



International Labour Organization

iTrack

Evaluation

# ILO EVALUATION

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**This evaluation has been conducted according to ILO's evaluation policies and procedures. It has not been professionally edited, but has undergone quality control by the ILO Evaluation Unit.**

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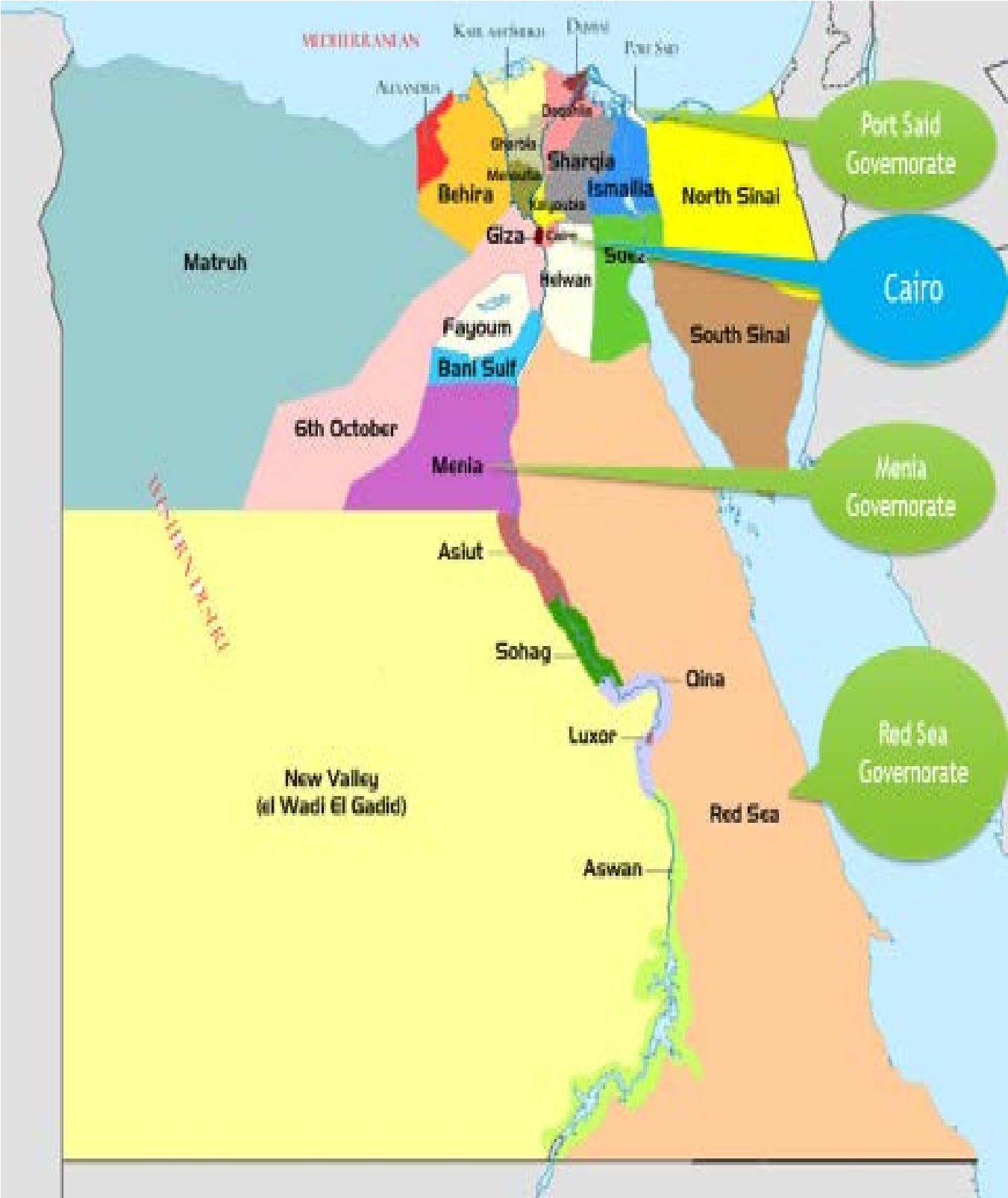
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Figure 1: Project Areas



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This Independent External Mid-Term Evaluation of the “*Decent Jobs for Egypt’s Young People (DJEP): Tackling the Challenge Together*” was prepared by **Stanley Karuga** – as the International Consultant and **Taissir Hosam El-din**- as the National Consultant.

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Although the Mission Team made every effort to interpret and reflect as accurately as possible the data and information provided by the various respondents, views expressed in this report should be taken as those of the authors and not any of the respondents. Any error of commission or omission that may be found in the report remain entirely the responsibility of the authors.

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## LIST OF ACRONYMS & ABBREVIATIONS

AA	Administrative Assistant
ALMPs	Active Labour Market Policies
BDS	Business Development Services
CAPMAS	Central Agency for Public Mobilization and Statistics
CBD	Community-Based Development
CDN\$	Canadian Dollar
CIDA	Canadian International Development Agency
CO	Country Office
COP	Code of Practice
CSOs	Civil Society Organization
CTA	Chief Technical Advisor
DFATD	Department of Foreign Affairs Trade and Development Canada
DJEP	Decent Jobs for Egypt's Young People
DWCP	Decent Work Country Programme
DWT	Decent Work Team
EMP/ELM	ILO Economic and Labour Market Analysis Department
EMP/ENTERPRISE	ILO Job Creation and Enterprise Development Department
EMP/POLICY	ILO Employment Policies Department
EMP/SKILLS	ILO Skills and Employability Department
ETCP	Egyptian Technical Colleges Programme
ETF	European Training Foundation
EU	European Union
FGDs	Focused Group Discussions
GET AHEAD	Get Ahead for Women in Enterprise
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit GmbH
GoE	Government of Egypt
GFPs	Governorate Focal Points
GYBI	Generate Your Own Business Idea
ICT	Information and Communication Technology
ILO	International Labour Organization
IOE	International Employers Organization
IOM	International Organization for Migration
IRIS	Integrated Resource Information System
ITUC	International Trade Union Confederation
JNPO	Joint National Project Office
JSCs	Job-Search-Clubs
KAB	Know About Business
KPIs	Key Performance Indicators
KSAs	Knowledge, Skills & Attitudes
LPOs	Local Project Officers (Project Focal Points)
M&E	Monitoring & Evaluation
MDGF	Millennium Development Goal Achievement Fund
MDGs	Millennium Development Goals
MoA	Ministry of Agriculture
MoCIT	Ministry of Communication and Information Technology
MoE	Ministry of Education
MoFA	Ministry of Foreign Affairs
MoI&T	Ministry of Industry and Trade
MoLD	Ministry of Local Development
MoMM	Ministry of Manpower and Migration
MoPMAR	Ministry of Planning, Monitoring & Administrative Reform
MoSEA	Ministry of State for Environmental Affairs
MoSS	Ministry of Social Solidarity
MoT	Ministry of Tourism
MoTE	Ministry of Technical Education
MOU	Memorandum of Understanding
MoY	Ministry of Youth
MSMs	Micro, Small and Medium-Enterprises
NAP	National Action Plan
NAPYE	National Action Plan for Youth Employment



