



# **INDEPENDENT THEMATIC EVALUATION OF RBSA SUPPORT TO SELECTED COUNTRY PROGRAMME OUTCOMES CONCERNING PROMOTION OF EMPLOYMENT DURING 2010-2011 BIENNIUM**

**Ethiopia, Namibia, Zambia, Uganda, Mauritius, Somalia, South Africa  
Southern Africa Sub-Region, and Africa Region**

<b>CPOs:</b>	ETH 126, NAM 126, SOM 101, SHA 103, RAF 107, ZMB 129, ZMB 126, MUS 101, UGA 128 and ZAF 102	
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## LIST OF ACRONYMS AND ABBREVIATIONS

AsgiSA	Accelerated Shared Growth Initiative for South Africa
BBW&JC	Broad Based Wealth and Job Creation
BDS	Business Development Services
BUSA	Business Unity South Africa
CEE	Citizens' Economic Empowerment
COSATU	Congress of South Africa Trade Unions
CPOs	Country Programme Outcomes
DET	Disability Equality Training
DfID	Department for International Development
DG	Director General
DWCPs	Decent Work Country Programmes
DWT	Decent Work Team
ERA	Employment Relations Act
EU	European Union
FEDUSA	Federation of Union of South Africa
FICA	Flemish International Cooperation Agency
FNDP	Fifth National Development Plan
FUE	Federation of Uganda Employers
GPs	Global Products
GTP	Growth and Transformation Plan
HQ	Head Quarter
IGAD	Inter-governmental Authority on Development
ILO	International Labour Organisation
INCLUDE	Promoting Decent Work for People with Disabilities through a Disability Inclusion Support Service
IPEC	International Program on the Elimination of Child Labour
IR	Implementation Report
LMIAS	Labour Market Information and Analysis System
MEF	Mauritian Employers Federation
MID	Maurice Ile Durable (Strategy)
MOL	Ministry of Labour
MSME	Micro, Small and Medium Enterprises
MSTVT	Ministry of Science, Technology and Vocational Training
NACTU	National Council of Trade Unions
NCDC	National Curriculum Centre
NDP 4	Fourth National Development Plan
NDP3	Third National Development Plan
NEDLAC	National Economic Development and Labour Council
NELMP	National Employment and Labour Market Policy
NEPS	National Employment Policy and Strategy
OBWs	Outcome-Based Work Plans
OCs	Outcome Coordinators
ODA	Official Development Assistance
OSH	Occupational Safety and Health
P&B	Programme and Budget
PASDEP	Plan for Accelerated and Sustainable Development to End Poverty
PDM	Programme Decision Minute
PDM	Programme Decision Minutes
PEPDEL	Promoting the Employability and Employment of People with Disabilities through Effective Legislation
PPSE	Public Procurement and Social Economy
PSD	Private Sector Development
RAF	Regional Office for Africa
RB	Regular Budget
RBSA	Regular Budget Supplementary Account
RBTC	Regular Budget-Technical Cooperation
RDP	Reconstruction and Development Programme
RPU	Regional Programming Unit
SACCO	Saving and Credit Cooperative Societies

SAY-JUMP	South African Youth, Jobs for the Unemployed & the Marginalized to Escape Poverty
SETYSA	Social Entrepreneurship Development Targeting Unemployed Youth in South Africa
SJD	Social Justice Declaration
SMART	Specific, Measurable, Attributable Realistic and Time-bound
SME	Small & Medium Enterprises
SNDP;	Sixth National Development Plan
SNRC	Somali National Reconciliation Conference
TACKLE	Tackling Child Labour through Education
TC	Technical Cooperation
TOT	Training of Trainers
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
US\$	United States Dollar
WEDGE	Women's Entrepreneurship Development and Gender Equality
YEF	Youth Enterprise Facility
ZBS	Zambia Business Survey

## ACKNOWLEDGEMENT AND DISCLAIMER

This *“Independent Thematic Evaluation of RBSA support to Country Programme Outcomes Concerning Promotion of Employment in Ethiopia, Namibia, Zambia, Uganda, Mauritius, Southern Sub-Region, Somalia and South Africa and Africa Region”* was prepared by **Stanley Karuga**.

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**Stanley Karuga**

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## EXECUTIVE SUMMARY

### 1.0 BACKGROUND AND CONTEXT

#### 1.1 Purpose, Logic and Structure

Unemployment, especially for women and young people in general remains one of the biggest challenges in Africa. The problem, which was exacerbated by the global financial crisis which started around 2007, continues to be a major concern for national governments and development agencies especially the ILO which is the lead agency in decent work and employment promotion globally. Employment promotion is among the four important, interdependent and mutually reinforcing strategic pillars of the decent work agenda of the ILO. The African region remains a high priority for the Office and realizing labour market opportunities to create more and better jobs for women and men was among its priorities during the 2010-11 biennium. As reflected in the 2010-2011 Programme and Budget, the focus of the ILO in the region is on rural employment, the informal economy, youth employment and child labour, gender equality, social protection, social dialogue and rights at work. During the 2010-11 biennium, ILO's employment promotion strategy was guided by the Global Employment Agenda (GEA) which includes three outcomes, namely coordinated and coherent policies that generate inclusive job-rich growth, skills development policies capable of increasing the employability of workers, competitiveness of enterprises and the inclusiveness of growth, and policies and programmes that promote sustainable enterprises and entrepreneurship; the Decent Work Agenda for Africa (2007-2015); as well as conclusions of the 12<sup>th</sup> ARM.

Towards the agenda of promoting decent work and employment, the ILO provided RBSA funds in support of nineteen (19) CPOs from across the African Region during the 2010-11 biennium which received a total of US\$ 5,947,921 while the ten (10) CPOs being evaluated in this report received a total of US\$ 1,747,672. <sup>1</sup> The RBSA funding facility was introduced by the ILO to address serious shortages in regular budget resources by providing a mechanism for donors to make lightly earmarked voluntary contributions instead of project or programme funding. The funds constitute official development assistance (ODA)<sup>2</sup>, and can only be used in direct support of member States. The RBSA funding mechanism allows donors to channel voluntary contributions to increase the capacity of the Office to deliver on the priorities set out in the Programme and Budget (P&B) and in particular, the implementation of DWCPs through the realization of Country Programme Outcomes (CPOs). It is the flexibility of RBSA and the opportunity to complement and leverage other resources that makes it an essential component of the ILO's resource mix.

The selected RBSA funded CPOs that have been evaluated in this report were implemented during the biennium 2010-11. The CPOs were in three categories comprising the **P&B Outcome on Employment Promotion**, including **ETH 126**-“Enhanced capacity of constituents to develop and implement gender sensitive policies and programmes focused on productive employment and poverty reduction”, **NAM 126**-“Employment Policy developed and employment mainstreamed in the national development frameworks”, **SOM 101**-“Access to productive employment, decent work and income opportunities for Peace and Stability”, **SHA 103**-“Strengthened of policy level stakeholders in Southern Africa to conceptualize social

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<sup>1</sup> CPOs which have not been or will not be evaluated through project evaluations were selected for this independent thematic evaluation of RBSA support.

<sup>2</sup> Grants directed at promoting the economic development and welfare in developing countries.



enterprise development in the context of employment promotion”, **RAF 107**–“Constituents in the Horn of Africa, in West Africa and in North Africa realize social justice, peace and stability by addressing underlying causes of conflicts”; the P&B **Outcome on Skills Development**, which consisted of only **ZMB 129**–“Enhanced employment and self employment opportunities for people with disabilities through access to skills development”; and the P&B **Outcome of Sustainable Enterprise Development** including **ZMB 126**–“Employment and decent work mainstreamed in Macro Economic Frameworks and related policies reviewed”, **MUS 101**–“Decent and quality employment opportunities for small and medium enterprises (SMEs), **UGA 128**–“Young men's and women's entrepreneurship for self employment”, and **ZAF 102**–“Promoting responsible and sustainable enterprises”.

## **1.2 Methodology of Evaluation**

In line with the ILO policy, this evaluation was carried out in a participatory manner to ensure that the findings represent the views of the various key stakeholders. The methodology comprised: (i) literature review of key relevant documents; (ii) field interviews of key stakeholders involved, in one way or the other, in the CPOs being evaluated; and (iii) field level observations. A total of 38 stakeholders were interviewed either physically or through telephone. The main challenges faced by the Mission related to time limitation for field visits; poor connectivity and therefore in-audibility of telephone or skype-based interviews and the general lack of proper records on CPO performance data and information and inability to access final implementation reports for some CPOs

## **2.0 MAIN FINDINGS AND CONCLUSIONS**

Overall, the CPOs performed fairly well despite limitations of finance and human resources. The majority of the CPOs attained their planned outputs and anticipated outcomes, albeit after the end of the biennium 2010-11 for some of them. According to virtually all the informants interviewed, RBSA funding-albeit being relatively small, is making a positive difference to the overall agenda of promoting decent work and employment. More specifically, RBSA funding is making a positive difference by way of impact in relation to increased knowledge and building national capacity to articulate relevant issues, formulate and mainstream job-rich oriented strategies and policies. In addition, the RBSA funds are also making a difference by providing confidence to other development agencies that are not specialised in the area of decent work and employment promotion to join in the fight against unemployment-by virtue of ILO's presence, and by way of facilitating leveraging of resources from sources external to the ILO.

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

Based on literature review and responses from virtually all informants met during field interviews, the Mission resolutely concludes that the CPOs are highly relevant and strategically in line with the respective national policies and strategies, ILO Strategic Policy Frameworks and the UN agenda for socio-economic development agenda for Africa. Such national strategies and policies include for example the National Employment Policy and Strategy (2009) and the DWCP (2009-2012 in the case of Ethiopia; the Small & Medium Enterprises Policy & Programmes and DWCP (2010-2014 in the case of Namibia; the Reconstruction and Development Programme (2008) in the case of Somalia; the National Employment and Labour Market Policy (2005) in the case Zambia; The Employment Relations Act ( 2008) in the case of Mauritius; the National Employment Policy (April 2011) in the case of Uganda; the Accelerated Shared Growth Initiative for South Africa (2006) in the case of South Africa. At the regional and global level, this includes the United Nations and ILO agenda for Africa, and the ILO and Strategic Framework (2010-15). The activities of the CPO are also complementary to

other recent and current ILO projects and programmes in the Africa region including IPEC, WEDGE, TACKLE, BBW&JC, YEF, SETYSA, YES-JUMP and SAY-JUMP.

## **2.2 Validity of Project Design**

The Mission found the design of RBSA-funded CPOs for the biennium 2010-11 to have been largely appropriate and adequate based on a number of pertinent parameters including CPO identification and planning processes; extent of stakeholder consultations; plausibility of causal linkage between activities/outputs and anticipated outcomes. That notwithstanding, there were some concerns regarding the long and bureaucratic procedures involved from the identification stage to approval/funds release stage resulting in delays in the commencement of implementation activities; and the general lack of prior knowledge of the amount of resources available from RBSA resulting in uninformed budgeting on the part of outcome coordinators. The Mission found the processes to be largely inadequate in terms of the technical selection criteria; realism of planned objectives and outcomes taking into account resource availability and time line allocated for implementation; as well as gender mainstreaming and equality strategies.

## **2.3 Project Effectiveness and Achievements**

Despite limitations with respect to RBSA funds and the very lean field staff-who are also normally responsible for other technical cooperation projects and programmes, the performance of the CPOs was considered to have been quite good. Some of the key achievements noted included the following outputs and or outcomes:

- **ETH 126:** Draft National Employment Policy and Strategy and Decent Work Country profile; and the National Employment Policy developed in support of PASDEP;
- **NAM 126:** Draft Employment Policy Environment Assessment Report and integration of some of the findings in the Fourth National Development Plan (NDP 4)-2012/2017, and the Decent Work Country Program (2010-2014);
- **SOM 101:** Rehabilitation of 2,259 hectares of agricultural land and creation of about 37,000 worker days;
- **ZAM 129:** Development of Action Plan for piloting inclusive vocational training, and training on disability equality;
- **ZMB 126:** Development of the National Employment and Labour Market Policy and DW profile for Zambia;
- **MUS 101:** Production of four (4) studies on green job economy which has greatly informed Government and Social Partners' strategy towards Job creation in a environmentally sustainable manner under the auspices of Maurice Ile Durable Strategy and it which such knowledge in being used in furtherance of the strategy; and (g) Development of the final Draft of MSME Policy, document on the Platform for Policy Action, review of the National Curriculum Centre, and establishment of networks for certified trainers;
- **ZAF 102:** Support to the Global Jobs Pact" agenda, identification of macro-policy options for employment promotion, Decent Work Indicators in Africa (study); DWCP

for South Africa, and implementation of National Framework Agreement to mitigate the impact of the global economic crisis. In facilitating the achievements of all these outputs and outcomes, all the CPOs played an immense role in capacity building of ILO tripartite constituents and other stakeholders. The majority of respondents felt that this has been valuable support towards the fight against unemployment.

## **2.4 Effectiveness of Management Arrangements**

While the CPO implementing staff including the OCs seemed fairly well conversant with the general criteria for RBSA funding, they raised a number of issues with respect to RBSA funds operations and management. Firstly, there were concerns with: (a) The likelihood of subjectivity on the part of evaluators and lack of transparency regarding the CPO ranking procedures-which often does not provide feedback on why a given CPO was selected or not; (b) Rigidity of Office procedures and the short term-orientation of RBSA funding; and (c) The long and bureaucratic procedures involved and the occasional late request for proposals resulting in the funds being released well after the start of a given biennium.

While the implementation of CPOs is regularly monitored under the overall Global Monitoring mechanism-i.e. the OBWs review which occur four (4) times per biennium (jointly by Country Offices, Decent Work Team Specialists, Regional Offices and Outcome Coordinators), the Mission was faced with a number of challenges: (a) the brief nature of information provided in the CPO status assessment reports; (b) Lack of conventional and well defined CPO log-frames and weak compliance of indicators of achievement with the SMART<sup>3</sup> principles in the context of monitoring and evaluation frameworks for some of the CPOs such as UGA 128 and RAF 107 whose milestones and outputs were not time-bound; and (c) Inaccessibility of final implementation reports for some CPOs despite the Mission's effort to this effect-for example in the case of SOM 101, NAM 126, SHA 103, ZAF 102 and RAF 107 which could have either been due to the fact that such reports were not actually prepared or that some CPOs that were target for that biennium could have been moved to pipeline as a result of outcome based work plan review.

## **2.5 Efficiency of Resource Use**

The Mission was not able to examine efficiency of resource in detail but based on a cursory assessment, it was felt that RBSA funds have not only been used fairly efficiently, but also strategically with much of the emphasis being on capacity building of national institutions and employment promotion. In this respect, and while acknowledging that all the three outcomes under the Employment Strategic Objective of the ILO contribute to employment creation in one way or the other, it was noted that the Employment Promotion Outcome received about 67% of the total RBSA amount allocated to the ten (10) CPOs being evaluated in this report during 2010-11 biennium. Despite being small, the RBSA funds have been useful in terms of supporting the delivery of planned outputs and anticipated outcomes; providing an opportunity for greater visibility of the ILO in the field which provides some degree of confidence to other donors to join the fight against unemployment regardless of the degree of their expertise in the subject; and as a means facilitating the leveraging of external resources. With respect to RBSA's attraction of external resources, the Mission noted that UNSECO had funded a pilot study aimed at integrating climate change in Mauritius, the EU had provided support to the Gender and Economic Empowerment project to the tune of one (1) million Euros in Somalia, the EU and DfID had also expended US\$ 5.4 million to the Galkayo project in Somalia, the Flemish International Cooperation Agency had funded the Public Procurement

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<sup>3</sup> An acronym standing for *Specific, Measurable, Attributable Realistic and Time-bound*-that is used as a measure appropriateness of indicators of achievements for a project or a programme.

and Social Economy project in South Africa to the tune of US\$ 840,000, and the UN had jointly funded the Private Sector Development project at a total cost of US\$ 1.3 million.

## **2.6 Impact Orientation & Sustainability**

While full impact takes time, the Mission is of the view that CPO activities and outputs have good prospects for sustainability and impact in the medium and longer term. This conclusion was based on observations of relevant parameters including the degree of stakeholder consultations, capacity building activities and efforts in relation to information sharing, promotion of collaboration and networking among national and regional institutions.

## **2.7 Key Lessons Learned**

### ***What Good Practices were observed?***

- (i) That intensive and broad-based involvement of stakeholders (especially the ILO tripartite constituents) in the selection of CPOs-not just as part of the preparation of DWCPs, but also at the design of specific CPO interventions play a very important role with respect to the enhancement of relevance of interventions to target beneficiaries and other stakeholders which in turn elicits quicker and sustained “buy-in” of CPO interventions and ownership;
- (ii) That while availability of adequate resources will always be desirable, it is not always so much the amount, but rather how strategically the available resources are used towards delivering on planned outputs, anticipated outcomes and desired impact;
- (iii) That effective delivery towards project outcomes and objectives is not so much dependent on the number of targeted outputs, but more importantly, the level of innovativeness on the part of implementers in terms of processes towards delivery including the use of participatory approaches and leveraging on available resources from among the wider stakeholder fraternity as was the case of ZAF 102 and SHA 103;
- (iv) That the little funding through RBSA, if used strategically as “trigger” or “catalyst” resources, can have much bigger results by way of leveraging on external sources;
- (v) That the role of the ILO as the lead-agency for the UN harmonized Support Framework has proven to be quite effective towards the achievements of common results-resource pooling which calls for the Office to foster and tighten UN joint planning and management of projects and programmes

### ***What should have been different?***

- (i) The ILO should have allowed some degree of flexibility of procedures and autonomy for field-level decision making to facilitate quicker and more empathised response-especially where circumstances have a tendency to change quickly- e.g. the case of SOM 101 due to socio-political instability;
- (ii) That being important strategic objectives of the ILO, strategies on gender mainstreaming and equality as well as local institutionalization of activities should have been explicitly included as part of the technical criteria for CPO proposal evaluation;
- (iii) That performance record should have been explicitly included in the CPO evaluation criteria for the biennium under review as a means of rewarding good performing and penalizing lacklustre CPO-though the Mission was informed that the criteria was included during subsequent bienniums.

### ***What should be avoided in Future?***

- (i) Delays in the release of RBSA funds should be avoided if CPO are to effectively deliver and on time, planned outputs and anticipated outcomes
- (ii) Having outputs indicators of achievement that are not under the full control of the ILO staff or the project (e.g. "National Policy on Employment adopted by Cabinet in the case of ETH 126")-which should perhaps have gone only as far as "Policy developed through consultative processes".

## **2.8 Overall Conclusion**

Based on the above findings and lessons learned, the Mission firmly concludes that RBSA is making a positive difference and should continue as a strategy for the Office. Nevertheless, it will be necessary for the Office to undertake regular monitoring and review (as is the case with Technical Cooperation projects and programmes) to ensure that any emerging problems are resolved early enough so as to enhance effectiveness and efficiency of delivery of planned outputs and anticipated outcomes.

