.

The evaluator will familiarise him/herself with the available written project documentation and material produced under the project including, but not necessarily confined to:

- Project document
- Progress reports and other material documenting project implementation
- Conceptual and methodological work produced under the project
- Training materials produced under the project.
- Evaluations of workshops and other activities

Individual interviews will be a key instrument in the evaluation process. Meetings will be scheduled in advance of the field visits (Indonesia: Jakarta and one of the three provinces where the project is active; Nepal: Kathmandu) by the ILO project staff, in accordance with the evaluator's requests and consistent with these terms of reference.

On the final day of the field evaluation, the evaluator will present preliminary findings to the project focal points at the ILO field offices and time permitting, a debriefing will be held for employers, government and union representatives.

Upon completion of the report, the evaluator will provide a debriefing to ILO and Sida on the evaluation findings, conclusions and recommendations, as well as the evaluation process.

6. Management arrangements

The interim evaluation will be conducted by an independent evaluator.

The evaluation manager for this interim project evaluation is Ms Maria Sabrina de Gobbi (degobbi@ilo.org). The evaluator will report to the evaluation manager. The evaluator shall:

- Review the ToRs and provide input, as necessary;
- Review project background materials (e.g. project document, progress reports);
- Review the evaluation questions and work with ILO staff and the donor to refine the questions as necessary, and to develop interview protocols;
- Develop and implement an evaluation methodology (i.e., conduct interviews, review documents) to answer the evaluation questions;
- Prepare an initial draft of the evaluation report and submit it to the evaluation manager. Prepare a final report, reflecting any comments and additional inputs received;
- The evaluator is to submit the final evaluation report after the evaluation missions according to the timeline provided in Section 6.

On the ILO's side, the evaluation will be supervised by an Evaluation Manager, who is not directly involved in the Project.

The evaluation implementation will be supported by ILO staff at Headquarters, regional, sub-regional and country level, who will make themselves available for interviews, and will facilitate contacts with the respective stakeholders.

The evaluation will take up to 35 working days in the course of 10-12 weeks, starting the day when the contract is signed by the evaluator.

Timeframe for the Evaluator's work

What	Time	When	Where
Production of inception report	5 days	27 April - 3 May	At base
Review of documents and other written material	5 days	by 12 May	At base
Interviews, Geneva	2 days	12-13 May	Geneva
Field visits	7	16-24 May	Indonesia/Nepal
Long distance interviews	3	TBD	Base
Drafting of report	5	26 May - 16 June	Base
Presentation of draft report, revision and finalisation	5	17-30 June	Base

The evaluator will be paid a total amount of US\$... He will be fully responsible vis-à-vis the ILO for the correct execution of the tasks described in this document. An amount equal to 40 per cent of the total payment will be advanced to cover travel costs and expenses related to field work. The final instalment equal to 60 per cent of the total amount shall be paid to the consultant upon submission of the final report to the satisfaction of the ILO. The final report shall be submitted by 30 June 2011, after comments from ILO staff, constituents, Sida and other relevant stakeholders have been integrated.

The evaluation report and its contents are the property of the ILO.

Annex 2 List of interviews

In Geneva

Per Ronnås	CTA, MSU
Miranda Kwan	Project assistant, MSU
Shagun Khare	Project assistant, MSU
Sandra de Gobbi	Research economist and evaluation manager
Michiko Miyamoto	Programme Officer, MSU
Claudia Coenjaerts	Senior Management Officer, MSU
Terje Tessem	Head of INVEST
Christoph Ernst	Senior Economist, INVEST
Shengjie Li	Director, IO Country Office, Nepal
Iyan Islam	Senior Economist and Officer-in-charge, CEPOL
Olga Strietskalina	Specialist in Skills Policies and Systems, SKILLS
Mariangels Fortuny	Economist, CEPOL
Mohammad Gassama	Economist, CEPOL
Peter Poschen	Director, ENTERPRISE
Steven Kapsos	Economist, ELM
Valia Bourmpoula	Economist, ELM
Duncan Campbell	Director for Policy Planning
Eleonore d'Achon	Technical Officer, CEPOL
Gary Rynhart	Employers' Office, ACT EMP
José Manuel Salazar	Executive Director, Employment Sector (via Skype)
Azita Berar Awad	Director, POLICY (via phone)
Edward Lawton	Bureau for Gender Equality (via Skype)
Line Begby	Bureau for Gender Equality (via Skype)
Graeme Buckley	ENTERPRISE (via Skype)