NATO	North Atlantic Treaty Organization
NCW	National Council for Women
NCY	National Council for Youth
NGOs	Non-Governmental Organizations
NPC	National Project Coordinator
NPTE	National Plan for Training for Employment
NSAC	National Steering & Advisory Committee
PA	Project Assistant
PEP	Public Employment Programme
PM	Project Manager
PMF	Project Monitoring Framework
PMT	Project Management Team
PMU	Project Management Unit
PRODoc	Project Document
PVTD	Productive and Vocational Training Department
PWDs	People With Disabilities
RAP	Regional Action Plan
RBM	Results-Based Management
ROAF	Regional Office for Africa
RSC	Regional Steering Committee
SDGs	Sustainable Development Goals
SFD	Social Fund for Development
SIYB	Start and Improve Your Business
SMART	Specific, Measurable, Attributable, Realistic and Time-bound
SME	Small and Medium Enterprises
SYWRB	Start Your Waste Recycling Business
TCPR	Technical Cooperation Progress Report
TEC	Training and Employment Coordinator
TFE	Training for Employment
TORs	Terms of Reference
TOTs	Trainers of Trainers
TU	Technical Unit
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNDSS	United Nations Department for Safety and Security
UNEP	United Nations Environment Programme
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNIDO	United Nations Industrial Development Organization
US\$	United States Dollar
USAID	United States Agency for International Development
VCD	Value Chain Development
VTCs	Vocational Training Centres
YEF	Youth Employment Forum
YEP	Youth Employment Promotion
YEUUs	Youth Employment Units

### 1.0 BACKGROUND AND CONTEXT

Egypt, with an estimated one quarter of her population aged between 18 and 29 years, has been experiencing a marked and growing “youth bulge” in its population structure in recent years. With the growth rate of job opportunities trailing significantly behind the growth rate of population seeking jobs, unemployment is increasing at an unsustainable rate and is now worryingly high. As a result of the high underemployment and unemployment rates among the youth, poverty among this cohort of the population in Egypt is high and increasing. The CAPMAS Report (November 2013) estimated that about 27.8% of Egypt’s youth are suffering from poverty, while 24.1% are near the poverty line. It was against the backdrop of high youth unemployment that the “Decent Jobs for Egypt’s Young People - Tackling the Challenge Together” (DJEP) project was launched on 24<sup>th</sup> March 2011 jointly by the Government of Egypt (GoE), the ILO and the Department of Foreign Affairs Trade and Development Canada (DFATD).

#### 1.1: Present Situation of the Project

The project is a five (5) year development initiative - whose “Grant Arrangement Agreement” was signed on 24<sup>th</sup> March 2011 between GoE, DFATD and the ILO and scheduled to run from 1<sup>st</sup> April 2011 to 31<sup>st</sup> March 2016. The project, which has so far been under implementation for the last 4 years and 5 months or about 88.3% of the planned timeline, was funded by DFATD with a total budget of CDN\$ 10 million and with an expected additional in-kind contribution from GoE’s Social Fund amounting equivalent to US\$ 5.3 million.

#### 1.2: Project Objective, Intervention Logic and Anticipated Intermediate Outcomes

The project aims at *“increasing decent employment opportunities for young men and women, especially vulnerable groups”* by *“putting GoE, actors at the regional and local level, civil society partners, the private sector and young people in a better position to create and access decent work opportunities”*. Its intervention logic is based on capacity building of GoE, MoMM and other key stakeholders for the implementation of the National Action Plan (NAP) for youth employment; building partnerships for empowerment and improved implementation capacity at the regional and local levels; promoting youth employment by matching supply and demand – all within the broader social economy, gender equality, green economy and community-based approaches. Its three (3) anticipated intermediate outcomes include: (i) **Intermediate outcome 1:** “Improved performance of the GoE, MoMM and other NAP stakeholders in the implementation of the NAPYE and the designing and implementation of youth employment related programmes and policies including addressing women’s employment challenges”. (ii) **Intermediate outcome 2:** “Improved performance of regional and local stakeholders and partners (public, private and civil) in delivering relevant services linked to youth employment in the three selected Governorates including addressing women’s employment challenges”; and (iii) **Intermediate outcome 3:** “Improved performance of the labour market in the three selected Governorates.

#### 1.3: Project Organization and Management Structure

While the ILO Director (Cairo Office) is responsible for the overall project, the day to day management and implementation of project activities is under the responsibility of a small ILO Project Management Unit (PMU). The PMU currently comprise sixteen (16) members of staff who are distributed across the two main administrative units of the project, namely - the Joint National Project Office (JNPO) which is a national unit located in Cairo, and three (3) regional units or Project Focal Point (PFP) which are located in Minya, Port Said and Red Sea Governorates. In addition to the ILO Director/DWT for North Africa in Cairo – who is the Team Leader, project implementation staff at the JNPO level comprise; the Chief Technical Advisor (1); Training Coordinator – Enterprise Component (1); Training and Employment Coordinator – Skills and Employment Component (1); National Project Coordinator (1); Senior Programme Assistant (1); Programme Assistant (1); Administrative Assistants (2); and a driver (1). Project staff at the regional level (GFP) comprise three (3) focal point persons – one for each governorate; and three (3) drivers.

## **1.4: Purpose, Scope and Clients of the Evaluation**

The purpose of the evaluation is to give an independent assessment of progress to date of the project across the major outcomes; assessing performance as per the foreseen targets and indicators of achievement at output and outcome levels; strategies and implementation modalities chosen; partnership arrangements; constraints and opportunities; and to provide strategic and operational recommendations as well as highlight successful interventions for scaling-up, and lessons to improve performance and delivery of project results. The main clients of the evaluation comprise the ILO/DJEP management team; the ILO/DWT (CO Cairo); relevant ILO/HQ Departments; the Regional Office for Africa; DFATD; and key national partners.