## **2.9 Main Recommendations**

### **A: RBSA Design and Processes**

With regard to RBSA design and processes, the Mission Recommends the following:

- (i) A comprehensive and consultative review of the entire RBSA funding process be undertaken with a view to shortening the time involved which may call for the elimination of some of the steps where possible (taking due diligence to ensure that the desired robustness is not lost);

### **B: Technical Evaluation Criteria of Proposals**

With regard to the technical selection criteria and with a view to making the criteria more transparent and comprehensive, as well as making it more commensurate with ILO strategic objectives, the Mission recommends the following:

- (i) Inclusion of additional criteria relating to past performance record, strategies for leveraging external resources, institutionalization at the national or regional levels and gender mainstreaming and equality;
- (ii) Development and circulation of a sample template briefly describing the key technical criteria to be used in proposal, what it entails and what the evaluators would be looking for-as has been done in the case of the resource gap criterion; and
- (iii) Development and circulation of weighting rates to be applied for each of the criterion;

### **C: Performance and Effectiveness**

Towards enhancing performance and effectiveness, the Mission recommends the following:

- (i) The Office to adopt some degree of flexibility to allow for longer term oriented interventions where justified to avoid premature withdrawal of RBSA support;
- (ii) The Office to step up sub-regional and regional interventions to facilitate synergy and outreach-which is vital in light of the on-going globalization of national level economies;
- (iii) Field staff to ensure involvement of national and regional stakeholders-particularly representatives of the ILO tripartite constituents, at all stages of CPO selection (not just as part of DWCP formulation) so as to elicit sustainable support and ownership;

### **D: RBSA Management and Finance**

With regard to Management and Finance, the Mission recommends the following:

- (i) PROGRAM to ensure that Regional Directors, Executive Directors; Director of the Policy Integration Department as well as the Outcome Coordinators are notified in good time, the amount of resources available from RBSA-as was the case for the 2012-13 biennium.
- (ii) Country Offices and Regional Offices should be accorded greater involvement in the final decision-making processes towards appraisal and selection of CPOs (which could be in the form of providing a forum for defending their proposal).
- (iii) Allow some degree of flexibility in terms of timeline for CPO funding to take care of justifiable cases;

- (iv) The Office, through consultative processes, undertake a review of matters pertaining to the timing of request for proposals and the processes for CPO evaluation and approval with a view to reducing the time lag involved;
- (v) A simple and standardized template, providing key aspects to applied to CPO appraisal t reports be developed and circulated to concerned parties;
- (vi) All CPO appraisal reports should provide a standardized but brief log frame with SMART indicators;
- (vii) The Office to make it a mandatory requirement for standardized CPO Implementation Reports to be produced annually, forwarded and storage in the IRIS system;
- (viii) CPO proposals to be requested for early enough, and evaluated at least three (3) months before the start of relevant biennium to avoid the late release of funds;

## 1.0 INTRODUCTION

### 1.1 Background and Context

The Regular Budget Supplementary Account (RBSA) was a major innovation that was introduced by the International Labour Organisation (ILO) to address serious shortages in regular budget resources by providing a mechanism for donors to make lightly earmarked voluntary contributions instead of project or programme funding<sup>4</sup>. It allows donors to channel voluntary contributions to increase the capacity of the Office to deliver on the priorities set out in the ILO Programme and Budget (P&B) and in particular, the implementation of Decent Work Country Programmes (DWCPs) through the realization of Country Programme Outcomes (CPOs).

According to the Director General's Announcement (IGDS number. 179; Version 1) of 1<sup>st</sup> July 2010, the RBSA, based on core voluntary contributions, supports decent work priorities and outcomes in dialogue with tripartite constituents in countries in the framework of the United Nations reforms and inter-agency cooperation. The funds constitute official development assistance (ODA) and can only be used in direct support of members. As endorsed by the Governing Body, the RBSA operates according to similar procedures to the regular budget and is subject to the same governance and oversight. As part of an integrated resource framework, it is one of the sources of funds available to the Office to achieve the targets established in the programme and budget and to contribute to the implementation of the Global Jobs Pact but is treated separately for accounting purposes. Contributions and expenditure are reported to the Governing Body within the existing financial and programmatic reports. The RBSA is subject to the established ILO evaluation framework and policies. It is the flexibility of RBSA and the opportunity to complement and leverage other resources through that makes it an essential component of the ILO's resource mix.

Employment promotion is among the four important, interdependent and mutually reinforcing strategic pillars of the decent work agenda of the ILO. The African region remains a high priority for the Office and realizing labour market opportunities to create more and better jobs for women and men was among its priorities during the period biennium 2010-11. The focus of the ILO in the region is on rural employment, the informal economy, youth employment and child labour, gender equality, social protection, social dialogue and rights at work. During the 2010-11, ILO's employment promotion strategy was guided by the Global Employment Agenda (GEA) which includes three outcomes: (i) Coordinated and coherent policies that generate inclusive job rich growth; (ii) Skills development policies capable of increasing the employability of workers, competitiveness of enterprises and the inclusiveness of growth; and (iii) Policies and programmes that promote sustainable enterprises and entrepreneurship.

During the biennium 2010-11, the ILO allocated flexible funding amounting to US\$ 5,947,921 to employment promotion in the African region distributed across nineteen (19) CPOs. The employment strategic objective of the P&B 2010-11 biennium contains the development of a comprehensive approach to knowledge management, including an integrated cycle of research, knowledge sharing and networking with external partners for policy advocacy, technical cooperation, and monitoring and impact assessment. The need for all countries to promote employment by creating sustainable institutional and economic environments that simultaneously address the needs of individuals, enterprises and societies as specified in the

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<sup>4</sup> *Programme & Budget for the Biennium 2010-11 (Draft 2009)*



Social Justice Declaration (SJD) was at the centre of the strategy. The SJD re-affirms the importance of the mission of member States and the ILO to place full and productive employment at the centre of economic and social policies. The Decent Work Agenda for Africa (DWAA), which guides ILO's work in the region, also has significant focus on the employment strategic objective. Under the theme of "full and productive employment and enterprise development", the DWAA has articulated the following specific objectives:

- Mainstreaming policies for "employment-rich" growth and sustainable enterprises in development strategies;
- Conducive environment for the development of African enterprises;
- Decent work for young people;
- Skills development and employability; and
- Accelerated creation of decent work opportunities in countries emerging from crisis.

## 1.2 Rationale, Scope and Purpose of the Evaluation

This evaluation has been undertaken in accordance with ILO's Evaluation Policy adopted by the Governing Body in November 2005-which requires systematic evaluation of all Office's initiatives in order to improve quality, accountability and transparency of the ILO's work, strengthen the decision-making process and support constituents in forwarding decent work and social justice. The main aim of the evaluation is "to assess the contribution of RBSA towards the achievement of selected CPOs (10) on employment in the African region during the 2010-11 biennium and achievements of those selected as indicated in table 1 below:

**Table 1: Selected RBSA-Supported CPOs and Anticipated Outcomes (2010-11)**

CPO CODE	ANTICIPATED P&B OUTCOME
<b>P&amp;B 2010-11 Outcome 1: Employment Promotion</b>	
<b>ETH 126</b>	<i>"Enhanced capacity of constituents to develop and implement gender sensitive policies and programmes focused on productive employment and poverty reduction"</i>
<b>NAM 126</b>	<i>"Employment Policy developed and employment mainstreamed in the national development frameworks"</i>
<b>SOM 101</b>	<i>"Access to productive employment, decent work and income opportunities for Peace and Stability"</i>
<b>SHA 103</b>	<i>"Strengthened of policy level stakeholders in Southern Africa to conceptualize social enterprise development in the context of employment promotion".</i>
<b>RAF 107</b>	<i>"Constituents in the Horn of Africa, in West Africa and in North Africa realize social justice, peace and stability by addressing underlying causes of conflicts"</i>
<b>P&amp;B 2010-11 Outcome 2: Skills Development</b>	
<b>ZMB 129</b>	<i>"Enhanced employment and self employment opportunities for people with disabilities through access to skills development"</i>
<b>P&amp;B 2010-11 Outcome 3: Sustainable Enterprise Development</b>	
<b>ZMB 126</b>	<i>"Employment and decent work mainstreamed in Macro Economic Frameworks and related policies reviewed"</i>

<b>MUS 101</b>	<i>"Decent and quality employment opportunities for Small and Medium Enterprises (SMEs) created"</i>
<b>UGA 128</b>	<i>"Young men's and women's entrepreneurship for self employment"</i>
<b>ZAF 102</b>	<i>"Promoting responsible and sustainable enterprises"</i>

In order to cover the ten (10) CPOs within the short time that was available, field visits were organized based on the following basis:

- *Ethiopia*-which was strategically selected to facilitate in-depth interviews with the Regional Office for Africa (RAF) for all CPOs concerned as well as for the Regional Outcome of RAF 107; and liaising with CO-Addis concerning ETH 126 and SOM 101.
- *South Africa*-which was selected to enable the Evaluation Mission to hold relevant interviews with the Pretoria Decent Work Team (DWT) which provides technical backstopping to all countries and programmes falling within the team's regional jurisdiction; and also to allow for the assessment of the Southern Africa sub-regional outcome (SHA103) as well as country –specific programme outcomes for South Africa (ZAF 102) and Namibia (NAM 126).
- *Kenya*-which was selected to enable the Evaluation Mission evaluate the RBSA allocation for Somalia, which had the highest allocation among the ten CPOs.

As per the terms of reference, the specific objectives of the evaluation, which is thematic in scope and specifically focused on the above-listed RBSA-funded CPOs during the P&B biennium 2010-11, are as follows:

- i. Assess the contribution of RBSA funding towards the achievement of CPO targets during the 2010-2011 biennium;
- ii. Review, assess and highlight progress and achievements obtained under each CPO with the support of RBSA funding, and more specifically in terms of:
  - Validity of design (appropriateness and adequacy);
  - Relevance and strategic fit;
  - Progress and effectiveness of achievements;
  - Effectiveness of management arrangements;
  - Efficiency of resource use;
  - Impact orientation and sustainability of the strategies, outputs and outcomes, partnerships;
- iii. Assess the internal and external factors that affected the progress and achievements obtained;
- iv. Identify the major challenges and constraints encountered in the implementation of the CPOs, weaknesses, and strengths;
- v. Identify main lessons learned from the support of RBSA to the respective CPOs;
- vi. Provide recommendations for the future support of RBSA to the CPOs addressing promotion of employment;

In addition to addressing progress and achievements obtained with the support of RBSA, the evaluation also considers the totality of work undertaken to achieve the CPOs, including other sources of funding other than RBSA.

### 1.3 Evaluation Approach and Methodology

While the evaluation used a participatory approach as enshrined in ILO policy of project and programme design, implementation, management, monitoring and evaluation, the methodology applied entailed a combination of desk review of a wide range of relevant documents provided by the ILO staff and others stakeholders; field interviews based on “one-on-one” or focused-group discussions either physically or through telephone/skype and emails with a wide range of stakeholders including relevant ILO staff from the Headquarter in Geneva and field offices in relevant countries.

Literature review was conducted between 5<sup>th</sup> and 8<sup>th</sup> of November 2012. Field visits took place during the month of November 2012 as follows Ethiopia (12<sup>th</sup> -13<sup>th</sup>), South Africa (15<sup>th</sup> -16<sup>th</sup>) and Kenya (19<sup>th</sup> -20<sup>th</sup>). Consultations with key ILO staff at ILO Headquarter and field offices through skype/telephone were conducted between 20<sup>th</sup> and 24<sup>th</sup> November 2012.

### 1.4 Key Challenges Encountered by the Mission

The main challenges faced by the Evaluation Mission included:

- **Time limitation** for field visits which was limited to only two (2) days per country visited (Ethiopia, South Africa and Kenya) against a large number of CPOs earmarked for evaluation and informants selected for interviews. In retrospect, it appears that the number of CPOs should have been limited to about six to allow for more in-depth discussions.
- **Difficulties in conducting telephone and or skype-based interviews** primarily because of poor connectivity and in-audibility, slow response and in some instances total non-response to email-based requests on the part of some informants to propose their preferred timing for interviews;
- **Inability to access final implementation reports for some CPOs including** CPOs ZAF 102, SHA 103, NAM 126, SOM 101 and RAF 107. The Mission was only able to access final implementation reports for only 5 CPOs, namely ZMB 126, ZMB 129, ETH 126, MUS 101 and UGA 128 -whose relevant information was, unfortunately, also rather scanty). Much of the information from the rest of the CPOs was based on recall memory on the part of the respective respondents met during field interviews.
- **Unfamiliarity with aspects specific to RBSA funding** especially among the non-ILO staff who were targeted for interview (amount of resources allocated, specific activities funded and anticipated outputs and outcomes, funding mechanisms among others)-making it difficult for the Mission to focus discussions around RBSA planning and implementation related issues.

## 2.0 MAIN FINDINGS

This chapter provides the main findings with respect to *relevance and strategic fit* of the CPOs with national development aspirations, ILO's strategic policy frameworks, Decent Work Agenda for Africa, and Decent Work Country Programmes; *validity of design* (appropriateness and adequacy of design) of selected RBSA-funded CPOs during biennium 2010-11 as indicated in the preceding section; *progress and effectiveness; effectiveness of project management arrangements; efficiency of resource use; and impact orientation and sustainability*. The section also distils some key *lessons learned* and makes *recommendations* for enhanced effectiveness of RBSA funding.

### 2.1 RELEVANCE AND STRATEGIC FIT

Based on literature review and responses from virtually all informants met during field interviews, the Mission resolutely concludes that the CPOs are highly relevant and strategically in line with the respective national policies and strategies, ILO strategic policy frameworks and the UN agenda for socio-economic development agenda for Africa.

#### 2.1.1 National Policies and Strategies

The Mission found the CPOs for the 2010-11 P&B biennium to have been highly relevant and strategically in line with the development aspirations of relevant Governments, ILO social partners and other stakeholders in all the countries covered in this review. The selected CPOs were largely designed in response to the financial and economic crises which was adversely affecting and indeed continue to affect the development of enterprises and workers throughout the world resulting in worsening unemployment and poverty, particularly across many African countries. This underpinned the choice of CPOs focused on promotion of employment and decent work, skills and enterprise development. In this respect, the Mission observed relevance and strategic fit of the CPOs to national development aspirations as summarized below:

**Table 2: Relevance and Strategic Fit with National Aspirations**

CPO	Relevant Key Policies, Strategies and Programmes
<b>ETH 126:</b> <i>Enhanced capacity of constituents to develop and implement gender sensitive policies and programmes focused on productive employment and poverty reduction</i>	<ul style="list-style-type: none"><li>• <b>Ethiopia Plan for Accelerated and Sustainable Development to End Poverty (PASDEP) 2005/2006-2009/2010</b>-which gave very high priority to employment creation;</li><li>• <b>Ethiopia Growth and Transformation Plan (GTP) 2010/11-2014/15</b>-whose one of the strategic pillars is to promote women and youth empowerment and equitable benefit</li><li>• <b>Ethiopia National Employment Policy and Strategy (NEPS) (December 2009)</b>-whose focus is on enhancing social welfare, accelerating economic growth, and achieving political stability.</li><li>• <b>Ethiopia DWCP (2009-2012)</b>-whose priority one is poverty reduction through creating decent employment opportunities for men and women through having institutional framework and gender sensitive policies in place for effective implementation the decent work agenda; enhanced mechanism for promotion and protection of women rights; and increased productivity, competitiveness and employment creation capacities</li></ul>

of priority sectors.

**NAM 126:**  
*Employment Policy developed and employment mainstreamed in the national development frameworks"*

- ***Namibia Employment Policy (1997)***-which emphasized promotion of employment, albeit not well integrated into the other policy frameworks and which ILO was invited to help in its revision;
- ***Namibia Small & Medium Enterprises (SME) Policy & Programmes (1997)***-whose one of the key aims was to increase employment opportunities, through job creation and self-employment;
- ***Namibia Vision 2030 (2004) and the third National Development Plan (NDP3)***-whose one of the strategic pillars is attaining full and gainful employments with emphasis on skills development.
- ***Namibia DWCP (2010-2014)***-whose outcomes under CPO 1 on Employment Promotion are "more young women and men have equal access to productive and decent employment through inclusive job-rich growth priority"; "skills development and awareness increases the employability of workers, the competitiveness of enterprises, and the inclusiveness of growth increases employment creation"; and "sustainable enterprises create productive and decent jobs".

**SOM 101:** *Access to productive employment, decent work and income opportunities for Peace and Stability"*

- ***Reconstruction and Development Programme (RDP); 2008***-which provides a shared strategy for deepening peace and reducing poverty in a post-conflict setting and aimed at reducing poverty by expanding and improving social services, by expanding economic opportunities and employment and by generating incomes; and in supporting of the international community in their effort towards helping Somali society achieve these objectives. One of the key initiatives identified by the Somali National Reconciliation Conference (SNRC) which took place in Kenya (2002-2004) was to rehabilitate and expand physical infrastructure such as roads, seaports, airports, water supply and sanitation, telecommunication, civil aviation, urban services, and power.

**ZMB 126:**  
*Employment and decent work mainstreamed in Macro Economic Frameworks and related policies reviewed"*

- ***National Employment and Labour Market Policy (NELMP); 2005*** which strongly focuses on pro-employment strategies; and whose overall objective is to create adequate and quality jobs under conditions that ensure adequate income and protection of workers basic rights.
- ***National Vision 2030 (Dec 2006)***-whose long-term development objective is to transform the country into *prosperous middle income country by the year 2030, partly through "reducing hunger and poverty and fostering a competitive and outward-oriented economy* and whose labour and employment sector vision is sustenance of full employment;

**ZMB 129:**  
*Enhanced employment and self employment opportunities for people with disabilities through access to skills development"*

- ***The Citizens' Economic Empowerment (CEE) Policy and the CEE Act (2006)***-whose objectives are to "unlock the growth potential of citizens through business development support and empowerment initiatives in Zambia;
- ***Micro, Small and Medium Enterprise (MSME) Policy; 2008***-whose one of the main objectives is to facilitate creation and development of viable Micro Small and Medium Enterprises;
- ***Fifth National Development Plan (FNDP); 2007-2010***-whose theme is "Achieving broad-based wealth and job creation through technological advancement and citizenry participation" and now the ***Sixth National Development Plan (SNDP; 2011-2015)***-whose objectives are to accelerate infrastructure development; economic growth and diversification; promote rural investment and accelerate poverty reduction and enhance human development.

**MUS 101:** “Decent and quality employment opportunities for Small and Medium Enterprises (SMEs) created”

- **The Maurice Ile Durable (MID) strategy; 2008-** which intends to make Mauritius a model country of sustainable development including through job creation by promoting green economy.
- **The Employment Relations Act (ERA); 2008-** which promotes collective bargaining employment relations.
- **The Industrial and SME Strategic Plan 2010-** which recognizes Small and Medium Enterprises (SMEs) as key drivers of the economy and an instrument for overcoming socio-economic disparity.

**UGA 128:** “Young men's and women's entrepreneurship for self employment”

- **Uganda National Action Plan (NAP) For Youth Employment in Uganda (August 2009)**-whose goal is to support the youth to create and access gainful and decent employment and lift them out of poverty.
- **Uganda National Employment Policy (April 2011)** which stipulates that “the Government is concerned about youth unemployment and underemployment in the country and aims at providing support to young people and women through improved access to training, business development services.
- **Uganda National Employment Policy for Uganda (August 2008)**-whose main goal is to promote productive and decent employment for all women and men in conditions of freedom, equity, security and human dignity.
- **Uganda National Development Plan (NDP 2010-2014)** -which aims at enhancing competitive skills building and human capital development through a number of interventions focused on the youth including the revision of the education curriculum to incorporate entrepreneurship and competitive skills development; promoting work ethics and culture that encourages effective contribution to socio-economic development by all citizens; and promoting value addition skills and training with a special focus on women and youth.
- **Youth Capital Venture Fund**-supported by the Government of Uganda at a total of USH 3 billion in 2011/2012 and has received additional funding in 2012/2013.