In Indonesia

Peter van Rooij	Director, ILO Jakarta Office
Kazutoshi Chatani	Technical Officer
Soeharjono	Programme Officer
Anton A. Lailossa	Head, Economics, Natural Resources and the Environment Bappeda, Maluku
Ilham Tauda	Head, Economics Unit, Bappeda, Maluku
John Maakewe	Head, of Planning, Planning, Office for Transmigration and Employment. Maluku
Thos Talakua	Apindo, Maluku
Johan Manuputty	Head of Planning, Office for Youth, Education and Sports, Maluku
Ferdinand Matitaputty	Chamber of Commerce, Ambon
Charles Anidlah	Statistical Office, Maluku
Estherlina F. Siahaya	Head of Planning, Office for Tourism and Culture, Maluku
Lucky F. Lumingkewas	ILO representative in Ambon

In Nepal

Casper Edmonds	Officer-in Charge, ILO Office in Nepal
Anita Manhandhar	Programme Secretary, ILO Office in Nepal
Pushkar Barjacharya	Former member of National Planning Commission
Rajendra Shrestha	Professor, Tribhuvan University, Kathmandu

Annex 3: Summary of Survey on project on “Promoting Inclusive Job-rich Growth”

Please answer the questions in the boxes below by writing into the boxes.
Use as much space as you need.

1. The project aims at developing and testing a methodology for employment diagnostics/employment targeting to make national employment policies and development strategies more effective.

Q 1.1: Have the activities of the project been well designed to have such consequences in your country? (mark with x)
Yes: 11
No: 2

If not, what are the main reasons?

Because project activities are not synchronised with provincial planning;
The infrastructure across the province is poor;

Q 1.2 Have the activities of the project already contributed to strengthening the national employment policy or strategy in your country?
Yes: 8
No: 5

If yes, in what ways:

- setting employment targets? 3
- better understanding of constraints to productive employment 4
- other?
- Employment policy development 3; new employment 2, labour productivity improvement 1, strengthening stakeholder coordination 1, regional development indicators 1

Q 1.3 Is it likely that the activities of the project in your country will contribute to strengthening the national policy or strategy during 2011 or later?

Yes: 10

No: 3 (provincial budget under execution)

If yes, in what ways?

- setting employment targets? 7
- better understanding of constraints to productive employment? 3
- other?
 - transition from unskilled labour to skilled labour 1
 - increase number of entrepreneurs 1
 - employment expansion programmes 1
 - capacity building of labour placement officers 1

Q 1.4 As far as you can judge, are the activities of the project relevant in addressing the needs concerning the employment situation in your country?

Yes: 10

No: 3

If not, what are the main reasons?

- no positive political environment
- no central Ministry of Labour
- no unified law on labour and employment
- absence of social dialogue at state level

2. The methodological tools of the project (employment diagnostics/employment targeting) have been designed to be user-friendly. As a result, constituents should be able to continue working with them without external support after attending the

Q 2.1 Do you agree with the statement that the tools can be used effectively in the national context and by the organisations that have been trained?

Yes: 12 (but more TA needed: 1)

No: 1(not applicable, no training of ministry staff/Malawi)

If not, what are the main reasons?

training workshops where the tools were introduced and applied.

Q.2.2 Does your organisation use or do you intend to use these tools as standard methods in your future work on employment policy development?

Yes: 12

No: 1

If not, what are the main reasons?

There is already an existing standard

3. The activities of the project have consisted of different interventions in different countries. Sometimes an analytical a study of the employment situation has been conducted. In other cases a hands-on workshop in employment diagnostics or employment targeting has been held to introduce these tools. Please answer the questions below that are relevant for the activities under the ILO project in your country, entity or province.