## **2.0 APPROACH AND METHODOLOGY**

The evaluation was based on a participatory approach involving interviews with a wide range of selected key stakeholders and also taking into account the need for adequate gender representation. The evaluation methodology, which applied both quantitative and qualitative analysis, used four (4) main research instruments: (i) Desk review of a wide range of relevant documents; (ii) Field interviews based on “One-on-one” and/or focused group discussions with relevant staff in the ILO (Cairo Office); relevant national stakeholders in Cairo; and a wide range of regional stakeholders in Minya, Port Said and Red Sea Governorates including intermediate and ultimate beneficiaries. (iii) Independent observations by the Mission Team; and (iv) Responses by project management staff during the de-briefing session which was held at the end of field visits.

## **3.0 MAIN FINDINGS**

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

The Mission firmly concludes that the objective, planned activities and outputs, as well as the anticipated outcomes of the project are not only significantly relevant, but also strategically in line with the socio-economic development needs and aspirations of a wide range of stakeholders. However, the potential for its relevance to contribute to broad-based stakeholder “buy-in”, ownership, support and participation was being undermined a number of factors external and internal to the project. Key among the external factors include the socio-political instability and insecurity situations which characterized the country particularly during the 2011-2013 period following the first and second revolution; weak institutional capacity of key national partners and local organizations; high turnover of key relevant government staff including frequent reshuffle of Cabinet Ministers –especially in the case of the MoMM, and also in the case of governors; weak coordination and poor cooperation culture among key national institutions. An important internal factor is the lack of effective strategies relating to knowledge management, information sharing and dissemination; as well as communication on the part of the project.

### **3.2 Validity of Project Design**

The Mission also concludes that the design of the project was fairly coherent and logical based on a number criteria including: (i) relevance and adequacy of foundational information base upon which the project was conceptualized and designed; (ii) efficacy of the multi-dimensional development model adopted and applied; (iii) appropriateness and adequacy of intervention-mix and plausibility of causal linkage with overall project objective, outputs and outcomes; (iv) strategy for mainstreaming of gender equity and social safeguards for vulnerable groups; (v) clarity of definition of performance indicators; (vi) sustainability strategy; (vii) systems for risk analysis and assessment. However, coherence and logic of project design was found to have been relatively weak from the point of view of a number of factors: (i) extent of stakeholder consultations – which from field-level observations seems to have been inadequate; (ii) planned project timeline – which was inadequate considering the complexity of the project – especially in terms of its multidimensional nature involving a wide range of interventions; the large number and diversity of stakeholders; and the geographical coverage, and the long term nature of impact for some of the interventions; (iii) the inordinately large number of indicators of achievement and target indicators that were to be monitored; (iv) inadequate staffing and/or

provision for key relevant expertise right at the design stage e.g. in the area of agribusiness, knowledge management, monitoring and evaluation; (v) lack of clear knowledge management and exit strategies right from the start.

### **3.3 Project Performance and Effectiveness**

Despite facing the above mentioned challenges, the project made notable strides towards impact. While more details are provided later in this report, key among the achievements related to: (i) Institutional strengthening of MoMM and other government partner institutions; (ii) Supporting the establishment of local MSME business initiatives; (iii) Entrepreneurship training and development of end-user beneficiaries; and (iv) Employment creation.

### **3.4 Effectiveness of Project Management Arrangement**

Project governance and management arrangement has been fairly effective in delivering to its objectives and anticipated outcomes – particularly because of four (4) main factors. Firstly, having an in-country CTA in Cairo which allowed for quick and easy reach by other project staff for first-level technical backstopping services; secondly, the proximity and accessibility of the ILO/DWTCO (Cairo) which provided quick and easy reach of the DWST for second-level technical backstopping services; thirdly, having quick and easy reach to the Director ILO CO (Cairo) which provided quick and easy reach to administrative backstopping services; and fourthly, having focal point persons at the governorate level which provided an effective interface between the project; and regional and local level stakeholders.

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

The 5-year timeline for project implementation was deemed by key informants to have been inadequate considering the challenges faced and the complexity of the project as discussed earlier. The Mission found project management staff to have been adequately qualified for the positions they respectively held, besides also being committed to project work. On financial resources, the project has so far utilized and/or committed about US\$ 7,918, 322.10 or about (79.2%) thereby remaining with US\$ 2,081,677.90 or about (20.8%) of the budget as unspent and/or committed to date. Overall, the project team considered the financial resources to have been adequate in light of the partnership approach applied where the PMU closely collaborated with other partners. While it was not possible to full “value for money audit” as such, the overall view of the Mission Team is that financial were resources utilized in fairly prudent and economical manner.

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

The Mission observed that the project was founded on fairly strong sustainability elements including but not limited to the relevance of interventions; the stakeholder participatory approach that was consistently embraced and applied during implementation; collaboration and cooperation with national institutions; capacity building and skills development of stakeholders at national, regional and local levels; building of networks and partnership with national and regional stakeholders. While the project had undertaken some impact tracer studies e.g. for KAB about one year into the implementation phase and another one in 2015, and also for work with NGOs in Minya, it has not moved far in this regard as the contract was put on hold by MoMM despite the project having started PES offices in 2014. As such there was inadequate data and information to enable the Mission make a comprehensive judgement on the socio-economic impacts associated with project activities this far. This notwithstanding, and as indicated below, there are reliable indications that the project’s strategy and activities are steering towards positive impact in the areas of (i) Employment generation; (ii) Capacity building; and (iii) Matching of labour supply and demand

## **4.0 OVERALL CONCLUSION**

Overall, project activities are progressing well and there are good prospects for impact through multiplier effects. However, full potential for impact and sustainability is unfortunately being undermined by internal

and external to the project. Challenges internal to the project include: (i) the lack of adequate and stakeholder sensitization and awareness of project activities – which has the potential to adversely affect broad-based “buy-in”, ownership and support; (ii) the lack of clear and coherent strategies for knowledge management, information sharing and dissemination strategy and also communication –which further exacerbates the aforementioned problem; and (iii) lack of strategic market access/linkage – oriented interventions to support the ill-equipped MSMEs. Challenges external to the project include but not limited to: (i) occasional political instability and insecurity situations; (ii) the high turnover of key government staff including Governors and other key government staff as well as reshuffle of Cabinet Ministers;; (iii) the continued weak capacity of key national, regional and local partners including the limited physical facilities at the governorate level; (iv) poor cooperation and collaboration culture and/or lack of sufficient political will among key implementing GoE partners; (v) disruptions caused by the frequent and sometimes far reaching policy changes including the recent unprecedented replacement of the NAPYE with the NPTE.