**ZAF 102:** “Promoting responsible and sustainable enterprises”

- **The Accelerated Shared Growth Initiative for South Africa (AsgiSA) -2006** which sought to create an environment and opportunities for an inclusive economy through more labour absorbing economic activities.
- **The Industrial Policy Framework and the second Industrial Policy Action Plan (IPAP2)**-which sought to facilitate economic diversification beyond the current reliance on traditional commodities and non-tradable services towards a more labour absorbing industrialization path characterized by greater levels of participation by historically disadvantaged and marginalized regions in the mainstream of the economy.
- **The Skills Development Act (1998) and the National Skills Development Strategy 2005-2010** which provide a framework for strengthening the skills of the South African workforce and provides for the establishment of sector specific Sector Education and Training Authorities (SETAs).

### 2.1.2 Policy Frameworks of the ILO

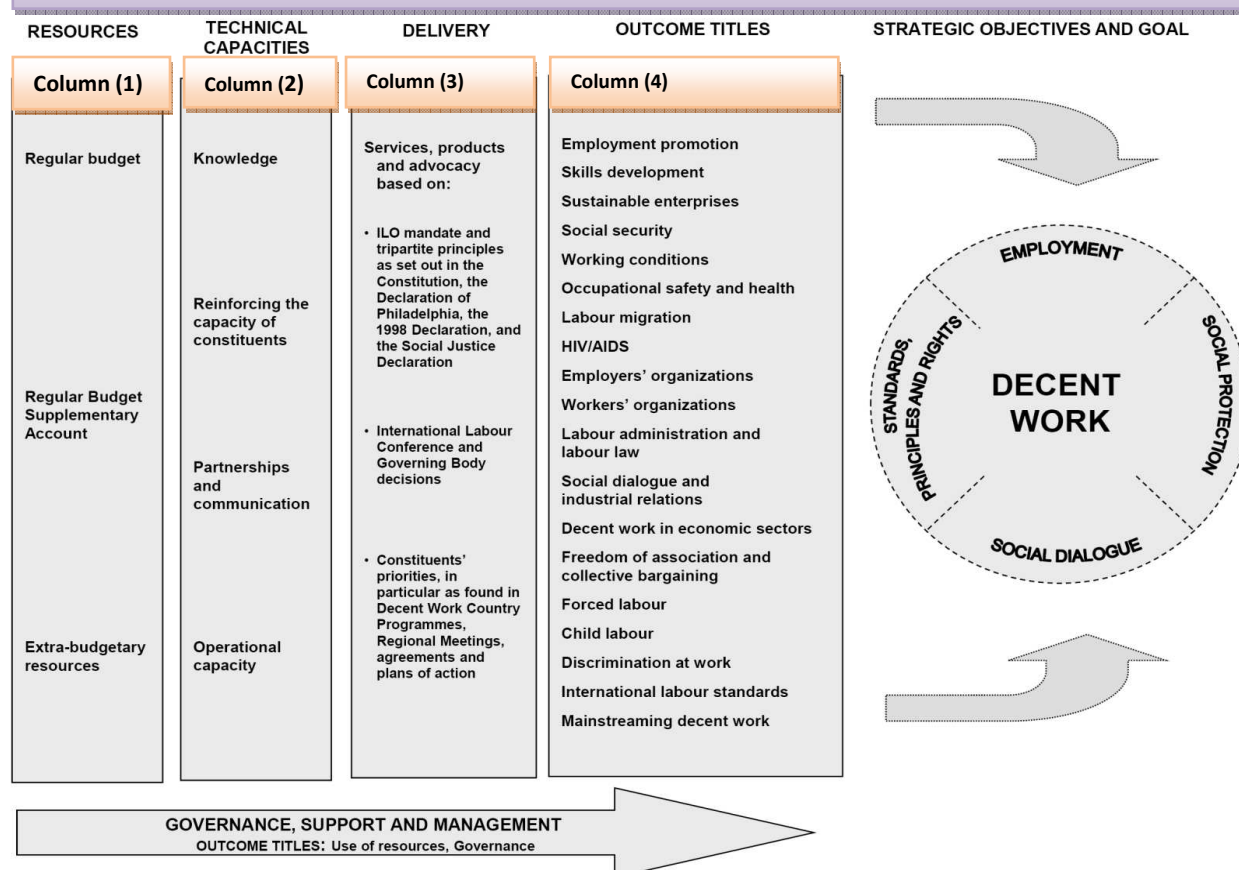
As per the terms of reference, the Mission assessed relevance, strategic fit and contribution of the ten (10) CPOs to the ILO's policy frameworks in relation to the Strategic Policy Framework

for the period 2010-2015 and the P&B 2010-11 Biennium, Decent Works Agenda for Africa and Decent Work Country Programme.

### 2.1.2.1 Strategic Policy Framework and Programme & Budget for 2010-11 Biennium

The strategic policy framework determines the overall vision underpinning the ILO strategy to give effect to its mandate. It defines the medium-term outcomes to be achieved over the six-year period. The ILO strategic framework for the period 2010–15 depicted in **figure 1 below** provides a summary of overall anticipated outcomes (column 4) for the period. It is worth noting the CPOs being evaluated under this assignment fall within the first three (3) outcomes, namely employment promotion, skills development and sustainable enterprises. The CPOs are themselves direct derivatives of the P&B and strategic frameworks of the ILO, and were found to be fundamentally relevant and strategically in line with both the P&B biennium for 2010-11 and the 2010-15 strategic framework of the ILO. The CPOs are also contributing positively to ILO’s strategic policy framework and the overall decent work agenda.

**Figure 1: The ILO Strategic Framework for 2010-2015**



Source: P&B for 2010-2011 Biennium

For the period 2010-2015, the ILO identified, through extensive consultation processes, nineteen (19) outcomes (see column 4) distributed across five strategic objectives aimed at contributing to the decent agenda. These strategic objectives include: (i) “create greater opportunities for women and men to secure decent employment and income; (ii) Enhance the coverage and effectiveness of social protection for all; (iii) Strengthen tripartism and social dialogue; (iv) Promote and realize standards and fundamental principles and rights at work; and (v) Policy Coherence. The ten (10) CPOs being evaluated in this report are derived from the strategic objective on “creating greater opportunities for women and men to secure decent



*employment and income* with five (5) of them, namely; ETH 126; NAM 126; SOM 101, SHA 103 and RAF 107 falling under the P&B outcome 1 on “employment promotion”, one (1) of them, namely; ZAM 129 under the P&B outcome 2 on “skills development”; and three (3) of them under the P&B outcome 3 on “sustainable enterprise development”.

Based on the above observations and the general view of informants met during field interviews, the Mission concludes that the ten (10) CPOs, by virtue of being direct derivatives of the P&B and the strategic and policy frameworks of the ILO, are by default fundamentally relevant, strategically in line and indeed also contributing positively to the thrust of the P&B, the ILO strategic and policy frameworks.

#### **2.1.2.2 Decent Work Agenda for Africa**

The ten CPOs being evaluated in this report are not only robustly relevant and strategically in line, but are also effectively contributing to the Decent Work Agenda for Africa (2007-2015) whose decent work policy portfolio gives strong emphasis (Chapter 3) on ***full and productive employment and enterprise development*** through the following:

- *Mainstreaming policies for employment-rich growth and sustainable enterprises in development strategies* through fostering “greater national recognition of the importance of employment creation and enterprise development as central to sustained economic growth and poverty reduction through increased opportunities for decent”;
- *Promotion of conducive environment for the development of African enterprises* through “accelerated reform to the policy environment for enterprise development, with special emphasis on enabling the creation of more and better jobs in micro and small enterprises and cooperatives”;
- *Promotion of decent work for young people by attaining* “a substantial reduction in the levels of youth unemployment and a major improvement in the quality of jobs available to young women and men”;
- *Promotion of skills development and employability and crisis response and reconstruction* through “major improvements in the availability of varied and good-quality training opportunities for women and men, especially young people and those currently living and working in poverty

#### **2.1.2.4 Decent Work Country Programmes**

All the ten (10) CPOs being evaluated are also germane to the respective Decent Work Country Programmes (DWCPs). All CPOs are indeed established based on the priorities and outcomes identified in DWCPs. The DWCPs are planning frameworks for four years and articulate the priorities of constituents which are invariably formulated in a consultative manner with tripartite partners. The CPOs, which are prioritized outcomes of DWCPs are derived from DWCPs and are formulated for a period of two years. The Office consults with constituents and identifies prioritized outcomes to be supported. As indicated below, most of the CPOs being evaluated are well linked to DWCP priority outcomes.



**Table 3: RBSA funded CPOs and DWCP Priority Outcomes**

RBSA-funded CPO	Relevant DWCP Priority and Outcome
<b>ETH 126:</b> Enhanced capacity of constituents to develop and implement gender sensitive policies and programmes focused on productive employment and poverty reduction.	<p><b>DWCP for Ethiopia (2009-2012)</b>-whose outcomes under Country Programme Priority 1 include:</p> <ul style="list-style-type: none"> <li>• <i>Outcome 1:</i> Institutional framework and gender sensitive policies in place to implement the decent work agenda.</li> <li>• <i>Outcome 2:</i> Enhanced mechanism for promotion and protection of women's rights.</li> </ul>
<b>NAM 126:</b> Employment policy developed and employment mainstreamed in the national development frameworks"	<p><b>DWCP for Namibia (2010-2014)</b>-whose outcomes under Country Programme Priority 1 include:</p> <ul style="list-style-type: none"> <li>• <i>Outcome 1:</i> More young women and men have equal access to productive and decent employment through inclusive job-rich growth with one of the outputs being the development of employment policy, mainstreaming employment in national development frameworks and identification of a national structures mandated to coordinate and monitor employment creation);</li> </ul>
<b>SOM 101:</b> Access to productive employment, decent work and income opportunities for Peace and Stability"	<p><b>DWCP for Somaliland (2012-2015) &amp; DWCP for Southern Somalia &amp; Puntland (2011-2015)</b>- whose priority outcomes under country programme priority 1-namely; "increased employment creation for poverty alleviation, peace and stability include:</p> <ul style="list-style-type: none"> <li>• <i>Outcome 1.1:</i> Productive and decent employment opportunities for women and youth created;</li> <li>• <i>Outcome 1.2:</i> Improved employability of vulnerable youth, women and disabled groups;</li> <li>• <i>Outcome 1.3:</i> Enhanced self-employment and MSME opportunities</li> </ul>
<b>ZMB 126:</b> Employment and decent work mainstreamed in Macro Economic Frameworks and related policies reviewed"	<p><b>DWCP for Zambia (2007-2011)</b>-whose outcomes under priority 1 (More and better employment for youth, women and people with disabilities, supported by enhanced Labour Market Information system) are:</p>
<b>ZMB 129:</b> Enhanced employment and self employment opportunities for people with disabilities through access to skills development"	<ul style="list-style-type: none"> <li>• <i>Outcome 1.1:</i> Increased employment opportunities for all, with focus on Youth, Women and Persons with Disabilities in particular through Sustainable Enterprise Development and Employment Protection and whose one of the sub-outcomes is "Supportive Policies, Legislation, Strategies and National action plans (youth, disability, MSMEs, women workers' rights) in place".</li> <li>• <i>Outcome 1.2:</i> Enhanced employment and self-employment opportunities for the target groups through access to BDS, finance and skills development.</li> </ul>

**MUS 101:** “Decent and quality employment opportunities for Small and Medium Enterprises (SMEs) created”

**DWCP for Mauritius (2012-2014)**-whose one of the outcomes under country programme priority 1 on “creation of decent and productive employment with the provision of adequate Social protection” is:

*Outcome 1.3:* Decent and quality employment opportunities for Small and Medium Enterprises (SMEs) created;

**UGA 128:** “Young men's and women's entrepreneurship for self employment”

**DWCP for Uganda (2007-2010)**-whose one of the outcomes under country programme priority 1 on “Poverty reduction through increased opportunities for youth employment and productivity” is:

- *Outcome 1.3:* Young men's and women's entrepreneurship skills for self employment and productivity increased;

**ZAF 102:** “Promoting responsible and sustainable enterprises”

**DWCP for South Africa (2010-2014)**-whose one of the outcomes under country programme priority 2 on “Employment Promotion” is:

- *Outcome 4:* Sustainable and competitive enterprises (including cooperatives) create productive and decent jobs especially among women, youth and persons with disabilities.

### 2.1.2.3 Complimentarity and Fit with other on-going ILO Programmes & Projects

While the Mission was not able to comprehensively gather information of all ILO activities in the countries, sub-regions and regions covered in this report, the following list provides a brief list of ILO projects and programmes that are complemented by the CPOs that were funded by the RBSA facility:

**Table 4: Summary of other Complementary ILO Projects and Programmes**

CPO	Brief Description of Some of other Complementary ILO Projects and Programmes
<b>ETH 126</b>	<ul style="list-style-type: none"> <li>• The International Programme on the Elimination of Child Labour (IPEC)-which focused on elimination of child labour.</li> <li>• EU/ILO Project on Employment and Social Protection;</li> </ul>
<b>SOM 101</b>	<ul style="list-style-type: none"> <li>• Youth for Change Project</li> <li>• Gender and Economic Empowerment Project</li> <li>• Joint Programme for Local Government and Decentralized Services Delivery;</li> </ul>
<b>ZMB 129</b>	<ul style="list-style-type: none"> <li>• The ILO-WEDGE project</li> </ul>
<b>ZMB 126</b>	<ul style="list-style-type: none"> <li>• Tackling Child Labour through Education (TACKLE)</li> <li>• Broad Based Wealth and Job Creation (BBW&amp;JC)</li> <li>• ILO-Irish Aid Partnership Program INCLUDE and PEPDEL Disability Programs</li> </ul>
<b>UGA 128</b>	<ul style="list-style-type: none"> <li>• Youth Enterprise Facility (YEF);</li> <li>• Young Men's and Women's Entrepreneurship Skills for Self Employment and Productivity Improvement</li> <li>• National Action Plan for the Elimination of Child Labour</li> <li>• Development Women's Entrepreneurship and Gender Equality (WEDGE)</li> </ul>

- International Program on the Elimination of Child Labour (IPEC)
- Social Entrepreneurship Development Targeting Unemployed Youth in South Africa (SETYSA)
- South African Youth, Jobs for the Unemployed and the Marginalized to Escape Poverty (SAY-JUMP)

### **2.1.3 United Nations Development Agenda for Africa**

The initiatives being pursued by the CPOs being evaluated are strategically in line the UN socio-economic development agenda. The Decent Work Agenda has received strong support at the highest level from the United Nations General which was crowned by the recently adopted resolution which placed full employment and decent work for all at the centre of the Second United Nations Decade on the eradication of poverty.

## 2.2 VALIDITY OF DESIGN

The Mission found the design of RBSA-funded CPOs for the biennium 2010-11 to have been largely appropriate and adequate. The parameters included: (i) adequacy of CPO identification and planning processes; (ii) extent of stakeholder consultations; (iii) plausibility of causal linkage between activities/outputs and anticipated outcomes. However, the Mission found the processes to be largely inadequate in terms of the following parameters: (i) technical selection criteria; (ii) realism of planned objectives and outcomes taking into account resource availability and time line; (iii) strategies for gender mainstreaming and equality.

### 2.2.1 CPO Identification, Planning, Selection and Approval Processes

The overall view of the Mission with respect to identification, planning, selection and approval processes of CPOs for RBSA funding, as well as the criteria for their selection is that while they were fairly well understood by the Regional Programming Unit (RPU) and Headquarter staff, they were somewhat less understood by staff in ILO country and sub-regional offices. It was also noted that understanding of the processes was either extremely limited or virtually non-existent especially among ILO tripartite constituents' stakeholders. Consequently, enquiries by the Mission in relation to RBSA subject matters were responded to with mixed reactions, views and opinions with a vast majority of respondents from ILO tripartite organisations indicating that they could not make any difference between RBSA supported programmes and those that are not supported by the facility. In many instances, this forced the Mission to abandon discussions focused on RBSA-funded CPOs and instead focus on the more general issues about ILO development support initiatives. The following is the Mission's approximation of the processes of RBSA funding of CPOs during the 2010-2011 biennium, based on information gathered from relevant documents and also views and opinions of various respondents regarding processes:

- **Step 1:** PARDEV and PROGRAM indicated the status and perspective of RBSA funding for the 2010-11 biennium and at the same time requested (through a joint minute sheet dated 12<sup>th</sup> August 2010-which was however fairly late into the biennium) for proposals from Outcome Coordinators in HQ-who, in collaboration with Country Offices, are responsible for the initial proposal of prioritized CPOs<sup>5</sup>;
- **Step 2:** Outcome Coordinators identified proposals taking into account ILO strategic objectives as contained in the P&B;
- **Step 3:** The initial prioritized list of CPOs submitted by the Outcome Coordinators was then shared within PARDEV and PROGRAM-who based on the CPOs initial list then requested for submission of their final prioritized list-although it was also possible for regions to include CPOs outside of the list provided by Outcome Coordinators (Minute Sheet to regional directors-8<sup>th</sup> September 2010)
- **Step 4:** The Regional Offices-which are responsible for submitting the final list of prioritized CPOs to PARDEV and PROGRAM based on the initial priority list provided by Outcome Coordinators, and taking due cognizance of the estimated distribution of RBSA across the various Strategic Objectives of the Office, asked (in December 2010) country and sub-regional offices to submit an assessment of the status of CPOs covered by each office covering planned milestones, outputs, results achieved, planned follow up actions

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<sup>5</sup> According to the roles and responsibilities outlined in the Office Procedures dated July 16<sup>th</sup> 2010

and support required. Proposals for priority CPOs to be funded from RBSA and resources required amounts requested were received by PARDEV and PROGRAM in early February 2011.

- **Step 5:** The Regional Office (Regional Management) appraised the prioritized list submitted from country offices and from Outcome Coordinators and submitted the region's proposal to PROGRAM and PARDEV.
- **Step 6:** PROGRAM and PARDEV appraised the prioritized list based on the specified general criteria as provided in Appendix 2, technical criteria on quality and resource gaps, as well as other information contained on the IRIS SM/IP at the time of the appraisal process.
- **Step 7:** PROGRAM notified Regional Directors, Executive Directors and Director of the Policy Integration Department on the level of RBSA funding available for allocations in the sectors and/or region;
- **Step 8:** Approvals were then issued through Programme Decision Minute (PDM) on various dates between January and July 2011; and funds released shortly thereafter<sup>6</sup>.