<p>Q.3.1 In Bosnia and Herzegovina, Malawi, Mongolia and the provinces of Nusa Timor Tenggara and East Java in Indonesia project staff from the ILO conducted an analytical study of the employment situation.</p>
<p>Did you find the study useful or do you think it will be useful– please specify?</p> <p>The study was useful, but the problem is in implementation due to political environment; Very useful - helped the preparation of Employment Strategy in BiH for 2010 – 2014; Yes, it facilitates policy development; Very useful – with employment analysis we can discover the real problems of employment; Very useful to allow us to identify on-going issues and how to solve them; Yes, if activities continue; will be beneficial for all parties; Useful, and used as baseline to facilitate the discussion around employment policy; the study on sector employment possibilities was more useful and we expect to have findings from it in a few days: The study is useful as input regarding employment; Useful because ILO programmes are very beneficial to NTT and benefits the community;</p>
<p>Was the study used or will it be used for inputs into national or provincial planning or other policy documents – please specify?</p> <p>The study can be used; Already included in provincial planning; Very useful as mentioned above; Will be used in employment planning; Studies have been used in agencies/institutions in East Java; The study is reviewed and will be used as reference material for employment policies and issues; The tool introduced is very useful in making it easier to understand; Yes, the study has been used and is very helpful;</p>

Q.3.2 In Bosnia and Herzegovina, Costa Rica and the provinces of Nusa Timor Tenggara and East Java a workshop introducing a tool for employment diagnostics was arranged? Did the workshop give sufficient time and opportunity for your organisation to be able to apply the tools by itself?

Gave opportunity to analyse the employment situation from different viewpoints;
conclusions: improve communication between all stakeholders and identify all key partners in overcoming problems;
Whether the workshop provided enough time and opportunity for us to be able to apply the tools ourselves must be evaluated;
We went through the tools in workshop, but have not yet a chance to apply them;
More time is needed; next training need to improve the human resources;
Yes, the tools can be used, we were give sufficient time to apply the tools;
Will be used in employment planning;
Not enough yet.

Q.3.3 Would you have preferred some other form/tool/technique for introducing the methodological tool?

Yes: 5

No: 7

If so, please give examples of other such forms/tools/techniques.

Roplex, group discussions and props;
Helpful to have review also of other tools and techniques ILO can provide
Job market information system.

Q.3.4 Were there any other activities or lessons learned from the project activities that you found useful?

Got more knowledge in diagnosing employment issues; began to be sensitive to poverty issues; more insight
We learned that direct discussion can help us find out ways to solve the issues;
Methodology to discuss with other government agencies:
A comprehensive analysis is needed for resolving problems in employment and regulation of labour market situation;
Elaboration of the diagnostic tool; other countries development plans; take part in analysis with different partners;
Real effort to link project activities with employment and this is very useful for welfare-

oriented development;
 The interactive part of the workshop and general exchange of experiences is especially important;
 The workshop identified various issues and obstacles that will be presented to the government for policy development.

4. The project has been planned to integrate gender issues into its activities.

Q.4.1 Do you find that gender issues have been fully integrated and mainstreamed in the project activities in your country?

Yes: 6

No: 2

If not, what have been the obstacles?

Because cultural issues are very dominant making women not much involved in project activities.

5. General comments

Q.5.1 Please state any general comment you may have on the activities of the project concerning their usefulness, relevance and sustainability in your country.

- We expect an even more active role by EU and ILO in every aspect when it concerns the function of CFTU in BiH in the social dialogue at state level and the establishment of the Economic-Social Council at state level;
- Assist in development of the breakthrough policy due to references of the study and "best practises"; facilitate fulfilment of employment aspects connected with the on-going development; new knowledge;
- Project has highlighted the role of all actors in the field of employment and the necessity of analytical approaches and identification of different options to overcome labour market problems;
- Allows a more profound analysis based on real data, providing conditions for better decisions;
- Activities are very useful and relevant for the sustainability and concern for employment in the province;
- Coordination with other sectors to avoid overlaps;
- It is imperative to train Ministry of Labour officials on the usage of the tools for sustainability purposes;
- Will enable the government to come up with employment policies as well as programmes to tackle employment issues; however, it is imperative to train Ministry of Labour Staff