## 5.0 EMERGING LESSONS LEARNED

Some of the project’ good practices that can be applied in the next phase and/or in similar projects in future include: (i) The use of a *multidimensional and integrated approach* which is both effective in delivering on decent jobs creation and also replicable – though it requires adequate strategic thinking and forward planning due to its high demands in terms of the need for in-depth mapping of potential strategic partners at all levels; pre-identification for an effective framework for coordination and collaboration between, and among multiple stakeholders; pre-identification of the required range of project staff expertise to cater for the various needs of different sectors; and ultimately the need for adequate timeline for project preparation and design. (ii) use of *flexibility approaches* during implementation – in fluid socio-political and economic situations as was the case for Egypt; (iii) providing for *easy access to administrative and technical backstopping* support services by relevant ILO Offices. (iv) having a full time in-country presence of the CTA. Some of the things that should have been different or should be avoided in future include: (i) *Project design and planning*: Owing to its complexity especially in terms of the multiplicity of interventions, the number of target achievements, the range of stakeholders involved, the wide geographical scope and the fluid socio-economic and political environment that characterized the country, more time and strategic thinking should have been accorded to the design and planning of the project so as to lay the foundation for a clear, effective and efficient implementation framework particularly in light of the weak capacity of national partner institutions. (ii) *Realism in scoping of indicators of achievement and targets*: Project design should have avoided being too ambitious - especially in terms of monitorable indicators of achievement; (iii) *Choice of project target indicators of achievement*: The project should have avoided committing itself to target indicators that it neither had control over, nor ability to ascertain attribution to project activities. (iv) *Market access or linkages*: Building the capacity of MSMEs in undertaking market feasibility studies, market intelligence skills and also facilitating market access or linkages should have been strong elements of project design so as to complement other forms of capacity building as well as financing interventions. (v) *Communication strategy*: Being at the heart of good project management, an effective and efficient a well-thought communication strategy should have been in place right from the early stages of project implementation. (vi) *Project staffing*: Project design should have also provided the positions of both a Communication Officer and an M&E Officer. (vii) *Exit strategy*: An exit strategy for the project should have been in place to provide the project management team with a clear and strategic direction towards final exit and ultimate hand-over of project activities to local and national partners. (viii) *Monitoring and reporting systems and arrangements*: With such a complex project particularly in terms of the number of monitorable achievement and target indicators, and the multiplicity of users of project information, the project should have put in place an automated and integrated monitoring and evaluation system (e.g. a web-based system) instead of relying on the cumbersome, laborious and inefficient semi-manual M&E system; (ix) *Impact tracer surveys or studies*: In addition to the regular project monitoring of output indicators, impact tracer surveys or studies should have been conducted regularly (at least bi-annually) not just to inform the project team regarding whether progress was being made towards impact, but also to demonstrate to national and regional stakeholders, the financier and other potential donors about the impact of the project activities –which can play a vital role in stakeholder support and resource mobilization among other things.

## 6.0 KEY RECOMMENDATIONS

Based on the review of secondary data and information, field level interviews and independent observations by the Mission Team, the following are the key recommendations:

- 1. Revamp knowledge management, information sharing and dissemination strategies** to boost stakeholder “buy-in”, ownership and support of project activities for longer sustainability through: (i) *Consolidating, packaging and disseminating project information* in simplified and understandable language through various fora; (ii) *Introducing and regularizing quarterly stakeholder meetings under the auspices of YEP Forum* under the stewardship of MoMM or MoPMAR; (iii) *Conducting impact tracer surveys or studies* in consultation and collaboration with relevant agencies;
- 2. Undertake a study to assess capacity building interventions and develop a strategic framework** to inform the project on the most effective and efficient approaches;
- 3. Prioritize interventions** – by not putting too much emphasis on specific implementation of the NAPYE or the newly launched NAPTE policy framework, but instead by focusing on activities that have the potential to enhance the government’s ability in the formation and execution of employment policies and programmes and in labour market analysis, and also by giving priority to “*high impact*”; “*quicker results*”, and “*sustainable*” interventions that have potential for up-scaling in the remaining period;
- 4. Strengthen and streamline monitoring and reporting functions** through: (i) *Revising the PMF* - taking into account the need to have a realistic number of target indicators with clear timelines and the need to focus on priority areas of interventions as indicated above; (ii) *Facilitating the development and operationalization of an automated and integrated web-based M&E system*;
- 5. Prepare and operationalize a comprehensive communication strategy** for the project –to boost communication, knowledge, and information sharing and dissemination functions of the project;
- 6. Develop an exit strategy for the project** - to provide the project management team with a clear pathway towards exit and ultimate handover of project activities to local, regional and national partners at end of the project cycle;
- 7. Recruit additional staff under the current phase** as follows so as to boost the technical and human resources capacity of the project and enhance project implementation and achievements in the remaining period: (i) M&E Officer; (ii) Communication Officer – possibly to be cost-shared with relevant projects e.g. the ILO/Danida project for cost effectiveness; and (iii) Knowledge Management Expert – preferably on a short term basis;
- 8. Extend project timeline by three (3) years** beginning 1<sup>st</sup> April 2016 - 31<sup>st</sup> March 2019 to allow the project time to consolidate gains so far made and which seems to have picked up quite well from 2014<sup>1</sup>;
- 9. Recruit additional staff** - as follows to cater for additional human capacity needs **under the extended project phase** as soon as the extension is approved: (i) An **Agribusiness Officer** - to fill-up the current skills gap of the project management team and in light of increasing stakeholder interests in agribusiness-related support interventions in the old governorates (Minya and Port Said) and the inclusion of Aswan and Luxor) under be extended phase– with the officer catering for all governorates; (ii) one additional **Focal Point** staff - to operate from the Aswan governorate but catering for Luxor governorate as well; and (iii) one **Driver** – to support the additional Aswan-based focal point staff.

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<sup>1</sup>This fits perfectly with the proposed extension timeline under the forthcoming grant agreement proposal between the ILO and DAFTD

## 1.0 INTRODUCTION

### 1.1 Project Background and Context

Unemployment and underemployment remain some of the most challenging socio-economic problems globally, with developing countries- particularly in Africa being the most affected. The problem, which has the real potential to cause serious socio-political instability continues to be a major concern, not just for the national governments, but also development agencies especially the ILO which is the lead agency in decent work and employment promotion globally. With a relatively large and increasing youth population, Egypt is currently experiencing a marked “youth bulge<sup>2</sup>” and is one of the developing countries that has been facing serious underemployment and unemployment challenges in recent years. According to the Central Agency for Public Mobilization and Statistics (CAPMAS) – which is the Government agency responsible for reporting on national statistics, some 3.6 million out of an estimated labour force of about 27.6 million people are unemployed. In 2014, youth unemployment was recorded at about 29.0%, up from 23.7% in 2013. In the first quarter of 2015, overall unemployment stood at 12.8%. These unemployment rates are only at tip of the iceberg as many young people have to accept low productivity, low paid and insecure jobs that are far below their capabilities. According to CAPMAS<sup>3</sup>, about 30% and 35% of Egyptian working males and females respectively are overqualified for their current positions- with around 10% being underqualified for their current positions in the case of males and 9% in the case of females. Under all these circumstances, the Government of the Arab Republic of Egypt, the ILO and other Development Partners therefore accord very high priority to employment and decent job creation.