While the processes closely followed the Office Procedures, the key issues raised by a significant number of respondents in relation identification, planning and RBSA funding approval processes of included the following:

- The long and bureaucratic procedures involved from identification to approval/release of funds resulting in delays the commencement of implementation activities;
- Lack of prior knowledge of the amount of resources available from RBSA in the case of the 2010-11 biennium resulting in uninformed budgeting on the part of outcome coordinators and country offices-though the Mission observed notable improvements as evidenced by the fact that the amount available for the region for the 2012-13 biennium was actually communicated and quite early in the biennium for that matter (January 18<sup>th</sup> 2012).
- While the Mission fully appreciates that checks and balances are necessary for effective management of RBSA funding there is need to develop new internal procedures to manage the RBSA. In this respect, the Mission recommends that a comprehensive and consultative review of the entire RBSA funding process be undertaken with a view to shortening it by eliminating (where possible) some of the steps without losing the required robustness of the procedures.

### 2.2.3 Extent of Stakeholder Consultations

The ILO places strong emphasis on the foundation of programming. In line with this approach, the structure and content of the ILO Strategic Policy Framework for 2010–15 and the development of the P&B for 2010–11 biennium entailed extensive consultations with ILO constituents and within the Office. In the same token, the Mission noted the overwhelming views of stakeholders that they were significantly involved in the implementation of the CPOs, in line with ILO policy and principles of business. Indeed, stakeholder consultations have

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<sup>6</sup> There has been notable improvements on the lapse between RBSA approval/allocation and actual release of funds which in 2012/13 was within a few days after the approval.

consistently been included as one of the key indicators measurement in the P&B for the biennium 2010-11. Nevertheless, there was general feeling that stakeholders (main the constituents) need also to be involved in the identification of CPOs for a particular biennium and for RBSA funding.

#### 2.2.4 Plausibility of Causal Linkage of Activities & Outputs and Anticipated Outcomes

As would be expected, the plausibility of causal linkage between activities/outputs and anticipated outcome varied from one CPO to another. While the Mission was not able to review actual proposals on priority CPOs presented for RBSA funding during the 2010-11 biennium, a rapid appraisal of the P&B outcome under each CPO as contained in the Programme Decision Minute Sheets indicated a fairly plausible linkages between planned activities/outputs/milestones and anticipated outcomes-which were themselves derived from the P&B 2010-11 biennium.

#### 2.2.5: CPO Appraisal and Technical Selection Criteria

The general criteria for RBSA funding are very well stipulated in the Office Procedure IGDS Number 182 (Version 1) of 16<sup>th</sup> July 2010 as summarised in Appendix 2. According to the Director General's announcement (IGDS 179 Version 1) of 1<sup>st</sup> July 2010, the following criteria should be used in selecting DWCP outcomes-from which the CPOs are derived:

- (i) The achievement of targets established in the programme and budget;
- (ii) Tripartite support and involvement;
- (iii) The contribution to national development objectives and United Nations country programme goals;
- (iv) Support of the Declaration on Social Justice for a Fair Globalization and the Global Jobs Pact (GJP), and
- (v) Office-wide collaboration.

For the selection of CPOs for RBSA funding, the following two main criteria is used:

- (i) **Quality of CPO** proposal based on the information on the CPO available in the online system, popularly known as the Integrated Resource Information System (IRIS)-where quality checks are concerned with whether there is enough and well articulated information to assure that the delivery of stated outputs and milestones is somewhat guaranteed.
- (ii) **Resource gap**-which is normally concerned with the gap between resources already linked and total resource requirements which normally cover "the cost of the Office's outputs towards achieving the desired results". It is a requirement that the resource gap be compatible with the resource gaps reflected in the IRIS/SMM for a particular biennium. If the resource gap is big, the Regional Office would normally enquire on how the country office plans to mobilize the rest of the resource. The Office is concerned with the financing plan of the CPO because RBSA funds should only be used to fund outputs within the prioritized CPOs by complementing resources from other sources including RB, XBTC, RBTC and so on.

The Director General's announcement on RBSA (1<sup>st</sup> July 2010) further provides that the general criteria for selecting CPOs to be funded by DWCPs shall also include: (i) The achievement of targets established in P&B; (ii) Tripartite support and involvement; (iii) Contribution to the national development objectives and UN country programmes; (iv) Support of the declaration on social justice; and (v) Office wide collaboration. Provisions (ii),

(iii) and (iv) are assured by the fact that CPOs are derived from DWCPs. Provision (v) is looked at when assessing the quality of CPOs based on information available in the system. Provision (i) is ensured by giving priority to target CPOs.

While the Mission considers the respective criteria to be appropriate in their own rights, the following issues were observed:

- The likelihood for subjectivity in relation to the quality given that information provided in the proposals will most likely not be known to the evaluator and that there is no provision in the Office procedures for validation on the part of the evaluator;
- Lack of information on the part of implementing staff, regarding weighting accorded to each criterion ;
- Lack of a standard template clearly indicating the specific data and information that should be provided-which to some extent may explain the observed and notable variations of contents and quality of information provided in the descriptive section of the RBSA Approval Minute Sheets.
- Exclusion of the following criteria which are important elements of the broader policy objective of the ILO:
  - Previous performance record and achievements of the relevant country office and or CPO which would encourage effectiveness and efficiency of delivery;
  - Clear strategies for leveraging external resources, institutionalization of CPO activities within tripartite constituents and other relevant organisations, and gender mainstreaming.

In this regard, the Mission recommends the following:

- (i) Inclusion of additional criteria relating to past performance record, strategies for leveraging external resources, institutionalization and gender mainstreaming;
- (ii) Development and circulation of a sample template briefly describing the key criteria to be used (quality; resource gap, performance record, external mobilization strategy, institutionalization strategy and gender mainstreaming strategy) explaining what it entails in each case and what the evaluators will looking for-as has been done in the case of the resource gap criterion;
- (iii) Development and circulation of weighting rates for each of the criterion

#### **2.2.6 Realism of Planned Outputs and Outcomes**

While the CPO proposal reports were generally brief and of varying quality, a review of information provided in the Minute Sheets for each of the CPOs being evaluated indicated that some of planned outcomes, outputs and activities for some CPOs were rather ambitious given available time line, financial and human resources (especially taking into account that those involved in their implementation also undertake their normal duties in non-RBSA funded projects and activities). This is particularly so for policy reform-oriented outputs which are longer term in nature and not under the full control of the country offices and technical units. This includes for example: (i) ETH 126-which aimed at developing a new Employment Policy by end of 2010; (ii) NAM 126-which aimed at reviewing the Employment Policy of 1997; developing a new policy and mainstreaming employment into the national development framework by November 2011; and (iii) UGA 128-which aimed at inculcating attitude change towards entrepreneurship among women and men. It is important to ensure that planned outputs are commensurate with the time line to avoid carry overs or premature discontinuation of RBSA support to planned activities.



### 2.2.7 Strategy for Gender Mainstreaming and Equality

The Social Justice Declaration recognizes that equality between women and men is integral to the Decent Work Agenda and gender equality and non-discrimination are cross-cutting issues in the ILO's strategic objectives. Gender mainstreaming and equality is a major agenda of the ILO policy and programming. The ILO clearly states in the P&B for the 2010-11 biennium under regional priorities for Africa (page 28) that *"focus will be on rural employment, the informal economy, youth employment and child labour, gender equality, social protection, social dialogue and rights at work"*. It further states (page 13) that *"the Office will support constituents to develop effective gender equality policies and programmes to increase labour market participation rates and decrease wage differentials for women"*. While gender mainstreaming was a notable output and outcome in some CPOs (ETH 126, SOM 101, SHA 103, ZMB 126, MUS 101 and UGA 128) it was not explicitly provided for in a few CPOs (NAM 126, ZAF 102 and RAF 107).

Given the importance accorded by the Office to gender mainstreaming and equality, the Mission recommends that it forms part of every CPO agenda and with specific indicators being explicitly indicated in the proposals and the Minute Sheets.

## 2.3 PERFORMANCE AND EFFECTIVENESS

As per the terms of reference assessment of performance and effectiveness of the CPOs was based on the following parameters: (i) the extent to which respective outputs and outcomes been achieved or are they likely to be achieved; (ii) whether the RBSA funded outputs have been relevant to the anticipated outcome (iii) the extent to which constituents have been involved in the implementation of activities; (iv) the extent to the RBSA fund have been helpful towards achievement of the biennium CPO targets; (v) whether outputs were produced and delivered as per the work plans and or milestones; (vi) whether the quantity and quality of outputs have been satisfactory and how stakeholders perceive them; (vii) the extent to which planned and delivered outcomes, outputs and have addressed gender equality concerns; and (viii) the extent to which RBSA funded outputs be credibly linked to the achievement of the outcome and the extent interventions and outcomes have influenced ILO's tripartite constituents in the area of employment promotion at the national, sub-regional and regional levels.

From the very outset, the Mission would like to point out that the analysis provided below was based on two sources: (i) Secondary sources, primarily the Approval Minute Sheets and CPO Implementation Reports (IR 2010-11) (ii) Primary sources-mainly from interviews with various informants. The Mission however encountered the following challenges:

- For five (5) CPOs (ZAF 102, SHA 103, NAM 126, SOM 101 and RAF 107) the final Implementation Reports (2010-11) were not available-despite extensive search in the Office's IRIS/SM with the help of the Evaluation Manager. This made it extremely difficult for the Mission in terms of analysis as information from respondents varied quite significantly.
- For five (5) CPOs whose IR 2010-11 were available (ETH 126, ZMB 126, ZMB 129, MUS 101 and UGA 128), the information provided was rather scanty.
- Most respondents relied on memory as one year had already elapsed since the end of the biennium in question (2010-11)
- Some respondents not on board during the biennium and could therefore not provide detailed account of achievements.



The sections below provide a synopsis of performance and effectiveness of each of the CPO under the respective thematic each of Employment Promotion (Outcome 1); Skills Development (Outcome 2) and Sustainable Enterprise Development (Outcome 3). Based on responses from informants met during field interviews and own observations, the Mission concludes that:

- Except in a few cases where the delivery of outputs was not under the full control of the implementation staff (e.g. adoption of NEPS by the Cabinet in the case of ETH 126) a notable number of planned outputs were generally produced and delivered as per work plans (within the biennium);
- There was plausible causal linkage (relevance) between outputs and outcomes in virtually all the CPOs;
- The quality of outputs including study reports that were reviewed by the Mission (e.g. the four studies on greening the economy in the case of MUS 101; and Decent Work Indicators Assessment Report in the SHA 103); and as indicated by most stakeholders, were of fairly good quality for and reasonably met the needs for which they were intended;
- Albeit, the allocated amount of RBSA funds being rather small-as as observed by virtually all informants met during field interviews, and despite the problem of ascertaining the degree of attribution, there was a strong feeling among informants that RBSA funds made some difference and actually contributed towards the achievements of targets under the respective CPOs.
- Although it would require more than 2 years (timeline of the P&B biennium) to bring about significant influence on how the ILO's tripartite constituents view and manage the decent work and employment agenda, some of the outcomes do in fact confirm that interventions supported through the CPOs were resulting in positive changes-albeit gradually. This is most notably at the national level (e.g. mainstreaming green jobs in MID under the MUS 101 CPO) but to a lesser degree at the sub-regional and regional level primarily because most interventions were national level oriented. In this regard, the Mission recommends the following: (a) the ILO to adopt some degree of flexibility to allow for more longer term oriented interventions where justified to avoid premature withdrawal of RBSA support; (b) the ILO to increasingly take up more sub-regional and regional interventions to facilitate synergy and outreach-which is vital in light of the on-going globalization of national level economies
- While informants from the ILO tripartite constituents were unanimous that they were adequately involved in the implementation of the CPOs, many of them indicated that they had not adequately been involved at the final selection stage. To elicit sustainable support and ownership, it is recommended that national stakeholders-in particular representatives of the tripartite constituents be involved at all stages of CPO selection-not just as part of DWCP formulation.

### 2.3.1 EMPLOYMENT PROMOTION OUTCOMES

Out of the ten (10) CPOs being evaluated, five (5), that is ETH 126, NAM 126, SOM 101, SHA 103 and RAF 107 and which are covered in the sections below, were focused on ***P&B Strategic***

**Objective on Employment Promotion** and more specifically, **Outcome 1:** *“More women and men have access to productive employment, decent work and income opportunities employment promotion”*.

#### **2.3.1.1 ETH 126: Enhanced Capacity of Constituents to Develop and Implement Gender Sensitive Policies and Programmes**

According to the RBSA Allocation Approval Minute Sheet **ETH 126** was on **23<sup>rd</sup> February 2011** and received a total of **US\$ 218,000**. The funds were supposed to support tripartite constituents to: (a) Develop a National Employment Policy by end 2010; (b) Prepare the Decent Work country profile by end 2011; and (c) Draft an operational implementation manual for the country labour market information and analysis system (LMIAS). The CPO formed part of the targets in 2010-11 for the *P&B indicator 1.1-“Number of member States that, with ILO support, integrate national, sectoral or local employment policies and programmes in their development frameworks”* under Outcome 1 on Employment. **Box 1** below provides a summary on progress and achievements of ETH 126 CPO during biennium 2010-11 with support by the ILO through RBSA funds.

#### **BOX 1: ETH 126: Summary of Contribution and Results Achieved**

- (i) Draft National Employment Policy and Strategy (NEPS) that is in line with Plan for Accelerated and Sustainable Development to End Poverty (PASDEP) and more sensitive to gender mainstreaming, and which is also being translated in the “Amharic” Language; and a Cabinet Paper were in place by the end of the biennium;
- (ii) Draft Decent Work Country profile had been developed, validated and presented by November 2011;
- (iii) The LMIAS Assessment Study was completed in December 2011;
- (iv) National Employment Policy developed in support of PASDEP;

However, the unfinished agenda include finalization of the LMIAS operational implementation manual; and adoption of NEPS by Cabinet-a matter that is not under the full control of CPO implementation staff. Key results and observed changes partly attributed to ILO involvement included the following:

- (i) Importance of employment in poverty reduction was accorded prominence in Government policies including GTP,
- (ii) Capacity of tripartite partners and other institutions enhanced through participation in the drafting of NEPS and incorporation of employment into the national development frameworks;

### 2.3.1.2 NAM 126: Employment Policy developed and employment mainstreamed in the national development frameworks

According to the RBSA Allocation Approval Minute Sheet of **7<sup>th</sup> July 2011**, NAM 126 received a total of **US\$ 90,000**. The funds were supposed *“to support the development of an employment diagnostic as a key strategy to ascertain and verify the constraints and opportunities of inclusive job-rich growth”*. This was expected to inform the revision of the National Employment Policy and also serve as a basis for the National Development Strategy for Namibia. The CPO formed part of the pipelines in 2010-11 for the *P&B indicator 1.1-“Number of member States that, with ILO support, integrate national, sectoral or local employment policies and programmes in their development frameworks”* under Outcome 1 on Employment Promotion. Planned outputs and milestones for **NAM 126** were as follows:

- (i) Employment Policy (1997)<sup>7</sup> revised with special attention to youth (women) and vulnerable groups; and relevant institutions and social partners capacitated to develop a draft Employment Policy by November 2011;
- (ii) Awareness raising and support to constituents to consider ratification of Convention 122 by December 2011;
- (iii) Policies and programmes on employment creation are formulated in a coherent and harmonized manner with special attention to youth and vulnerable groups by June 2011;

The final Implementation Report of **NAM 126** was not available and **Box 2** below provides a summary on progress and achievements of the CPO during biennium 2010-11 based on interviews conducted with ILO staff in Pretoria.

#### **BOX 2: NAM 126: Summary of Contribution and Results Achieved**

- (i) The final draft of the Employment Policy Environment Assessment Report was prepared, presented and validated at multi-stakeholders' workshop held at Arrebusch Travel Lodge in Windhoek on 28-29 June 2011-paving way for the process towards the development of the National Employment Policy and mainstreaming it into the fourth National Development Plan.
- (ii) Namibia's Fourth National Development Plan (NDP 4)-2012/2017 was launched in Windhoek-and explicitly recognized the need for the development on an employment policy, mainstreaming employment in national development frameworks and identification of a national structure mandated to coordinate and monitor employment creation;
- (iii) Decent Work Country Program 2010-2014 was finalized in April 2010, linking the employment policy framework to National Development Plans and Vision 2030;

Key results and observed changes partly attributed to ILO contribution included the following:

- (i) Greater importance accorded by Government and social partners to creation of decent jobs and employment generation;
- (ii) Capacity of tripartite constituents to formulate policies and programmes mainstream decent work and employment enhanced;

<sup>7</sup> Which was not integrated into other policy frameworks, in particular the national development strategy.

### 2.3.1.3 SOM 101: “Access to productive employment, decent work and income opportunities for Peace and Stability”

According to the RBSA allocation Minute Sheet, SOM 101 was approved on **6<sup>th</sup> January 2011** and was allocated **US\$ 268,823**. The allocation was mainly meant to provide bridging funds or “seed” resources to cater for salaries of ILO technical assistance team, pending the start-up of new Technical Cooperation (TC) projects through which in 2011 the ILO envisaged to assist the country in rehabilitating the economic infrastructure and environmental conservation while creating decent work opportunities and supporting the private and public sector service providers. The SOM 101 CPO formed part of the targets in 2010-11 for the *P&B indicator 1.4* (“*number of member States that, with ILO support, include the promotion of productive employment, decent work and income opportunities in their disaster risk reduction/recovery measures and in their conflict prevention, reconstruction and recovery programmes*”). The main planned outputs and anticipated milestones for SOM 101 comprised the following:

- (i) *Rehabilitation of economic infrastructure* (notably roads and related physical infrastructure to facility access to market and basic services) and environmental conservation to enable improvements to productivity capacity through labour-intensive methods);
- (ii) *Decent employment opportunities created*; and,
- (iii) *Technical assistance* provided to public and private sector infrastructure service providers;

The final Implementation Report for SOM 101 was not available and **Box 3** below provides a summary on progress and achievements based on primary data and information gathered from respondents met during field interviews. While appreciating that the RBSA funding was only a small part of total resources utilized and that the funds was only complementing jointly funded initiatives, attempts to get data and information on outputs in terms of rehabilitation of public infrastructure e.g. roads and technical support to relevant service providers proved fruitless. However, the following achievements were noted:

#### **BOX 3: SOM 101: Summary of Contribution and Results Achieved**

- (i) A total of 2,259 hectares of production land was rehabilitated;
- (ii) A total of 36,744 and 802 worker days and short term jobs created respectively;
- (iii) Approximately US\$ 164,636 was injected into economy in form of cash;
- (iv) A total of 250 youth were equipped with entrepreneurial and vocational training skills;

As a result, decent jobs were created and income generation increased.

While the CPO was seen to be making a positive difference, respondents raised the following issues:

- That activities were done in a fragmented and piece meal manner and there is need for more strategic and coherent approach;
- Decision-making process is often not only slow but also too rigid, yet autonomy and flexibility is required in volatile areas such as Somalia. To this end, there is need to give more autonomy to the CTA and Outcome Coordinators to allow for more rapid response to changing circumstances.