It was against this backdrop that the “*Decent Jobs for Egypt’s Young People: Tackling the Challenge Together*” hereafter simply referred to as the DJEP Project was launched jointly by the Government of Egypt (GoE), the ILO and the Government of Canada. The “Grant Arrangement Agreement” for the implementation of the project was signed on 24<sup>th</sup> March, 2011 between the ILO and the Canadian International Development Agency (CIDA) – whose name was changed in 2013 to the Department of Foreign Affairs Trade and Development Canada (DFATD). According to the PRODoc, the core problem that the project aimed at tackling was the increasing lack of decent work opportunities for young people aged between 15 and 29 years of age, especially young women and other vulnerable groups in this age cohort.

The PRODoc identified some of the root causes of the underemployment and unemployment problems in Egypt as follows: (i) Low rate of job creation that was lagging behind population growth; (ii) Generation of skills that often did not match labour market needs; (iii) Mis-matching between supply and demand for labour; (iv) Limited engagement of many young people in self-employment; (v) Weak capacity of MoMM – primarily due to lack of requisite human, technical and financial resources as well as lack of recognition and cooperation by other relevant institutions; (vi) Fragmented and disjointed interventions on the ground that were being by poorly- equipped organizations and actors leading to inefficient utilization of resources; (vii) Poorly working partnerships in youth employment related areas at the national, regional and local levels; and (viii) General lack of adequate capacity among labour market institutions.

The project aimed at contributing to the following: (i) Sustainability of the development process, as the lack of productive employment and decent work opportunities for young people in Egypt was and continues to seriously undermine sustainable growth; (ii) Poverty reduction, as young people without a decent job faced the risk of falling into poverty with decreasing chances to escape from the trap the longer they stayed without a job; (iii) Increased women’s empowerment, as decent jobs for women was, and still is, one of the few ways to improve the disadvantaged situation for women in Egypt; (iv) Environmental sustainability, as decent jobs can often be found in environmentally sustainable industries; (v) economic growth if decent jobs are created in the most promising sectors including Information, Communication and Technology – ICT and the Green Job sectors; and if young people create and improve micro-small and medium enterprises (MSMEs);

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<sup>2</sup>Akira Murata: *Designing Youth Employment Policies in Egypt: Global Economy & Development Working Paper 68* | January 2014

<sup>3</sup><http://www.dailynewsegypt.com/2014/02/22/national-unemployment-rate-remains-steady-13-4/>;

The project was designed to tackle these issues through implementation of the following interventions: (a) Improving human capital amongst young people through skills development; (b) Supporting the decentralization process through the development of regional action plans for youth employment, and the creation of capacities on the local level and building of networks and partnerships; (c) Strengthening the democratization process, and (d) strengthening institutional capacity of the Government at the national, regional and local levels, as well as civil society organizations, in the fields of labour market analysis, youth employment strategies, technical and vocational training, and enterprise development.

## 1.2 Overview of the Project

The following sections provide an overview of the project in terms of its overall aim, purpose and anticipated outcomes, the development model applied or the theory of change, implementation partners and target groups, management arrangements, timeline and budget, present situation and key challenges encountered during the review implementation period.

### 1.2.1 Overall Aim of the Project

As reflected in the PRODoc, the project aimed at “**increasing decent employment opportunities for young men and women, especially vulnerable groups**”, through the following five (5) principal strategies: (i) *Improving the performance of the Egyptian Ministry of Manpower and Migration (MoMM), other relevant Ministries and national partners, with a focus on the implementation of the National Action Plan (NAP) for Youth Employment;* (ii) *Supporting three (3) competitively selected Governorates<sup>4</sup> in the development of regional action plans for youth employment and strengthening the performance of local partners in these Governorates to provide services necessary to promote youth employment.* To allow for diversity in experiences, the governorates include the Red Sea – focusing on the tourism sector; Minya - focusing on the agricultural sector; and Port-Said – focusing on the manufacturing sector. See **Figure 1** below for the geographical coverage of the project. (ii) *Developing the capacity of training institutions to provide skills and learning experiences that can increase the likelihood of the youth to find employment,* with interventions including the development of modern apprenticeship systems in the informal sector; the development and delivery of entrepreneurial skills packages in tourism, agriculture and manufacturing sectors; and specialized entrepreneurial capacity development for poor rural women and skills development and labour market integration for people with disabilities. (iii) *Strengthening the capacity of local public employment services, youth organizations, and enterprises to efficiently match skill supply and demand, allowing young people to find jobs and employers to retain badly needed workers.* (iv) *Promoting enterprise development and self-employment through promotional campaigns, improved policy environment, and strengthened business services* thereby directly supporting the accompaniment of 500 new businesses launched through the project and at least 10,000 young people benefiting from improved business services;

### 1.2.2 Project Purpose and Anticipated Outcomes

As indicated in the PRODoc (page 11), the purpose of the project is “*to put GoE, actors at the regional and local level, civil society partners, the private sector and young people in a better position to create and access decent work opportunities*”. As per the revised logical framework<sup>5</sup> provided in **Appendix 3**, the anticipated Ultimate Outcome of the project is “*increased decent employment opportunities for young men and women, especially groups that find it particularly hard to get access to such opportunities (e.g. women-headed households, people with disabilities, poor people in rural areas and unemployed graduates)*”. Towards delivering on the ultimate outcome of the project, the three (3) anticipated intermediate outcomes and their related seven (7) immediate outcomes as per the revised logical framework are as follows:

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<sup>4</sup>In this regard, Governorates were asked to submit a draft of their regional action plan whose activities were cascaded from NAP. One of the selection criteria was resource commitment on the part of the aspiring Governorates which needed to be at least 10% of what was foreseen to be the needs to realize the plans.

<sup>5</sup>The original logical framework, which was unilaterally changed by CIDA/HQ and only communicated to ILO and CIDA/Cairo nearly nine (9) months later, had the same ultimate outcome but five (5) intermediate outcomes.



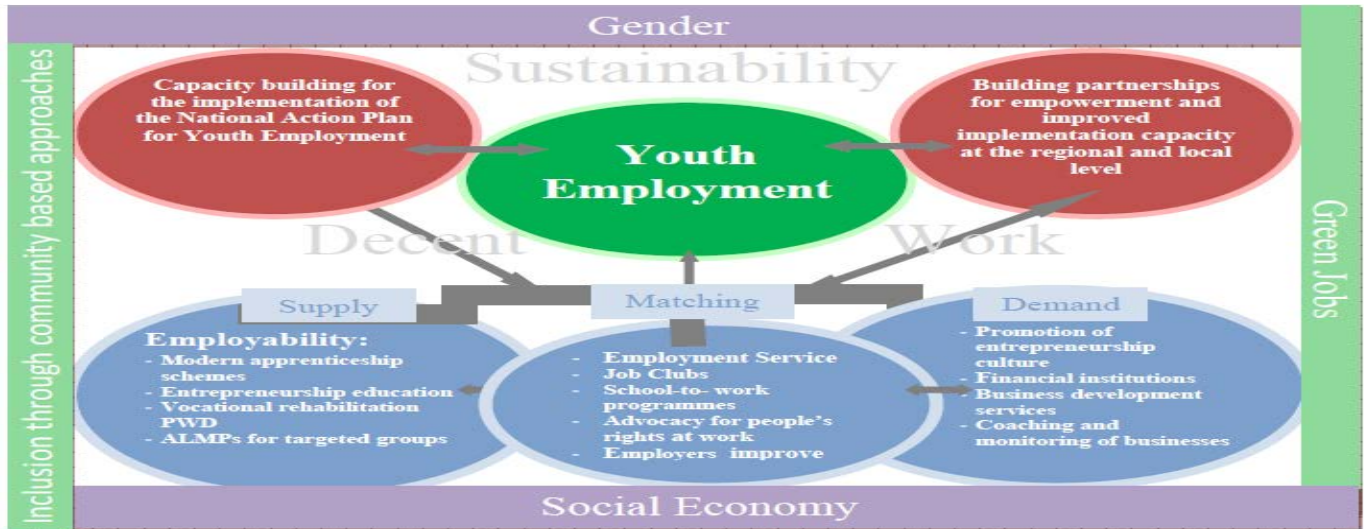
- (I) INTERMEDIATE OUTCOME 1:** *“Improved performance of the GoE, MoMM and other NAP stakeholders in the implementation of the National Action Plan for Youth Employment and the designing and implementation of youth employment related programmes and policies including addressing women’s employment challenges”* - whose immediate outcomes are: (1) **Immediate Outcome 1.1** – *“Increased capacity of the GoE and key stakeholders to implement the National Action Plan for Youth Employment and to design and implement youth policies and programmes, including addressing women’s employment challenges”*; and (2) **Immediate Outcome 1.2** – *“Increased capacity within the MoMM related to youth employment issues”*
- (II) INTERMEDIATE OUTCOME 2:** *“Improved performance of regional and local stakeholders and partners (public, private and civil) in delivering relevant services linked to youth employment in the three selected Governorates including addressing women’s employment challenges”* – whose immediate outcomes are: (1) **Immediate Outcome 2.1** – *“In the three selected Governorates, increased capacity of public, private and civil institutions to design and implement Regional Action Plans for Youth Employment; and (2) Immediate Outcome 2.2* – *“In the three selected Governorates, strengthened technical and administrative capacities of Governorate and local partners to deliver youth employment related services, including services addressing women’s employment challenges”*
- (III) INTERMEDIATE OUTCOME 3:** *“Improved performance of the labour market in the three selected Governorates - whose immediate outcomes are: (1) Immediate Outcome 3.1* – *“In the three selected Governorates, increased capacity of youth, especially women and other marginalized groups, to acquire skills for employment “; (2) Immediate Outcome 3.2* – *“In the three selected Governorates, youth (especially young women) and enterprises profit from the improved matching process between labour market supply and demand”*; (3) **Immediate Outcome 3.3** – *“In the three selected Governorates, increased capacity of youth to create decent jobs, especially for women and other marginalized groups, through new business creation”*.

### 1.2.3 Internal Logic and Strategic Approach of the Project

The project entails an ambitious multi-dimensional, integrated and targeted interventions approach aimed at stimulating youth employment drawing on lessons learned from various youth employment initiatives in Egypt as well as in other countries. As indicated in **figure 2** below which is derived from the PRODoc (page 5), the strategy is built around a number interventions aimed at enhancing skills and matching supply and demand within the broader framework of promoting gender equality, green jobs creation, social economy development and inclusion through community-based approaches.

Towards this end, project intervention mix comprises the following: (i) *Capacity building of GoE, MoMM and other key stakeholders for the implementation of NAP for youth employment*; (ii) *Building partnerships for empowerment and improved implementation capacity at the regional and local levels*; (iii) *Promoting youth employment by matching supply and demand*—by way of enhancing their employability through the introduction of modern apprenticeship schemes, entrepreneurship education, vocational rehabilitation of People With Disabilities (PWDs), and Active Labour Market Policies (ALMPs) for targeted groups on the supply side on the one hand; and promoting entrepreneurship culture, eliciting support by financial institutions, promoting business development services, coaching and mentoring of businesses on the demand side, on the other hand – with matching supply and demand being also supported by promotion of employment services, job clubs, school-to-work programmes, advocacy for peoples’ rights and improved employers’ services.

**Figure 2: Development Model and Strategic Approach of the Project**



This multi-dimensional and integrated project approach has not only proven to be effective, but is also a good model to replicate in other governorates currently not covered by the project. Indeed, the model has generated a lot of interest with many development partners including the European Union, Danida, GIZ, Australian Aid and also the current donor-DFATD Canada - who has agreed to extend the project by a further three (3) years beginning from 1<sup>st</sup> April 2016, and also expand the geographical coverage to include Aswan and Luxor governorates.

#### 1.2.4 Operational Levels, Implementation Partners and Key Target Beneficiaries

The DJEP project operates at national, regional and local levels and functions at three (3) levels: (i) *Policy Level* – focusing on assisting GoE to implement the National Action Plan – NAP (2010-2015) through capacity building of relevant ministries and NAP partners; and in particular institutional strengthening of MoMM as the central implementing agency. (ii) *Partnerships Level* – focusing on the identification of capacity building needs of actors and strengthening their capacity; building partnership, cooperation and collaboration networks to ensure that they are more streamlined towards the common goal of promoting youth employment in Egypt; and also helping institutions to undertake their mandates more effectively and more efficiently; (iii) *“On-the-Ground” Level* - focusing on capacity building of project actors through pilot projects and assistance of implementing entities based on four (4) strategic pillars, namely: (a) Improved employability of young people; (b) Support to self-employment and improved opportunities to access financial and non-financial business development services; (c) Increased engagement of civil society partners and young people in supporting community development; and (d) Strengthening vocational guidance and labour market entrance/placement practices and services. Implementation partners included key government institutions and workers’ organizations. See **Appendix 4** for more details.