#### **2.3.1.4 SHA 103: Strengthened of Policy Level Stakeholders in Southern Africa to Conceptualize Social Enterprise Development in the Context of Employment Promotion.**

SHA 103, which was sub-regional programme outcome, formed part of the targets in 2010-11 for the *P&B indicator 1.2* (“*number of member States, in which, with ILO support, national public authorities adopt social finance policies that encourage decent jobs and services to the working poor through local financial institutions*”) under outcome 1 on Employment Promotion. The CPO was approved on **6<sup>th</sup> January 2011** and was allocated **US\$ 264,000**. The allocation was meant to support and expand the ongoing work on socio-economy in the Southern Africa region through which the ILO sought to strengthen policy makers’ capacities and the conceptualization of social enterprise development in the context of the policy debate on employment promotion through small enterprises development. The main planned outputs and anticipated milestones for SOM 101 comprised the following:

- (i) *Knowledge sharing mechanisms* based on research findings and policy dialogue established to strengthen the capacity of policy level stakeholders to conceptualize social enterprises development, and make informed decisions regarding possible policy options in Southern Africa; developed by November 2011;
- (ii) *A cadre of trained certified local service-BDS providers in place* in different countries to facilitate and provide both financial and non-financial social business start up support services for social businesses, particularly for women and young people; by November 2011;
- (iii) *Social economy materials/documents on new tools and approaches for social enterprise development are available for use and reference* by policy-level stakeholders in the respective countries; by November 2011;

The final Implementation Report for SHA 103 was not available and **Box 4**, and follow up for key documents proved fruitless. The table below provides summary on progress and achievements based on data and information gathered from respondents met during field interviews in Addis Ababa and Pretoria.

#### **BOX 4: SHA 103: Summary of Contribution and Results Achieved**

##### **A: ILO Contribution**

- (i) The **Public Procurement and Social Economy (PPSE)** project – which explores the potential to use public procurement to stimulate the social economy in South Africa in response to the New Growth Path, which identifies the social economy as a sector with the potential to create 260,000 jobs and specifically refers to the need to “encourage state procurement from and service delivery through organizations in the social economy” was officially launched at a workshop in Pietermaritzburg;
- (ii) **Formation of a network of actors** who are interested in social entrepreneurship in Kwa Zulu Natal;

#### **2.3.1.5 RAF 107: Constituents in the Horn of Africa, in West Africa and in North Africa Realize Social Justice, Peace and Stability by Addressing Underlying Causes of Conflicts**

RAF 107, which is a regional outcome formed part of the targets in 2010-11 for the *P&B indicator 1.4* (“*number of member States that, with ILO support, include the promotion of productive employment, decent work and income opportunities in their disaster risk reduction/recovery measures and in their conflict prevention, reconstruction and recovery*”).



*programmes*”) under Outcome 1 on Employment Promotion. It was approved on **7<sup>th</sup> February 2011** and received RBSA funding amounting to **US\$ 324,268**. The allocation was supposed “to support the *Employment, Peace, Stability and Development joint initiative by the African Inter-governmental Authority on Development (IGAD) and the ILO, and contribute towards promoting more stable, inclusive and remunerative employment opportunities; jobs reducing unemployment and mitigating the regional and social disparities that often fuel conflict*”. RBSA funding was meant to complement efforts that were on-going at the time. The main planned outputs and anticipated milestones for RAF 107 comprised the following:

- (i) *Technical capacity established in ROAF*-through assisting Country Directors in establishing ILO’s strategic position in crisis response assistance frameworks, UNCT initiatives and inter-agency cooperation; ensuring effective and conflict sensitive formulation and implementation of ILO interventions; enhancing knowledge on crisis response and peace consolidation by collecting and disseminating lessons learned and good practices from successful ILO implementation (e.g. Somalia, Sudan and Iraq); mobilization of ILO technical capacities and development of a specialized roster of constituents at regional level; and to reach better partners’ awareness and improve resource mobilization;
- (ii) *Constituents and ILO staff have enhanced capacities in crisis response and preparedness*-through training based on existing ILO tools and experiences in crisis responses;
- (iii) *Field assessments are conducted, strategies and proposals are drafted* by mobilizing ILO specialists and consultants;

Again, the final Implementation Report for RAF 107 was not available and **Box 5** below provides a summary on progress and achievements based on data and information gathered from respondents met during field interviews.

#### **BOX 5: RAF 107 Summary of Contribution and Results Achieved**

##### **A: ILO Contribution**

- (i) A sub-regional conference was held in Addis Ababa in 2011 and attended by more than 150 participants comprising 7 countries and with representatives from Governments, ILO tripartite constituents, UN agencies, and bilateral development agencies;
- (ii) A Communiqué on the Plan of Action towards promotion of decent work and employment was adopted at the conference;
- (iii) Participated in the regional hub dubbed “SHARE” in Nairobi;
- (i) Worked closely with IGAD in the development of the “Employment for Peace Initiative” for the Horn Africa region;
- (ii) Participated in the IGAD-led “Regional Employment Policy” initiative;
- (iii) Supported the development of programme document on “Re-integration of ex-combatants in Southern Sudan-to cater for about 150,000 ex-freedom fighters-the document was approved and signed by the Government of South Sudan;
- (iv) Supported the development of the document on “Youth Employment “focusing on refugees from Chad in Darfur-which is expected to leverage some US\$ 2 million from a consortium of donors;
- (v) Supported and participated in the “National Forum for Employment” in Burundi and the preparation of the Draft Employment Policy which is now about to be released;
- (vi) Prepared concept note on “Regional Partnership” under the auspices of the Global Facility for Employment in post-conflict countries (aimed at multi-agency funding of policy reforms and programmes);

## 2.3.2 SKILLS DEVELOPMENT OUTCOMES

Out of the ten (10) CPOs being, only ZMB 129 related to the P&B outcome on Skills Development.

### 2.3.2.1 ZMB 129: Enhanced Employment and Self-Employment Opportunities for People with Disabilities through Access to Skills Development

According to the RBSA allocation Minute Sheet, **ZMB 129** was approved on **7<sup>th</sup> July 2011** and was allocated **US\$ 79,000**. The allocation was supposed to “*support the development of an action plan of the Disability Policy that existed in Zambia as well as correlated actions for its implementation*”. The CPO formed part of the targets in 2010-11 for the *P&B indicator 2.3* (“*number of member States that, with ILO support, make relevant training more readily available to people with disabilities*” under Outcome 2 on Skills Development.. The ZMB 129 CPO had three main planned outputs:

- (i) *An action plan on inclusive vocational training developed in collaboration with the Ministry of Science, Technology and Vocational Training (MSTVT) by December 2011;*
- (ii) *Management of selected pilot institutions sensitized on the rights based approach on disability inclusion and engaged in planning for the implementation of the pilot programme by December 2011;*
- (iii) *Accessibility audit of selected pilot institutions undertaken to establish the situation regarding accessibility at the colleges and make recommendations on measures to be completed during the pilot programme to ensure an environment which enables access to students with disabilities, , by December 2011.*

**Box 6** below provides a summary on progress and achievements based on the final Implementation Report as well as primary data and information gathered from respondents met during field interviews.

#### **BOX 6: ZMB 129: Summary of Contribution and Results Achieved**

##### **A: ILO Contribution**

- (i) Action Plan to pilot inclusive vocational training in five (5) TEVET institutions was developed in collaboration with MSTVT and finalized in April 2011;
- (ii) Pilot actions initiated for MSTVT policy initiated;
- (iii) Disability Equality Training (DET) was conducted in August 2011 in collaboration with WEDGE-Tanzania for members Saving and Credit Cooperative Societies (SACCO)

##### **Key issues raised**

- (i) The implementation of accessibility audit was delayed due to withdrawal of external collaborator initially identified to undertake the assignment.

### 2.3.3 SUSTAINABLE ENTERPRISE DEVELOPMENT OUTCOMES

Out of the ten (10) CPOs being evaluated in this report, four (4), namely; ZMB 126, MUS 101, UGA 128, and ZAF 102 related to the P&B outcome on Sustainable Enterprise Development. The following sections provide a summary of performance by each of the CPOs.

#### 2.3.3.1 ZMB 126: Employment and Decent Work Mainstreamed in Macro Economic Frameworks and related Policies Reviewed

**ZMB 126** formed part of the targets in 2010-11 for the *P&B indicator 3.2* (“number of member States that, with ILO support, implement entrepreneurship development policies and programmes for the creation of productive employment and decent work” under Outcome 3 on Sustainable Enterprises. The CPO was approved on **22<sup>nd</sup> February 2011** and was allocated **US\$ 150,000**. The allocation was supposed to “planned activities that were on-going at the time such as the implementation of the Small and Medium Enterprises (SME) Policy, and review of the National Employment and Labour Market Policy in collaboration with other stakeholders including the United Nations (UN) systems for which RBSA was required to formulate and finalize the UN joint Private Sector Development (PSD) initiative as a way of asserting the coordination role of the ILO. RBSA funding was therefore meant to provide bridging finance to the then planned UN joint PSD programme. As per the RBSA approval Minute Sheet priority outputs and milestones for the CPO were as follows:

- (i) Review of the National Employment and Labour Market Policy, dissemination of findings and implementation of prioritized recommendations of the review;
- (ii) Support to the preparation and dissemination of DW profile for Zambia;
- (iii) MSME Policy and M&E system and implementation coordination mechanisms developed by December 2011
- (iv) Facilitate access to finance for at least 100 medium-sized MSMEs by December 2011; Priority actions;
- (v) Support ILO UN systems coordination role and develop and implement new UN joint PSD intervention by June 2011;

**Box 7** below provides a summary on progress and achievements of ZMB 126 by December 2011 based on the final Implementation Report as well as primary data and information gathered from respondents met during field interviews.

#### **BOX 7: ZMB 126: Summary of Contribution and Results Achieved**

##### **A: ILO Contribution**

- (i) Provided technical and financial assistance in the development of **National Employment and Labour Market Policy** and **DW profile for Zambia** which was validated by the tripartite constituents and finalized in December 2011;
- (ii) Provided technical inputs to the **Employment Act Review** process
- (iii) Facilitated stakeholder fora for the development of the **SME Policy, Implementation Plan and M&E Framework** (which was launched by the President of Zambia under the auspices of the Broad Based Wealth & Job Creation (BBW&JC)
- (iv) Participated in the formulation of **SNDP and UNDAF (2011-2015)**;
- (v) Provided technical assistance to the development of the **Zambia Business Survey (ZBS)** covering about 5,000 formal and informal businesses operating in rural and urban areas of Zambia’s nine provinces-the first comprehensive demand-side,



- national survey of MSMEs and larger enterprises.
- (vi) Provided technical assistance in the development of the **National Business Linkage Programme** and collaborated with the Tackling Child Labour through Education (TACKLE initiative through the BBW&JC project to facilitate training and linkage to the CEEC financing programme in the Luanshya pilot programme under the auspices of the Global Economic Crisis response ;
- (vii) Facilitated **awareness creation sessions** for employers and workers on the new Statutory Instruments for regulating and setting minimum wages and employment conditions;
- (viii) Piloted initiative aimed at **increasing access to finance** in collaboration with the Bank of Zambia;
- (ix) Supported the development of suitable **micro insurance products** targeted at low income groups and informal sector operators;
- (x) Developed a new **UN joint PSD intervention** in collaboration with tripartite constituents;

#### 2.3.3.2 MUS 101: Decent and quality employment opportunities for Small and Medium Enterprises created

According to the RBSA Allocation Minute Sheets, **MUS 101** was approved on **16<sup>th</sup> February 2011** and was allocated **US\$ 130,000**. The allocation was supposed to be used in the *“assessment of both job opportunities for green growth development and job vulnerabilities due to environmental and climate change”* to inform policies towards integration of green jobs concept into durable national strategies aimed at maximizing employment creation and minimizing job losses. The CPO formed part of the targets in 2010-11 for the *P&B indicator 3.1* (*“number of member States that, with ILO support, reform their policy and regulatory frameworks to improve the enabling environment for sustainable enterprises* under Outcome 3 on Sustainable Enterprises. The main outputs for the CPO were as follows:

- (i) **Assessment of Green Jobs** conducted by December 2011
- (ii) **An integrated programme to implement the Global Jobs Pact** developed by December 2011
- (iii) The **DWCP** of the country finalized and signed by December 2011
- (iv) **Training session for MEF on skills development** at the workplace conducted by December 2011
- (v) **UN Joint activities developed** March 2011

**Box 8** below provides a summary on progress and achievements of **MUS 101** based on the final Implementation Report as well as primary data and information.

#### **BOX 8: MUS 101: Summary of Contribution and Results Achieved**

##### **ILO Contribution**

- (i) **Assessment of Green Jobs** was conducted under the auspices of four (4) studies including: (a) The *Green Jobs Assessment* (with the final report having been produced in June 2012) which concluded that green employment within the sectors which were analysed was about estimated at 6.3%; that in almost all green sub-sectors the output and employment multipliers were higher than in the comparable conventional sectors-providing clear policy directions; and that there were already various ‘green’ initiatives at the levels-albeit undertaken on an adhoc basis and without major synergies; (b) The *Skills for Green Jobs study (2011)*, which concluded that Mauritius

was lacking a skills development strategy which would ensure that the needs for a green economy in terms of employment would be met; (c) *Greening of Mauritian Enterprise study* which found that while enterprises were generally supportive of environmental practices, they had not yet started implementing such practices due to perception that they were costly; (d) *Stocktaking Exercise on Trade Union Involvement/Activities in Green Jobs in Mauritius* which found out that trade unions were keen to participate in the MID process, particularly because of the potential in terms of green jobs creation.

- (ii) An integrated programme to implement the Global Jobs Pact was developed;
- (iii) Training session for MEF on skills development at the workplace carried out by Specialist from DWT Pretoria
- (iv) UN Joint activities developed- the Dao for Seychelles and Mauritius was developed during the UNCT retreat;
- (v) The DWCP has been finalized and signing of MOU between ILO and the Government was scheduled for 30<sup>th</sup> November 2012. The delay on the signature of MOU was due to the social dialogue issue in Mauritius.

## Milestones

- **National policies and role of Government in a Green Jobs Strategy-** Green Jobs opportunities and vulnerabilities of impacts of environmental and climate change and policies to address these challenges analyzed; Government institutions comprehend the job opportunities and vulnerabilities of a green jobs and green growth centred development path; "Green Jobs" strategy is integrated as one of the key concept of the "Maurice Ile Durable".
  - The result of the assessment on green jobs has provided valuable information on opportunities and vulnerabilities of impacts of environmental and climate change;
  - Capacity building carried out during the mission of Specialists from Geneva and workshops organized during the life of the project;
  - With the effort of the project, Green Jobs are integrated as a key element of Economy - pillar of the Maurice Ile Durable.
- **Employers and Workers role in a Green Jobs Strategy-** ILO constituents understand the "Green Jobs" concept to envision its roll-out as part of "Maurice Ile Durable" & Representatives of the employers and workers organizations as well as business representatives are equipped with the know-how to operationalise Green Jobs meeting the employment challenge;
  - ILO constituents participated in project's activities (workshops and studies) conducted within the project, thus enhancing their understanding of Green Jobs and helping them to be involved in the implementation process of the Economy pillar of Maurice Ile durable
  - Social partners participated in the studies conducted within the project, thus enhancing their capacity and understanding of Green Jobs.

## Key results and changes observed:

- (i) The result of the assessment on green jobs gave information on opportunities and vulnerabilities of impacts of environmental and climate change. The results of study findings and recommendations have and are being used by Government and social

partners to define priority actions to sustain gains. In particular, the action plan for the implementation of the Government's Strategy on Maurice Ile Durable which is under preparation is said to be taking into account the results of studies carried out by the social partners and the Government with the Support of the ILO in the Green Jobs and CSR;

- (ii) Capacity of Government and social partners including MEF to articulate green jobs-employment rich strategies has been strengthened.
- (iii) An emerging more coherent and inclusive approach to decent work and employment strategies emerging;

#### **Key issues raised:**

- Need someone on the ground to “walk forward the process of green jobs work started with ILO support.
- Need to step up sensitization on the benefits of greening the economy and to support work towards developing viable mitigation strategies towards any possible job losses;
- Need for continued support towards the development of Employment Policy

#### **2.3.3.3 UGA 128: Young Men's and Women's Entrepreneurship for Self Employment and Productivity Increased**

The **UGA 128** CPO was approved on **25<sup>th</sup> January 2011** and was allocated **US\$ 95,800**. The allocation was supposed “to support Women's Entrepreneurship Development in Uganda focusing on critical areas to ensure sustainability towards the achievement of desired results of increased entrepreneurship skills for self employment to young women and men. The CPO formed part of the targets in 2010-11 for the P&B indicator 3.2 (“number of member States that, with ILO support, implement entrepreneurship development policies and programmes for the creation of productive employment and decent work” under Outcome 3 on Sustainable Enterprises. Key milestones and outputs of the CPO included the following:

- (i) Observable and improved attitudes towards entrepreneurship among young women and men;
- (ii) Mass-media based regional youth entrepreneurship promotion designed;
- (iii) Existing national entrepreneurship curricula reviewed and adopted to national context;
- (iv) Teachers capacitated and certified competent in the delivery of entrepreneurship education;
- (v) Youth trained in entrepreneurship in business management;
- (vi) Youth-friendly business development service products developed;
- (vii) Partnership with micro finance institutions for “youth finance window” developed;
- (viii) Loans provided to female and male entrepreneurs who also access BDS;
- (ix) Youth organisations actively represented in national policy dialogue forums;
- (x) Policy makers have improved knowledge-based on best practice in youth employment promotion;

**Box 9** below provides a summary on outputs and results of the **UGA 128** based on the final Implementation Report as well as primary data and information.

#### **BOX 9: UGA 128: Summary of Contribution and Results Achieved**

### **ILO Contribution**

- (i) Technical and financial assistance in **gender mainstreaming into the final draft of the MSME Policy**; and **mobilization of women entrepreneur associations to participate in the drafting of the final draft MSME Policy**;
- (ii) Technical and financial assistance to **women entrepreneur associations in the drafting of a position paper on policy related action areas** in relation MSME and women in Uganda
- (iii) Technical and financial support in the **development of gender-sensitive and youth-oriented enterprise training tools and guides; identification of potential BDS providers** and conducting **training of trainers (TOT)**; and mentoring trained trainers;
- (iv) Supported, through the Youth Enterprise Facility (YEF), the **National Curriculum Development Centre in reviewing and revising the national entrepreneurship education curriculum at “A” levels**;
- (v) Supported, in collaboration with ILO Master Trainers and the YEF project, **the development of BDS including undertaking the review of SIYB materials to make them youth-friendly**;
- (vi) Technical and financial support, through the creation of market linkages for ILO TOTs with rural-based development partners and local governments to increase the use and outreach of ILO gender-sensitive and youth-oriented enterprise training tools.