#### 1.2.5 Overview of Project Management Arrangement

The ILO Office in Cairo is responsible for overall implementation of the project. The Office provides technical and project management guidance to the PMU – which consists of one (1) unit based in Cairo – also referred to as the Joint National Project Office (JNPO); and three (3) regional level units - one in each of the three selected governorates (Minya, Port Said and Red Sea). JNPO provides overall administrative and financial support, as well as technical support and monitoring services. The three (3) Governorate Project Focal Points (GPFs) are responsible for providing technical guidance and monitoring the activities at the regional and local level of the three Governorates and the selected locations. They give support to implementing agencies in developing and managing their interventions. They also manage relations with other agencies, and carry out advocacy functions. They are also responsible for administrative matters including internal financial reporting, and

organization of meetings at the regional and local levels. The GPPFs, who liaise and coordinate with the NPC are based at the governorates level where they are housed by the regional (governorate) administration.

### 1.2.6 Project Timeline and Budget

DJEP is a five (5) year project whose “grant arrangement agreement” was signed on 24<sup>th</sup> March 2011. The project officially started on 1<sup>st</sup> April 2011 and is scheduled end on 31<sup>st</sup> March 2016. The project is funded by DFATD with a total budget of CDN\$ 10 million or the equivalent of approximately US\$ 9.8 million based on the exchange rate prevailing at the start of the project. There was also an expected additional in-kind contribution e.g. staff and office space from GoE’s Social Fund etc amounting to about US\$ 5.3 million to be used by young entrepreneurs to cater for enterprise development activities, with the beneficiary Governorates being expected to contribute at least 10% of GoE contribution. So far, the in-kind contribution amounts to an equivalent of US\$ 850,279.42 being the sum total of US\$ 86,078.84 by Minya governorate, US\$ 98,515.75 by Red Sea governorate, US\$ 48,958.01 by Port Said governorate, and US\$ 616,726.82 by the Central Government. The donor budget was allocated as follows: (i) *Approximately US\$ 1.6 million* towards improving the capacity of MoMM and other relevant ministries and national partners in implementing NAP for Youth Employment; (ii) *Approximately US\$ 1.6 million* towards supporting selected Governorates in the development of regional action plans for youth employment and strengthening the performance of local partners in promoting youth employment; (iii) *Approximately US\$ 3.4 million* towards developing the capacity of training institutions to provide skills and learning experiences that can increase the likelihood of finding employment; (iv) *Approximately US\$ 1.7 million* towards strengthening the capacity of local public employment services, youth organizations, and enterprises to efficiently match skill supply and demand, allowing young people to find jobs and employers to retain badly needed workers; (v) *Approximately US\$ 1.5 million* towards promoting enterprise development and self-employment through promotional campaigns, improved policy environment, and strengthened business services so as to generate 500 new businesses with the capacity to benefit at least 10,000 young people.

### 1.2.7 Present Situation and Key Challenges Encountered during Project Implementation

Up to the time of the Mission, the project had been operational for a period of four (4) years and 5 months (or approximately 88.3% of the planned project timeline). Although the project has made substantial progress towards promoting youth employment by way strengthening the institutional capacity of MoMM, other Government partners and local entities; and in the establishment of local initiatives in the agriculture, tourism and manufacturing sectors, among other things, this has not been without challenges. According to secondary information from various sources<sup>6</sup> as well as primary sources –mainly views of various key stakeholders, some of these challenges have included, but not limited to the following:

- ✚ *High political instability and insecurity situations* resulting in constraints in the execution of the project and towards support of constituents and other related key stakeholders. For example, the insecurity and unstable economic situations made it almost impossible to conduct activities for three (3) months (December, 2012 to February, 2013) in Port Said; and for three (3) months (August 2013-October 2013) in Minya. Also, the United Nations Department for Safety and Security(UNDSS)occasionally imposed restrictions on travel, workshops and venues such as universities at certain periods of time which also delayed planned activities;
- ✚ *High rate of cabinet reshuffles* since 2011 – with a total of eight (8) Ministers of Manpower and Migration having succeeded each other up to the time of the Mission, resulting in implementation delays at the central and the regional levels. Moreover all Ministers tended to rely heavily on senior advisors that they appointed, and who also normally left upon their departure. Ministers usually appoint focal points for coordination with ILO projects only from among their advisors – resulting in the need to frequently re-initiate advocacy efforts and negotiations with respect to project priorities and management arrangements.

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<sup>6</sup>Terms of Reference; ILO Technical Cooperation Progress Reports (TCPR) April 2014-March 2015; ILO TCPR April 2013-March 2014; ILO TCPR April 2012-March 2013; and ILO TCPR April 2011-March 2012;

- ✦ *Weak human capacity and the limited physical facilities at the governorate level, coupled with high turnover of Governors and other relevant decision-making level staff within the local administration level who are themselves appointed by the Governors – resulting challenges to project implementation.*
- ✦ *Difficult and rapidly changing economic and political situations making it quite challenging to work with institutions in target sectors – especially the tourism sector;*
- ✦ *Disruptions caused by the postponement of implementation activities for NAP for Youth Employment by MoMM against the backdrop of the new National Action Plan for Training for Employment that it launched in January 2015 as part of the on-going policy transformation engendered by the on-going formulation of the 2030 National Development Vision<sup>7</sup>;*
- ✦ *Cumbersome funds release approval processes making work with Civil Society Organization (CSOs) rather difficult and slow;*
- ✦ *Difficulties in convincing government official to participate in the project implementation as part of their regular jobs without additional incentives;*
- ✦ *Disruptions of project implementation at governorate and administrative levels by the several political elections that have occurred during the life of the project;*
- ✦ *Bureaucratic challenges associated with the new requirement for advance notification to the Ministry of Foreign Affairs (MoFA) of any upcoming activities of all donor-supported projects and programmes as well as planned meetings with agencies and all meetings with senior level officials at the governorate level which now require prior approval;*