### **Results Achieved and Observed Changes**

- (i) Final Draft of MSME policy developed and was pending Cabinet approval by December 2011;
- (ii) Platform for Policy Action Document developed annually with engendered inputs in regard to MSME development;
- (iii) A network of 15 certified trainers was formed and conducted gender sensitive and youth oriented enterprise training skills in 12 districts in Uganda;
- (iv) The National Curriculum Centre (NCDC) reviewed the national entrepreneurship education curriculum in upper secondary schools to facilitate the school-to-work transition for young women and men and 336 hours of instruction of senior 5 and senior 6 “A”-level entrepreneurship curriculum was in place by December 2011;

#### **2.3.3.4 ZAF 102: Promoting Responsible and Sustainable Enterprises**

**ZAF 102** was approved on **27<sup>th</sup> July 2011** with an RBSA allocation **US\$ 127,781**. The allocation was supposed *“to support the development of macro-economic policy options; identification of decent work indicators at the local level; the improvement of working conditions with particular focus on the informal economy; and the reform of skills development policies relevant to labour markets.* All of these components were part of a mainstreamed approach within the context of the National Response Framework for mitigating the impact of economic crises and reduce high levels of unemployment in South Africa. The CPO formed part of the targets in 2010-11 in the *P&B indicator 19.1 (“number of member States that, with ILO support, make the goal of decent work increasingly central to policy-making)* Outcome 19 on Mainstreaming Decent Work. The CPO had five (5) main outputs:

- (i) **Macro-economic policy options identified and debated** to shape national policy response for the promotion of employment and decent work by the end of 2011;
- (ii) **Strengthened national capacity** for the identification of locally relevant decent work indicators by December 2011;
- (iii) **Support the implementation of National Framework Agreement** to mitigate the impact of the global economic crisis;

- (iv) **Policy Options identified to improve working conditions** for the most vulnerable workers with particular focus on the informal economy;
- (v) **Government, the social partners and the national skills development institutions supported to reform skills development policies and programmes** relevant to the labour market;

**Box 10** below provides a summary on outputs and results of the **ZAF 102** based on the final Implementation Report as well as primary data and information

#### **BOX 10: ZAF 102: Summary of Contribution and Results Achieved**

##### **ILO Contribution**

- (i) Support towards the “Global Jobs Pact” agenda-which entailed a situational analysis of South Africa’s preparedness and capacity in responding to global economic crisis;
- (ii) Support towards identification of macro-economic policy options with respect to promotion of employment and decent work;
- (iii) Support for study on Decent Work Indicators in Africa aimed at gathering indicators produced by national sources in selected Africa countries;
- (iv) Identified locally relevant Decent Work Indicators in collaboration with the National Economic Development and Labour Council (NEDLAC);
- (v) Support towards the implementation of National Framework Agreement to mitigate the impact of the global economic crisis;
- (vi) Support to the development of the New Growth Path Strategy for South Africa-which aimed at policy framework for a labour intensive growth strategy; and which forecasts creation of 50 million jobs by 2020;
- (vii) Support to the development of tools to monitor employment growth;
- (viii) Policy Options identified to improve working conditions for the most vulnerable workers with particular focus on the informal economy;
- (ix) Preparation of DW country profile for South Africa-which was signed in September 2010;
- (x) Strengthening capacity of tripartite constituents and national skills development institutions including the Congress of South Africa Trade Unions (COSATU); Federation of Union of South Africa (FEDUSA); National Council of Trade Unions (NACTU); Business Unity South Africa), NEDLAC; Black Business Council and a host of other relevant organizations;

##### **Results Achieved and Observed Changes**

- (i) Studies supported by the ILO provided valuable information which is being utilized by the ILO tripartite constituents in pursuit of decent work and employment promotion;
- (ii) The capacity of ILO tripartite constituents has been built-the ILO tripartite constituents are now doing the 2<sup>nd</sup> DW country profile (2015-2018) on their own without baby seating by the ILO;



## 2.4 EFFECTIVENESS OF MANAGEMENT ARRANGEMENTS

The overall criteria for RBSA funding, management and allocation of RBSA funds, roles and responsibilities, monitoring and reporting-which are briefly described below are well stipulated in the Office Procedure (IGDS Number 182 version 1) of 16<sup>th</sup> July 2010. The Mission established that these procedures are readily accessible to, and fairly well understood by CPO implementing staff-though to a minimal degree on the part of other stakeholders including the ILO tripartite constituents.

### 2.4.1 Criteria for RBSA Funding

The criteria for RBSA funding entail the following five main criteria:

- (i) *All RBSA funding shall be spent on countries and activities that are eligible for Official Development Assistance (ODA) according to OECD standards;*
- (ii) *RBSA allocations shall be broadly guided by the RBSA resource framework specifying distribution across strategic objectives and regions found in the P&B;*
- (iii) *Outcome-based work plans (OBWs) provide the framework for RBSA allocations where in principle, RBSA funding is used for achieving a limited number of prioritized CPOs in Decent Work Country Programmes; and Global Products (GPs) with the CPOs identified as targets for the biennium normally being accorded priority;*
- (iv) *In line with the principles of results-based management, CPOs shall be supported by a results framework as reflected in DWCP documents and/or summarized in IRIS SM/IP. GPs shall be supported by expanded strategies of OBWs and shall specify outputs leading to reportable contributions to knowledge, standards and/or capacity building of governments, employers' and workers' organizations in ODA eligible countries. This information along with total resource requirements and resource gaps for each CPO and GP shall be reflected in IRIS SM/IP and will constitute the basis of appraisals.*
- (v) *RBSA shall be used to fund outputs within the prioritized CPOs and GPs complementing other sources of funds including XBTC. RBSA may be used on a fee-for-service basis for inputs from both headquarters technical programmes and DWTs in the regions contributing to the achievement of prioritized CPOs and the delivery of GPs.*

In the context of the Office's integrated resource framework, it is expected that the use of RBSA should lead to the achievement of visible and concrete results and ensure a sustained and high level of delivery.

Overall, the CPO implementing staff are well conversant with these general criteria for RBSA funding and did not have any problem with it.

### 2.4.2 Management and Allocation

Management and RBSA allocation procedures entail the following:

- (i) *On the basis of resource gaps identified, Outcome Coordinators (OCs) submit to Regional Directors, to Executive Directors and to the Director of the Policy Integration Department with a copy to PROGRAM a list of proposed prioritized CPOs and GPs for the Outcome under their responsibility (using a specified format);*
- (ii) *On the basis of this, Regional Directors, Executive Directors and the Director of the Policy Integration Department rank the prioritized CPOs and GPs and indicate the*

- RBSA amount to be allocated* taking into consideration the estimated distribution of RBSA across strategic objectives and regions-with the rankings permitting allocation of RBSA as contributions are received by the Office;
- (iii) *Regional Directors, Executive Directors and the Director of the Policy Integration Department submit the lists of prioritized and ranked CPOs and GPs to PROGRAM with copy to PARDEV (using a specified format);*
  - (iv) *PROGRAM and PARDEV appraise the CPOs lists against the above-described funding criteria-with the appraisal being based on information reflected in IRIS SM/IP at the time of the appraisal process. Where priorities identified for RBSA are linked to ongoing or future extra-budgetary projects, PARDEV carries out a complementary analysis of the relevance and logical fit of the link and where necessary request for additional information.*
  - (v) *Upon signature of a contribution agreement, PARDEV notifies PROGRAM and FINANCE, and the PROGRAM notifies Regional Directors, Executive Directors and the Director of the Policy Integration Department on the level of RBSA funding available for allocations in the sector and/or in the region under their responsibility.*
  - (vi) *On completion of the above processes, and on receipt of appropriate funding, PROGRAM issues a Programme Decision Minute (PDM) with the final amounts allocated depending on actual amounts received in USD.*

Normally, the RBSA funds are to be spent in the biennium they are allocated but implementation periods may be adapted to the timing of allocations and to the nature of results sought-with any unspent balances of released allocations within a biennium being processed according to closing procedures during the period.

Overall, the ILO staff was well conversant with the management and allocation procedures. However, the general view was that effectiveness of management arrangement was being hampered by the following:

- (i) Lack of prior knowledge of the amount of resources gaps in the IRIS/SM (specifically during the 2010-11 biennium as stated by some ILO staff) which contributed to uninformed budgeting on the part of outcome coordinators, and in turn resulting in unnecessary back and forth processes-though this problem has been addressed during the last biennium
- (ii) The likelihood of subjectivity on the part of evaluators and lack of transparency regarding the CPO ranking procedures-which often does not provide feed back on why a given CPO was selected or not.
- (iii) Rigidity of Office procedures and the short term orientation of RBSA funding (2 years) with limited flexibility to allow for consideration of special circumstances that may be prevailing in relation to a particular CPO. This is for example the case for SOM101-which was operating in a very volatile environment-thereby calling for some degree of autonomy on the part of the relevant CTA and field staff in order accommodate ground-level decision-making for more rapid response to changing circumstances and emerging needs.
- (iv) The long and bureaucratic procedures involved and occasional late request for proposals resulting in the funds being released well into a given biennium;

The Mission recommends the following:

- The Office to ensure more explicit, advance and firmer indication of resource gaps;
- Country Offices and Regional Offices should be accorded greater involvement in the final decision-making processes towards appraisal and selection of CPOs (which could be in the form of providing a forum for defending their proposal).
- Introduction of more flexibility in terms of timeline for CPO funding to take care of justifiable cases;
- The Office, through consultative processes, undertake a review of matters pertaining to the timing of request for proposals and the processes for CPO evaluation and approval with a view to reducing the time involved;

### 2.4.3 Roles and Responsibilities

Roles and responsibilities with regard to RBSA funded CPOs are follows:

- (i) **Outcome Coordinators** are responsible for initially proposing prioritized CPOs and GPs.
- (ii) **Regional Directors, Executive Directors and the Director of the Policy Integration Department** are responsible for ranking and for submitting to PROGRAM the CPOs and GPs to be funded through RBSA and for identifying the level of resource needs with Regional Directors taking the lead for CPOs, and the Executive Directors and the Director of the Policy Integration Department taking the lead for GPs.
- (iii) **Regional Directors, Executive Directors and the Director of the Policy Integration Department** are also primarily responsible for monitoring the use of RBSA within their sectors or regions.
- (iv) **PROGRAM** is responsible for overall management of RBSA as a source of funds in application of this Procedure which includes appraising selected prioritized CPOs and GPs in coordination with PARDEV and monitoring delivery.
- (v) **PARDEV**, in coordination with **PROGRAM**, is responsible for coordinating the mobilization of RBSA resources and for carrying out an analysis where selected RBSA priorities are linked to extra budgetary projects;
- (vi) **FINANCE** is responsible for accounting for RBSA funds in accordance with the Financial Regulations and Financial Rules, managing the release of allocations and the production of financial reports.
- (vii) **JUR** is responsible for establishing, and when appropriate, revising the model contribution agreement and its variations and for advising on any questions relating to its use.

The Mission found roles and responsibilities to be fairly well understood by the ILO staff (but not very well among the non-ILO stakeholders) and no substantive issues were raised.

### 2.4.4 Monitoring and Reporting

The responsibility for monitoring and reporting management and use of RBSA funds primarily rests with **Regional Directors** (in this case ROAF), **Executive Directors and the Director of Policy Integration Department**. The use of funds and levels of delivery are monitored by PROGRAM. Delivery is monitored closely over the biennium with a possibility for re-programming decisions where delivery is seen to be low. Contributions and expenditures under the RBSA are reported to the Governing Body through the standard annual financial reports and the biennial Programme Implementation Report. Results achieved are then reported in the biennial Programme Implementation Report. With regard to monitoring and reporting, the Mission observed the following:



- That ILO staff clearly understood the official procedures, roles and responsibilities with respect to monitoring and reporting.
- That there are mechanisms for monitoring progress of CPOs under the auspices of the biannual Outcome-Based Work Plans (OBW) Reviews and that the field offices were regularly collecting and collating, and effectively monitoring the performance of the CPOs.

That notwithstanding, the Mission had the following concerns:

- (i) The **brief nature of information provided in the CPO status assessment reports**- a matter that in fact necessitated the request by the Office during the second annual OBW review (2012) for more detailed information on planned outputs and achievements.
- (ii) **Lack of conventional and well defined CPO log-frames<sup>8</sup> and weak compliance of indicators of achievement with the SMART<sup>9</sup> principles** in the context of monitoring and evaluation frameworks for some of the CPOs such as UGA 128 and RAF 107 whose milestones and outputs were not time-bound (though this is implied by the fact that it were expected to occur during the biennium 2010-11);
- (iii) **Lack of final Implementation Reports in the IRIS system for some CPOs** (SOM 101, NAM 126, SHA 103, ZAF 102 and RAF 107) making it rather difficult to establish the level of achievements. While it is acknowledged that implementation reports submitted in the IRIS system are for those CPOs that have been achieved and that some CPOs that were target for that biennium under review could have been moved to pipeline as a result of outcome based work plan review if work was not progressing well, the office should make it a mandatory requirement for standardized CPO implementation reports regardless of the level of achievement for purposes effective monitoring and the management of information.

With respect to monitoring and reporting, the Mission recommends the following:

- That a simple and standardized template, providing key aspects to applied to CPO appraisal t reports be developed and circulated to concerned parties;
- That in future, and for ease on monitoring performance, all CPO appraisal (proposal) reports be required to provide standardized but brief log frame with SMART indicators regardless of the fact that they are derived from DWCPs.
- That timely preparation of standardized annual CPO Implementation Reports and forwarding of the same for storage in the IRIS system becomes a standard requirement of the Office;

## 2.5 RESOURCES AND EFFICIENCY UTILISATION ISSUES

As per the terms of reference, this section provides a brief assessment of the adequacy of RBSA resources towards the achievements of planned outputs and outcomes; effectiveness in terms of whether the resources are making a positive difference towards the ILO decent work and

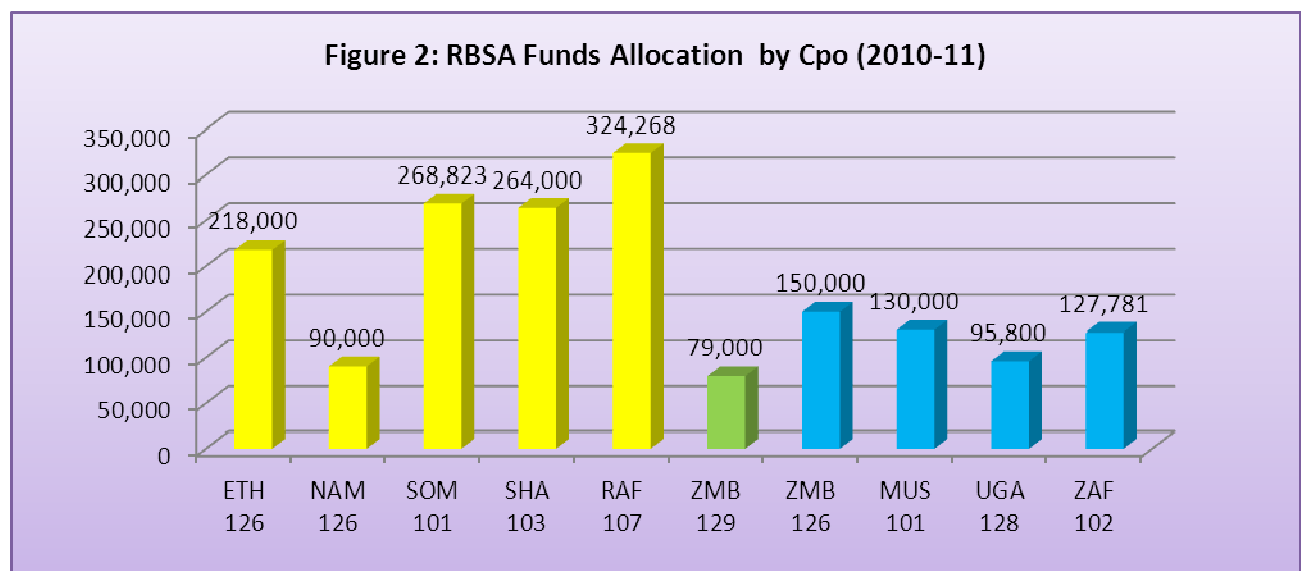
<sup>8</sup> While it is acknowledged that the CPOs are normally derived from the DWCPs, they should have specific log frames to allow for effective monitoring of performance and management ,

<sup>9</sup> An acronym standing for *Specific, Measurable, Attributable Realistic and Time-bound*-that is used as a measure appropriateness of indicators of achievements for a project or a programme.

employment agenda; timeliness of delivery of resources allocated and whether disbursements and expenditures were in line with budgetary plans; the extent the resources have been allocated strategically; and the extent to which activities/outputs have been in line with scheduled activities, outputs and milestones as defined by the country offices and work plans.

### 2.5.1 Allocation and Adequacy of Resources

During the biennium under review (2010-11), the total amount of funds allocated to the ten (10) CPOs being evaluated amounted to US\$ 1,747,672. As indicated in Figure 2 below, CPO allocations ranged from a low US\$ 79,000 or 5% of this total-in the case of ZMB 129 to a comparatively higher amount of US\$ 324,268 or about 19%- in the case of RAF 107. Out of the total RBSA amount expended across the ten (10) CPOs, Employment Promotion (**coloured yellow**) had the largest number of CPOs (5) and received the highest amount (67%), the Sustainable Enterprise Development (**coloured light blue**) had four (4) CPOs and received the second highest amount (25%); while the Skills Development Outcome (**coloured light green**) had only one (1) CPO and with the lowest amount (5%). The overall average RBSA funding of CPO being evaluated in this report was in the order of US\$ 174,767.



While the allocation was more biased towards the Employment Promotion outcome, the Office should not down play the other two approaches to employment creation, namely skills development and sustainable enterprises given their immense potential to create sustainable employment in the medium to longer term.

Most respondents fully acknowledged that RBSA funds are meant to complement resources from other sources. However, virtually all of them felt that the RBSA funds are hugely inadequate to effectively deliver on the planned outputs and outcome. In fact, one respondent put it that RBSA funds are like *"a bucket in the ocean"*. Albeit not having the benefit of knowing the amount of resources that were expected to come from other sources, the Mission is of the view that some of the CPOs seemed rather ambitious given the general expectations with regard to RBSA funding and the time line for implementation. The ILO field and regional staff should be more realistic in planning activities.

### 2.5.2 Effectiveness of RBSA Funding

Notwithstanding the relatively small amounts of RBSA funding, the resources allocated to CPOs, responses from nearly all informants interviews during the Mission in the affirmative-namely, that RBSA funding is definitely making a positive difference in a number of ways:

- (i) *Firstly*, by contributing to planned outputs and anticipated outcomes in the little way as it may is undoubtedly adding something into resources geared towards fighting the problem of unemployment;
- (ii) *Secondly*, the presence of the ILO-which is re-knowned for expertise and leadership in the field of decent work and employment promotion, has created the much needed confidence among other organisations including those that are not specialised in labour/employment issues to join the employment agenda;
- (iii) *Thirdly* and perhaps most importantly, RBSA funding is causing the much required “trigger” or “catalyst” effects which results in the leveraging external resources. While it was not possible to get full and detailed information on the overall level of external resources leveraged through RBSA funding, the following examples were cited:
  - **MUS 101-Mauritius:** Where UNESCO funded a pilot study aimed at integrating climate change in school lessons; UNDP created the position of desk-officer for green jobs in Mauritius
  - **SOM 101-Somalia:** Where the country received financial support from the EU for about 1 million Euros towards the Gender and Economic Empowerment Project; about US\$ 2.5 million US\$ from the Japanese Government for the Youth for Change project; US\$ 5.4 million from EU and DfID for Galkayo Project; and US\$ 1.2-1.7 million per year from DFID, Danida, Norway, Switzerland and EU for the Joint Programme for Local Government and Decentralized Services Delivery;
  - **ZMB 126-Zambia:** Where a new UN-Private Sector Development (PSD) Joint Programme on “Improved Livelihoods with a total budget of US\$ 1.3 million from five UN agencies was launched;
  - **ZAF 102-South Africa-**where the Public Procurement and Social Economy (PPSE) project with a total budget of US\$ 840,000 from Flemish International Cooperation Agency-FICA (Flanders Government) was launched, with the possibility of US\$ 1.0 million USD likely to also come through;

### 2.5.3 Efficiency of Resource Use

The Mission was neither able nor required by the terms of reference to undertake “value for money audit” to be able to determine in detail efficiency in the use of RBSA funds. However, a cursory assessment of costs associated with various activities across the ten (10) CPOs being evaluated including training and workshops indicated general efficiency in resource use.

### 2.5.4 Timeliness of Delivery of Resources Allocated

Timeliness of not only the delivery of the allocated RBSA funds, but also of requests for proposals (the reasons aside-which in reference to various Minute Sheets (dated 31<sup>st</sup> March, 5<sup>th</sup> April and 12<sup>th</sup> August and 8<sup>th</sup> September 2010 included unpredictability of donor funding in terms of amount and provision-which was in most cases in tranches) has been a major weaknesses of the RBSA management and nearly all respondents were deeply concerned with the matter. In this regard, the Mission observed that PARDEV and PROGRAM requested for

proposals for the 2010-11 biennium from the outcome coordinators through a joint minute sheet dated 12<sup>th</sup> August 2010. This was already seven and a half (7½) months late taking January 2010 to have been the official start date for the 2010-11 biennium. As indicated in Table 5 below, allocation approvals on average came more than seven months after the request for proposals were issued. With reference to the official start date of the 2010-11 biennium (1<sup>st</sup> January 2010), the allocation approval dates (leave alone funds release dates <sup>10</sup>) were on average more than 15 months late-though it is acknowledged that ILO does not necessarily receive RBSA funding before or at the beginning of a particular biennium.

**Table 5: Number of Months from the Date of Request for Proposals, Official start Date of the Biennium (2010-11) and Official Approval Date**

CPO	Allocation Approval Date	Approximate Number of Months Approval Date from the date of Request for Proposals (August 2010)	Approximate Number of Months from the Official start of the 2010-11 Biennium (Jan 2010)
ETH 126	Feb-11	6	14
NAM 126	Jul-11	11	19
SOM 101	Jan-11	5	13
SHA 103	Feb-11	6	14
RAF 107	Feb-11	6	14
ZMB 129	Jul-11	11	19
ZMB 126	Jan-11	5	13
MUS 101	Feb-11	6	14
UGA 128	Jan-11	5	13
ZAF 102	Jul-11	11	19
<b>Average</b>		<b>7.2</b>	<b>15.2</b>

Thus, while the Mission was assessing performance of the selected CPOs over a two year period (Jan 2010-December 2011), the actual time available for implementation within the biennium was in fact on average nine (9) months, necessitating in some cases extension of initial time line for the delivery of outputs by some months depending on the approval dates to accommodate for the late delivery of the RBSA funds<sup>11</sup>. To avoid such eventualities of it is recommended (if possible) that CPO proposal be requested for early enough and evaluated at least three (3) months before the start of relevant biennium.

#### **2.5.4 Alignment of Disbursements & Expenditures with Budgetary Plans; Activities and Outputs with Work Plans**

As a result of delayed disbursements, there was little alignment between expenditure and budgetary plans. While the budgetary plans would normally come at the proposal stage, disbursements, leave alone expenditure, come much later (after approval). In the same token delays in the disbursement of funds significantly affected the alignment of activities/outputs with work plans for a number of CPOs-though to much lesser degree in the case of SHA 103 and ZAF 102 where general resource availability was perhaps a less serious problem and also due to innovativeness of the implementing staff.

<sup>10</sup> Information which the Mission was not able to access despite making necessary efforts towards this end.

<sup>11</sup> In this regard, the Minute Sheet dated 21st October 2011 stated that by end of December 2011, the delivery rates should be 75% for allocations received during the first round (i.e November 2010-March 2011) and 50% for allocations received during the second round (i.e April 2011-September 2011). The minute also stated that all activities should be completed by 31st March 2012 for the first round of allocations and 30th June 2012 for the second round of allocations.

## 2.6 IMPACT ORIENTATION AND SUSTAINABILITY OF CPO INTERVENTIONS

While it may be too early to talk about sustainability and impact, the Mission is of the view that CPO activities and outputs have good prospects for impact and sustainability. This conclusion was based on observations regarding the relevant parameters:

- *Stakeholder Consultations:* The CPOs have consistently embraced the principles of stakeholder consultations-which has elicited notable participation, ownership and “buy-in” by not just ILO tripartite constituents, but also by the wider national, sub-regional, regional and international employment promotion stakeholders;
- *Capacity building of stakeholders:* A notable number of CPOs have also emphasized and conducted notable capacity building activities including through sensitization, workshops, and training;
- *Information Sharing, Networking and Collaboration:* Some CPOs have been fairly effective in disseminating information nationally as well as regionally though this requires to be boosted by exploring more effective and efficient knowledge management and information sharing-for example through web-based systems.

## **2.7 MAIN LESSONS LEARNED**

The following is a summary of lessons learned in the process of CPO implementation through RBSA funding:

### **2.7.1 What Good Practices were observed?**

- (vi) That intensive and broad-based involvement of stakeholders (especially the ILO tripartite constituents) in the selection of CPOs not just as part of the preparation of DWCPs, but also at the design of specific CPO interventions play a very important role with respect to the enhancement of relevance of interventions to target beneficiaries and other stakeholders which in elicits quicker and sustained “buy-in” of CPO interventions;
- (vii) That while availability of adequate resources will always be desirable, it not always so much the amount, but rather how strategically the available resources are used towards delivering on planned outputs, anticipated outcomes and desired impact;
- (viii) That effective delivery towards project outcomes and objectives is not so much dependent on the number of targeted outputs, but more importantly, the level of innovativeness on the part of implementers in terms of processes towards delivery including leveraging on available resources from among the wider stakeholder fraternity as was the case of ZAF 102 and SHA 103;
- (ix) That the little funding through RBSA, if used strategically as “trigger” or “catalyst” resources, can have much bigger results by way of leveraging on external sources;
- (x) That the role of the ILO as the lead-agency for the UN harmonized Support Framework has proven to be quite effective towards to the achievements of common results-resource pooling and there is need for the Office to tighten UN joint planning and management of projects and programmes

### **2.7.2 What should have been different?**

- (iv) The ILO should have allowed some degree of flexibility of procedures and autonomy for ground-level decision making to facilitate quicker and more empathised response- especially where circumstances have a tendency to change quickly- e.g. the case of SOM 101 due to socio-political instability;
- (v) Being important strategic objectives of the ILO, strategies on gender mainstreaming and institutionalization of activities should have been explicitly included as part of the technical criteria for CPO proposal evaluation;
- (vi) Performance record should have been included in the CPO evaluation criteria as a means of rewarding good performing CPOs and penalizing lacklustre CPO;

### **2.7.3 What should be avoided in Future?**

- (iii) Delays in the release of RBSA funds should be avoided if CPO are to effectively deliver and on time, planned outputs and anticipated outcomes
- (iv) Having outputs and or outcomes indicators of achievement that are not under the full control of the ILO staff (e.g. “National Policy on Employment adopted by Cabinet in the case of ETH 126”)-which should perhaps have gone only as far as “Policy developed through consultative processes”.



## **2.8 MAIN CONCLUSIONS**

Overall, the RBSA-funded projects being evaluated in this report performed fairly well in terms of outputs and outcomes towards promotion of decent work and employment. Notwithstanding the small amount of resources provided by the ILO through the RBSA facility, and the frequent late release of funds, virtually all respondents met during field interviews firmly indicated that RBSA funding is making a positive difference by way of employment creation-related outputs and outcomes, confidence building among other non-employment specialist organisations due to the presence of the ILO as a re-knowned lead agency in decent work and employment promotion strategies, and more importantly, by causing the “trigger” or “catalyst” effects that have resulted in the attraction external resources. It may be early to talk about impact, but the Mission is of the view that the CPO activities will spur significant impact in the medium to longer term.

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

Based on literature review and responses from virtually all informants met during field interviews, activities and outputs of the RBSA funded CPO being evaluated in this report were found to be highly relevant and strategically in line with the respective national policies and strategies, ILO strategic policy frameworks and the UN agenda for socio-economic development agenda for Africa.

### **2.8.2 Validity of CPO Design**

The design of the RBSA-funded CPOs was largely appropriate and adequate especially from the point of view of adequacy CPO identification, planning, selection and approval processes; and extent of stakeholder consultations and involvement. The causal linkage between activities/outputs and anticipated outcomes was also found to be plausible. The Mission however found the selection criteria to be inadequate; planned activities and outputs as well as anticipated outcomes to be unrealistic given resource availability and time line for implementation; and gender mainstreaming and equality strategies to be insufficiently considered in the design of CPOs.

### **2.8.3 Performance and Effectiveness**

Despite the relatively small RBSA funding and delays in their release, the CPOs have done reasonably well in terms of planned outputs and outcomes. The CPOs have significantly contributed towards decent work and employment promotion particularly through support to the development of DWCPs, national employment policies and mainstreaming them into the national policy frameworks; capacity building of national institutions towards developing employment development strategies; awareness creation, information dissemination and networking.

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

While the ILO staff (but not non-ILO staff) were well conversant with the management and allocation procedures, there were concerns with regard to: (a) Lack of prior knowledge of the amount of resources gaps in the IRIS/SM (specifically during the 2010-11 biennium as stated by some ILO staff)) which contributed to uninformed budgeting on the part of outcome coordinators, and in turn resulting in unnecessary back and forth processes-though this

problem has been addressed during the last biennium; (b) the likelihood subjectivity on the part of evaluators and lack of transparency regarding the CPO ranking procedures-which often does not provide feed back on why a given CPO was selected or not; (c) The short term orientation of RBSA funding and rigidity of Office procedures-which are devoid of adequate flexibility to allow for consideration of special circumstances that may be prevailing in relation to a particular CPO; and (d) The long and bureaucratic procedures involved and occasional late request for proposals resulting in the funds being released well into a given biennium.

While monitoring and reporting was being fairly well undertaken, the mission was concerned with the brief nature of information provided in the CPO status assessment reports; lack of conventional and well defined CPO log-frames; and poor documentation and information management-as evidenced by the fact that the Mission could not access final Implementation Reports for some CPOs (SOM 101, NAM 126, SHA 103, ZAF 102 and RAF 107) despite making a towards this end.

### **2.8.5 Adequacy of Resources and Utilization Efficiency**

While the respondents fully acknowledged that RBSA funds are meant to complement resources from other sources, virtually all of them felt that the RBSA funds are hugely inadequate to effectively deliver on the planned outputs and outcome. The other important concern to respondents related to the long delays in the release of funds which on average was more than 15 months-thereby leaving only 9 months for CPO implementation during the 2010-11 biennium.

It was not possible to undertake detailed assessment of efficiency in resource use, but the general impression is that the resources were not only efficiently used, but also strategically allocated. In this regard, the employment promotion outcome received the lion share (about 67%) among the three outcomes covered by the CPOs being evaluated, namely employment promotion; skills development and sustainable enterprise development.

Notwithstanding the relatively small amounts of RBSA funding, responses from nearly all informants interviewed during the Mission firmly indicated that the resources are definitely making a positive difference particularly by way of contributing to planned outputs and anticipated outcomes in the little way as it may be; creation is confidence for other organisations to join ILO initiatives towards promoting decent work and employment; and perhaps most importantly, causing the much required “trigger” or “catalyst” effects which results in the leveraging external resources. Although it was not possible to access sufficient details, it was noted that RBSA support to CPO partly contributed to the leveraging of external resources for example under MUS 101, SOM 101, ZMB 126 and ZAF 102.



## **2.9 KEY RECOMMENDATIONS**

### **1.1 RBSA Approval Processes**

- A comprehensive and consultative review of the entire RBSA funding process be undertaken with a view to shortening it by eliminating some of the steps where possible (without losing the required robustness);
- PROGRAM to notify Regional Directors, Executive Directors; Director of the Policy Integration Department as well as the Outcome Coordinators of the amount of resources available from RBSA well in advance of proposal preparation.

### **1.2 Technical Evaluation Criteria of Proposals**

- Expand the technical evaluation criteria to include: (i) Performance record; (ii) Strategies for leveraging external resources; (iii) Strategies for institutionalization; and (iv) strategies gender mainstreaming and equality;
- Develop and circulate a sample template briefly describing the key criteria to be used and what the evaluators would be looking for-as has been done in the case of the resource gap criterion;
- Develop and circulate weighting rates for each of the criterion

### **1.3 Performance and Effectiveness**

- The Office to adopt some degree of flexibility to allow for more longer term oriented interventions where justified to avoid premature withdrawal of RBSA support;
- The Office to step up sub-regional and regional interventions to facilitate synergy and outreach-which is vital in light of the on-going globalization of national level economies;
- Field staff to ensure involvement of national and regional stakeholders-particularly representatives of the ILO tripartite constituents, at all stages of CPO selection (not just as part of DWCP formulation) so as to elicit sustainable support and ownership;

### **1.4 RBSA Management and Finance**

- Ensure more explicit , advance and firmer indication of resource gaps;
- Country Offices and Regional Offices should be accorded greater involvement in the final decision-making processes towards appraisal and selection of CPOs (which could be in the form of providing a forum for defending their proposal).
- Allow some degree of flexibility in terms of timeline for CPO funding to take care of justifiable cases;
- The Office, through consultative processes, undertake a review of matters pertaining to the timing of request for proposals and the processes for CPO evaluation and approval with a view to reducing the time lag involved;
- A simple and standardized template, providing key aspects to applied to CPO appraisal t reports be developed and circulated to concerned parties;
- All CPO appraisal reports should provide a standardized but brief log frame with SMART indicators;
- The Office to make it a mandatory requirement for standardized CPO Implementation Reports to be produced annually and forwarded for storage in the IRIS system regardless of the level of achievement;
- CPO proposals to be requested for early enough, and evaluated at least three (3) months before the start of relevant biennium to avoid the late release of funds;

## APPENDICES

### Appendix 1: List of People Interviewed

	Name	Organisation	Position	Location	CPO Focus
1.	Gugsa Yimer Farice	ILO	Senior M&E specialist	Addis Ababa	All CPOs
2.	George Okutho	ILO	Director	Addis Ababa	ETH 126/SOM 101
3.	Kidist Chala	ILO	Programme Officer	Addis Ababa	ETH 126/SOM 101
4.	Elleni Haddis	ILO	PO-Regional Programming Unit	Addis Ababa	ALL CPOs
5.	Makda Getachew	ILO	PO-Regional Programming Unit	Addis Ababa	ALL CPOs
6.	Cynthia S. Olonjuwon	ILO	Chief of Regional Programming Unit	Addis Ababa	ALL CPOs
7.	Luca Fedi	ILO	Crisis Specialist	Addis Ababa	RAF 107
8.	Ms Claudia Coenjaerts	ILO	Deputy Regional Director/Mgt Admin & Operations	Addis Ababa	All CPOs
9.	M. Kees Van der Rees	ILO	Coordinator, Green Jobs Programme, EMP/ENT	Geneva	MUS 101
10.	M. Christian Ntsay	ILO	Director-CO Antananarivo	Antananarivo	MUS 101
11.	Nombana S. Razafinisoa	ILO	PO- CO Antananarivo	Antananarivo	MUS101
12.	Ms. Belinda Chanda	ILO	PO, CO Lusaka	Lusaka	ZMB126
13.	Ms. Naomy Lintini	ILO	PO, CO Lusaka	Lusaka	ZMB126
14.	Joni Musabayana	ILO	Deputy Director, CO/DWT Pretoria	Pretoria	ZAF 102, NAM126, ZAF102, SHA103
15.	Sipho Ndlovu	ILO	Senior Programme Officer	Pretoria	SHA 103
16.	Andreas Klemmer	ILO	Senior E.Dvt Specialist DWT	Pretoria	SHA 103
17.	Michael Mwasikakata	ILO	Employment/Labour Mkt Specialist	Pretoria	NAM 126
18.	Karl Pfeffer	ILO	Associate Expert	Pretoria	NAM 126
19.	Sindile Moitse	ILO	Programme Officer	Pretoria	ZAF 102
20.	Daniel Joloba	Ent. Uganda	--	Kampala	UGA 128
21.	Mr. Ian Macun	Dept of Labour	Director-Collective Bargaining	Pretoria	ZAF102
22.	Mr. Rudi Dicks	NALEDI	Research Arm of COASATU	Johannesburg	ZAF 102
23.	Mr Peter Buwembo	Stats-SA	Executive Manager	Pretoria	ZAF 102
24.	Paul Crook	ILO	CTA,	Nairobi	SOM 101
25.	Angela Atsiaya	ILO	PO-Somalia	Nairobi	SOM101
26.	Abdelmalik Jama	ILO	PO, Puntland	Nairobi	SOM 101
27.	Abdi Issack	ILO	PO, Mogadishu	Nairobi	SOM 101
28.	Mohammed Hassan	ILO	PO, Somaliland	Nairobi	SOM 101
29.	Claude Loiselle	ILO	OSH Specialist	Geneva	SOM 101
30.	Marek Harsdorff	ILO	Economist, Green Jobs Programme, EMP/ENT	Geneva	MUS 101
31.	Ms. Roshini Brizmohun	---	Consultant for the Green Jobs Project	Antananarivo	MUS 101
32.	M. Sharma Sukon	---	Consultant - Co-coordinator of WGDEOL-ADEA	Antananarivo	MUS 101
33.	Mondo Kyateka	--	Asst. Commissioner Youth-MGLSD	Kampala	UGA 128
34.	Stephen Opio	--	NPC, UN JPP- ILO	Kampala	UGA 128
35.	Milton Turyasiima	MOL	Principle Labour Officer- MGLSD	Kampala	UGA 128
36.	William Mugerwa	---	Private Consultant	Kampala	UGA 128
37.	Mr. Opio Douglas	FUE	Research and Policy Officer	Kampala	UGA 128

## Appendix 2: Criteria for RBSA funding

- (i) All RBSA funding shall be spent on countries and activities that are eligible for Official Development Assistance (ODA) according to OECD standards.
- (ii) RBSA allocations shall be broadly guided by the RBSA resource framework specifying distribution across strategic objectives and regions found in the programme and budget.
- (iii) Outcome-based work plans (OBWs) provide the framework for RBSA allocations. In principle, RBSA funding is used for achieving a limited number of prioritized (a) Country Programme Outcomes (CPOs) in Decent Work Country Programmes; and (b) Global Products (GPs). CPOs identified as targets for the biennium will normally have priority.
- (iv) In line with the principles of results-based management, CPOs shall be supported by a results framework as reflected in DWCP documents and/or summarized in IRIS SM/IP. GPs shall be supported by expanded strategies of OBWs and shall specify outputs leading to reportable contributions to knowledge, standards and/or capacity building of governments, employers' and workers' organizations in ODA eligible countries. This information along with total resource requirements and resource gaps for each CPO and GP shall be reflected in IRIS SM/IP and will constitute the basis of appraisals.
- (v) RBSA shall be used to fund outputs within the prioritized CPOs and GPs complementing other sources of funds including XBTC. RBSA may be used on a fee-for-service basis for inputs from both headquarters technical programmes and Decent Work teams in the regions contributing to the achievement of prioritized CPOs and the delivery of GPs.
- (vi) In the context of the integrated resource framework, use of RBSA should lead to the achievement of visible and concrete results. A sustained and high level of delivery shall be ensured.

## Appendix 3: Terms of Reference

### **“Independent thematic evaluation of RBSA support to Country Programme Outcomes concerning promotion of employment in Ethiopia, Namibia, Zambia, Uganda, Mauritius, Southern Africa Sub Region, Somalia, South Africa and Africa Region”**

**November - December 2012**

#### **1. INTRODUCTION**

##### **1.1 Introduction**

In the 2010-11 biennium, the ILO allocated flexible funding to the amount of USD 5,947,921 from the Regular Budget Supplementary Account (RBSA) to employment promotion in the African region distributed across 19 country programme outcomes (CPOs), 1 regional outcome and 1 sub-regional outcome (*See annex for the full list*). Several of these CPOs are linked to specific projects and are thus evaluated within the framework of the projects. The following ten CPOs, which have not been or will not be evaluated along with projects, have been selected for this independent thematic evaluation of RBSA support.

<b>CPO</b>	<b>Office</b>	<b>Amount</b>	<b>P&amp;B Outcome</b>	<b>Approval Date</b>
<b>ETH126: Enhanced capacity of constituents to develop and implement gender sensitive policies and programmes focused on productive employment and poverty reduction</b>	CO- Addis	218,000 -	1	February 2011
<b>NAM126: Employment Policy developed and employment mainstreamed in the national development frameworks</b>	DWT/CO- Pretoria	90,000	1	July 2011
<b>ZMB126: Employment and decent work mainstreamed in Macro Economic Frameworks and related policies reviewed</b>	CO-Lusaka	150,000 (SME)	3	Jan-11
<b>ZMB129: Enhanced employment and self employment opportunities for people with disabilities through access to skills development</b>	CO-Lusaka	79,000	2	Jul-11
<b>SOM101: Access to productive employment, decent work and income opportunities for Peace and Stability</b>	CO- Addis	268,823	1	Jan-11
<b>MUS101: Decent and quality employment opportunities for Small and Medium Enterprises (SMEs) created</b>	CO-Tana	130,000	3	Feb-11
<b>RAF107: Constituents in the Horn of Africa, in West Africa and in North Africa realize social justice, peace and stability by addressing underlying causes of conflicts</b>	RO-Africa	324,268	1	Feb-11
<b>UAG128: Young men's and women's entrepreneurship for self employment and productivity increased</b>	CO-Dar es Salaam	95,800	3	Jan-11
<b>SHA103: Strengthened of policy level stakeholders in Southern Africa to conceptualize social enterprise development in the context of employment promotion.</b>	DWT/CO- Pretoria	264,000	1	Feb-11
<b>ZAF102: Promoting responsible and sustainable enterprises</b>	DWT/CO- Pretoria	127,781	3	Jul-11

The full text and description of these CPOs will be made available to the consultant along with a breakdown of expenditure per outcome (PDMs). In line with the ILO's policy for evaluations, an independent evaluation will take place from November to December 2012 of the support provided by the RBSA to the above-mentioned CPOs.

##### **1.2 Background**

The Regular Budget Supplementary Account (RBSA) was introduced by the ILO to allow donors to channel voluntary contributions to increase the Office's capacity to deliver on the priorities set out in the ILO Programme and Budget, in particular the implementation of Decent Work Country Programmes (DWCPs) through the realisation of Country Programme Outcomes (CPOs). RBSA resources are allocated to ODA-eligible countries and are covered by all the means of oversight and governance of the ILO's Regular Budget in terms of implementation and reporting.

RBSA is used to address the highest priorities of the ILO to achieve the decent work agenda. It is the flexibility of RBSA and the opportunity to complement and leverage other resources through RBSA that makes it such an essential component of the ILO's resource mix. In 2011, the ILO received total contributions to the RBSA worth 53.8 million.

Employment promotion is among the four interdependent and mutually reinforcing strategic pillars of the decent work agenda. In the 2010-11 period, Africa's regional priority was realizing labour market opportunities to create more and better jobs for women and men.<sup>12</sup> In this period, ILO's employment promotion strategy was guided by the Global Employment Agenda (GEA) which includes three outcomes: i) coordinated and coherent policies to generate inclusive job rich growth; ii) skills development policies to increase the employability of workers, the competitiveness of enterprises and the inclusiveness of growth; and iii) policies and programmes to promote sustainable enterprises and entrepreneurship. The strategy of the employment strategic objective of the 2010-11 Programme and Budget contains the development of a comprehensive approach to knowledge management, including an integrated cycle of research, knowledge sharing and networking with external partners for policy advocacy, technical cooperation, and monitoring and impact assessment. At the centre of the strategy has been the need for all countries to promote employment by creating sustainable institutional and economic environments that simultaneously address the needs of individuals, enterprises and societies as specified in the Social Justice Declaration. The Declaration reaffirms the importance of the mission of member States and the ILO to place full and productive employment at the centre of economic and social policies. The Decent Work Agenda for Africa (DWAA), which guides ILO's work in the region, also has significant focus on the employment strategic objective. Under the theme of full and productive employment and enterprise development, the DWAA has articulated four specific objectives in the areas of i) Mainstreaming policies for employment-rich growth and sustainable enterprises in development strategies, ii) Conducive environment for the development of African enterprises, iii) Decent work for young people, iv) Skills development and employability and v) Accelerated creation of decent work opportunities in countries emerging from crisis.

### 1.3 Evaluation

In line with ILO's policy for evaluation, it is proposed that an independent evaluation is conducted to assess the achievements obtained through the support of RBSA to CPOs in the African Region concerning the promotion productive employment. More specifically, the evaluation, which will be conducted by an external collaborator/evaluator, will cover 10 CPOs in six countries (Ethiopia, Namibia, South Africa Zambia, Mauritius, and Somalia), one regional outcome and one sub regional outcome for the Southern African sub region.

The evaluation will be thematic in scope and will cover RBSA allocated for the 2010-11 biennium.

The specific objectives of the evaluation are:

1. Assess the contribution of the RBSA fund to achieve the biennium CPO targets;
2. Review the appropriateness and adequacy of the design
3. Assess and highlight progress and achievements obtained with the support of RBSA to the respective CPOs, in terms of relevance, effectiveness, efficiency and sustainability of the strategies, outputs and outcomes, partnerships;
4. Assess the factors that affected the progress and achievements obtained;
5. Identify the major challenges, weaknesses, and strengths;
6. Highlight problems encountered and constraints faced;
7. Identify main lessons from the support of RBSA to the respective CPOs;
8. Provide recommendations for the future support of RBSA to the CPOs addressing promotion of employment;

Whereas the evaluation would specifically address progress and achievements obtained with the support of RBSA, the evaluation would also consider the totality of work undertaken to achieve the CPOs, including with sources of funding other than RBSA.

In particular, the evaluation will cover the following questions:

#### **Design**

- The adequacy of the planning/CPO selection process.
- What internal and external factors were considered when selecting these ten CPOs for RBSA funding? Criteria for selection of the 10 CPOs
- The extent to which planned objectives/outcomes were realistic considering the cost, human resources and time available and required;
- The extent to which planned activities and outputs could logically and realistically be expected to meet desired objectives/outcomes.

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

- The contribution of the CPOs to the ILO's policy frameworks (Strategic Policy Framework, Programme and Budget, Decent Work agenda for Africa, Decent Work Country Programmes);
- How well the CPOs complemented and fit with other ongoing ILO programmes and projects in the countries;
- The extent to which the planned outcomes have been able to influence national, sub regional and regional policy agendas on employment promotion.
- Assess whether the RBSA funded outputs are relevant to the outcome

#### **Effectiveness**

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<sup>12</sup> Programme and Budget 2010-11.

- To what extent have the ten CPOs and related outputs been achieved or are they likely to be achieved?
- To what extent the RBSA fund helpful to achieve the biennium CPO targets
- Were outputs produced and delivered as per the work plans/milestones?
- Have the quantity and quality of these outputs been satisfactory?
- How do the stakeholders perceive them?
- Can the RBSA funded outputs be credibly linked to the achievement of the outcome?
- More specifically, the following questions need to be given particular emphasis:
  - o Assess to what extent the interventions have influenced ILO's tripartite constituents in the area of employment promotion. Have constituents been involved in the implementation of activities?
  - o Assess how planned outcomes/outputs, and the implementation of activities, have addressed gender equality concerns.

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

- Assess the effectiveness of the funding modality (RBSA) for the achievement of intended outcomes;
- Assess the quality and timeliness of delivery on allocated resources;
- To what extent have resources (financial, human, institutional and technical) been allocated strategically;
- Are the activities/outputs in line with the schedule of activities/outputs/milestones as defined by the country office and work plans?
- Are the disbursements and expenditures in line with budgetary plans? If not, what were the bottlenecks encountered?

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

- Assess the effectiveness of work arrangements.
- Has there been a clear understanding of the roles and responsibilities of all parties involved?
- Assess the process of planning, approving and monitoring RBSA
- Assess the adequacy of management and technical and administrative backstopping;
- How effectively did the field offices concerned monitor the CPOs? Has relevant information systematically been collected and collated? How have the offices utilised the IRIS system for planning and monitoring the CPOs? Are all relevant stakeholders (HQ, RO, DWTs, COs) involved in an appropriate and sufficient manner?
- To what extent did the work arrangements and RBSA management allow response to changing circumstances and emerging needs?

#### ***Sustainability***

- In view of the above, how likely are achievements on the CPOs to be sustainable?
- To what extent were sustainability considerations taken into account in the identification and design of outcomes/outputs?
- To what extent were sustainability considerations taken into account during the execution of activities?
- In what way has the ILO been able to develop sustainable national, sub regional and regional capacities in employment promotion area using RBSA funding? Has the capacity of implementing partners been sufficiently strengthened to ensure sustainability of achievements?

#### ***Lessons learned and recommendations***

- Which good practices and lessons can be drawn from the implementation of the CPOs that could be applied in future cycle of RBSA funding?
- What should have been different, and should be avoided in the future cycles?
- What are the relevant recommendations to be considered in view of all points raised up above?

## **2. METHODOLOGY**

The evaluation will be carried out through a combination of desk review, interviews by telephone/Skype with key ILO staff and stakeholders in ILO headquarters and field offices in Africa, and field visits to Ethiopia, South Africa and Kenya<sup>13</sup> for consultations with ILO's regional management, staff and constituents as well as other key stakeholders. Additional consultations may be decided by the evaluation manager. The independent evaluator will review inputs by all ILO and non-ILO stakeholders involved in the implementation of the CPOs. The draft evaluation report will be shared with a selected group of key stakeholders with a request for comments within a specified time frame.

### **2.1 Desk review**

A desk review will analyse CPOs and other documentation provided by the evaluation manager. The desk review will lead to a number of initial findings that in turn may point to additional or fine-tuned evaluation questions. This will guide the final evaluation instrument, which should be finalised in consultation with the evaluation manager. The evaluator will review the documents before conducting any interviews. The desk review is expected to encompass, but will not be restricted to:

- Documents related specifically to the CPOs in question and activities undertaken with support from RBSA under these CPOs. This will include:
  - o Texts of approved CPOs
  - o Programme Decision Minutes (concerning allocation of funding)

<sup>13</sup> Ethiopia is included in order to facilitate in-depth interviews with the Regional Office for Africa for all CPOs concerned as well as for the Regional Outcome of RAF107. In addition, the consultant will be able to liaise with CO-Addis concerning ETH126 and SOM101. South Africa was selected for field visit to enable the consultant to hold relevant interviews with the Pretoria DWT which provides technical backstopping to all countries concerned in this evaluation. South Africa was also selected to allow assessment of the sub regional outcome SHA103 as well as ZAF102 and NAM126. Kenya was selected to enable the consultant to evaluate the RBSA allocation for Somalia, which is the highest allocation among the ten CPOs. This selection of countries (offices) to be visited ensures that the field visits cover at least one outcome from one of the three P&B outcomes concerned as well as at least one outcome at country level, regional level and sub-regional level.

- Technical reports
  - RBSA Guidelines/IGDS (internal governance documents)
  - Programme and Budget for 2010-11
  - Programme Implementation Report
  - Decent Work Agenda in Africa
  - Decent Work Country Programme
- Relevant national, regional and global policy documents related to the strategic objective of employment promotion.

## 2.2 Interviews

The external collaborator will undertake interviews through telephone/Skype with relevant ILO staff at headquarters, in particular the Employment Department, and with ILO staff in relevant DWTs and COs in the African Region. The external collaborator will also undertake interviews with ILO staff, constituents and stakeholders during field. The list of interviews will include, but not be restricted to:

- ILO Headquarters
  - EMP/Skills (Skills and Employability Department)
  - EMP/CEPOL (Country Employment Policy)
  - EMP/SEED (Boosting Employment through Small Enterprise Development)
  - EMP/Enterprise (Job Creation and Enterprise Development Department)
  - ILO/Crisis (ILO Programme on Crisis Response and Reconstruction)
- ILO Regional Office for Africa
  - Regional Office Management
  - Regional Office Programming Unit
  - Employers' and Workers' Specialists
  - Gender Specialist
  - Reintegration and Recovery Specialist
- ILO Decent Work Support Teams (DWTs) in Pretoria
  - DWT Management
  - Employment Policy Specialist
  - Enterprise Specialist
  - Skills Development Specialist
  - Programming Unit
- ILO Country Offices (Cos) in Addis, Nairobi, Pretoria, Dar es Salaam
  - CO Management
  - Programme Officers
- Constituents in Ethiopia and South Africa during field visits. Additional constituents from remote as required and in consultation with evaluation manager.
- Other stakeholders as required and in consultation with evaluation manager.

## 2.3 Main outputs

The external collaborator shall prepare the following three outputs in the course of executing his/her assignment:

1. An evaluation summary according to the ILO's template for summaries of independent evaluation reports (to be provided by the evaluation manager);
2. Draft evaluation report;
3. Final evaluation report incorporating comments provided by key stakeholders (comments to be compiled by evaluation manager).

The evaluation report shall be presented as per the proposed structure in the ILO evaluation guidelines:

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

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

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

### 3.1 Evaluator

The evaluation shall be conducted by an external independent collaborator/evaluator responsible for conducting a participatory and inclusive evaluation process. The external collaborator shall produce the evaluation outputs listed above based on the methodology outlined above.

### 3.2 Evaluation manager

The external collaborator will report to an evaluation manager in the ILO's Regional Office for Africa (Ms. Makda Getachew, getachew@ilo.org) and should discuss any technical and methodological matters with the evaluation manager should issues arise. The evaluation will be carried out with full logistical and administrative support of the Regional Office for Africa and relevant field offices.

### 3.3 Work plan and time frame

The evaluation process is estimated to commence on 5<sup>th</sup> November and will end on 13<sup>th</sup> of December. The independent consultant will spend at least nine working days on field visits. A first draft of the evaluation report shall be submitted by the external collaborator to the Evaluation Manager no later than 30<sup>th</sup> November 2012.

The Evaluation Manager, in consultation with relevant stakeholders, will review the draft and submit any comments to the external evaluator by 10 December 2012.

The final report, with comments integrated will be submitted to the Evaluation Manager no later than 13<sup>th</sup> December 2012.

The following work flow breakdown is envisaged for the evaluation process:

Item	No of working days
Document review	4 days
Consultations and interviews	4 days
Field visits	9 days
Write-up draft report	5 days
Final report submission	2 days
<b>TOTAL</b>	<b>24 days</b>

### 3.4 Evaluation process

The evaluation process is foreseen to cover the following steps and time period. Final submission of the evaluation report to the Regional Office for Africa should take place no later than 23<sup>rd</sup> November 2012.

Steps	Tasks	Responsible Person	Timing
I	<ul style="list-style-type: none"> <li>Preparation of TORs, consultation with relevant partners and staff</li> </ul>	Evaluation manager	
II	<ul style="list-style-type: none"> <li>Identification of independent international evaluator</li> <li>Creating contract and preparation of budgets and logistics</li> </ul>	Evaluation manager	
III	<ul style="list-style-type: none"> <li>Telephone briefing with evaluation manager</li> <li>Desk review of relevant documents</li> <li>Evaluation instrument designed based on desk review</li> </ul>	Evaluator	5 -8 November
IV	<ul style="list-style-type: none"> <li>Field visits - Consultations with constituents and other key stakeholders in the field</li> </ul>		12 and 13 November – Addis 15 and 16 November – Pretoria 19/20 November - field visit in Nairobi
IV	<ul style="list-style-type: none"> <li>Consultations with key ILO staff in ILO Headquarters and field offices (telephone/Skype)</li> </ul>		20-24 Nov
V	<ul style="list-style-type: none"> <li>Draft evaluation report based on desk review and consultations from field visits</li> </ul>	Evaluator	26 - 30 (, draft should be submitted by 30th of November)
VI	<ul style="list-style-type: none"> <li>Circulate draft evaluation report to key stakeholders</li> <li>Consolidate comments and share with evaluator</li> </ul>	Evaluation manager	3 Dec – 10 Dec November. (comments will be shared with evaluator by 10 Dec)
VII	<ul style="list-style-type: none"> <li>Finalize the report including explanations if comments were not included</li> </ul>	Evaluator	11 and 12 December
IX	<ul style="list-style-type: none"> <li>Official submission of evaluation report to ROAF management and HQ</li> </ul>	Evaluator	13 December
VIII	<ul style="list-style-type: none"> <li>Approval of report by EVAL</li> </ul>	EVAL	

### 3.5 Qualifications of external collaborator



The external collaborator is expected to have the following qualifications:

- At least a Master's Degree in Business Management, Economics or related graduate qualification;
- A minimum of 10 years' experience in evaluating international development interventions in the area of labour and employment;
- Proven experience with logical framework approaches and other strategic planning approaches, M&E methods and approaches (including quantitative, qualitative and participatory), information analysis and report writing;
- Experience in evaluating organisational strategies;
- Acquaintance with ILO's Decent Work mandate and familiarity with ILO processes and working methods;
- Knowledge and experience of the UN System;
- Excellent communication and interview skills in English ;
- Excellent report writing skills;
- Understanding of the development context of Africa would be a clear advantage.

**Annex: 2010-11 RBSA Allocation for Employment CPOs in Africa**

<b>P&amp;B Outcome</b>	<b>CPO</b>	<b>RBSA Amount</b>	<b>Approval Date</b>
Outcome 1	SOM101	268823	Jan-11
	RAF107	324,268	Feb-11
	SHA103	264,000	Feb-11
	ETH126	218,000	Feb-11
	SLE103	250,000	Mar-11
	NAM126	90,000	Jul-11
	BDI101	200,000	Jul-11
	CMR104	75,000	Feb-11
	<i>Sub-Total</i>	<b>1,690,091</b>	
Outcome 2	ZWE103	256,067	Jan-11
	KEN126	256,067	Feb-11
	ZMB129	79,000	Jul-11
	<i>Sub-Total</i>	<b>591,134</b>	
Outcome 3	SAD152	500,000	Jan-11
	ETH128(WEDGE)	147,400	Jan-11
	ZMB126(WEDGE)	111,200	Jan-11
	UGA128	95,800	Jan-11
	TZA102	97,800	Jan-11
	KEN130	97,800	Jan-11
	MUS101	130,000	Feb-11
	ETH128(SFP)	80,000	Jan-11
	ZMB126(SME)	150,000	Jan-11
	ZAF102	127,781	Jul-11
	<i>Sub-Total</i>	<b>1,537,781</b>	
	Total	5,947,921	

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