### 1.3 Rationale, Purpose and Scope of the Assignment

This evaluation has been undertaken in accordance with two main provisions: (i) *Firstly*, the ILO Evaluation Policy adopted by the Governing Body in November 2005 - which provides for systematic evaluation of projects in order to improve quality, accountability, transparency of the ILO's work, strengthen the decision-making process and support to constituents in forwarding decent work and social justice; and (ii) *Secondly*, provisions of the "grant arrangement agreement" signed between the ILO and DFATD on 24<sup>th</sup> March, 2011 as contained in the PRODoc (page 24). In line with the terms of reference (TOR), this independent mid-term evaluation serves two main purposes: (i) *Firstly*, to give an independent assessment of progress to date of the project across the major outcomes; assessing performance as per the foreseen targets and indicators of achievement at output and outcome levels; strategies and implementation modalities chosen; partnership arrangements, constraints and opportunities; and (ii) *Secondly*, to provide strategic and operational recommendations as well as highlight successful interventions for scaling-up, and lessons to improve performance and delivery of project results. The evaluation assesses project implementation from 1<sup>st</sup> April 2011 to the present covering all the four geographical areas of the project activities, Cairo, Minya, Red Sea and Port Said. As required in the TORs, the evaluation addresses all thematic areas of evaluation including: (i) **relevance and strategic fit** of project objectives, planned outputs and activities, and outcomes; (ii) **validity of design**; (iii) **project performance and effectiveness**; (iv) **efficiency of resource use**; (v) **effectiveness of management arrangements**; and (v) **impact orientation and sustainability**. In addition, the evaluation also distils **key lessons learned** and makes relevant **recommendations** aimed at improving project performance in the remaining implementation period and also to increase prospects for impact of activities and sustainability beyond the life of the project.

### 1.4 Primary Clients of the Evaluation

The primary clients of the evaluation comprise: (i) The DJEP management team; (ii) the ILO DWT/CO Cairo; (iii) relevant ILO headquarter (HQ) Departments including EMP/POLICY, EMP/ELM, EMP/ENTERPRISE, EMP/SKILLS and; EVAL Unit; (iv) Regional Office for Africa (ROAF); (v) DFATD; and (vi) key national partners including MoMM, SFD, Governorates in Minya, Port Said and Red Sea as well as Universities in the three beneficiary Governorates. The knowledge generated by the evaluation is expected to benefit other stakeholders including other government institutions, civil society organizations, donors, UN agencies, international organizations that work in relevant fields, and other units within the ILO.

<sup>7</sup>Which according to the TCPR April 2014-March 2015, may necessitate changes in DJEP objectives and its related outcomes, outputs and activities.

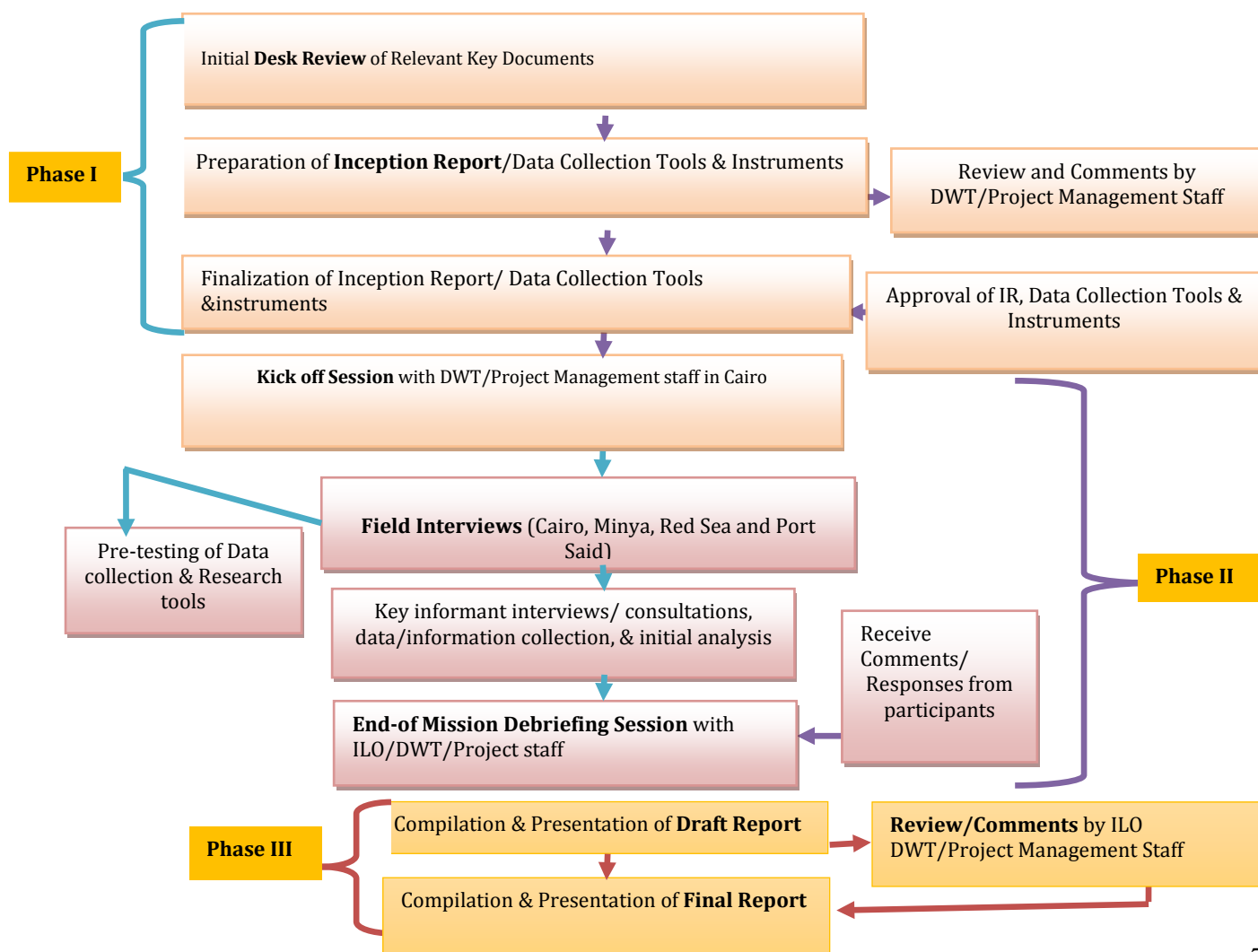
## 2.0 APPROACH AND METHODOLOGY

While the evaluation approach was participatory involving interviews with a wide range of key stakeholders taking into account adequate gender representation (with all Information gathering and analysis being gender responsive and all data collected disaggregated by gender), the evaluation methodology, which applied both quantitative and qualitative analysis, was based on the following four (4) main research instruments:

1. **Desk review of key relevant documents** including the Project Documents (PRODoc) and its logical framework; funding agreement documents; relevant minute sheets; implementation plan; performance evaluation plan; progress reports, other relevant documents and studies – to be provided by the Project Team and other stakeholders, and/or solicited from the internet and other sources.
2. **Field Interviews** comprising One-on-One and/or Focused Groups discussions with ILO staff of the technical units and field specialists involved in project management and implementation; representatives of key implementation partners and target beneficiary institutions as indicated in table 1 (see **Appendix Table 1** for list of people met and interviewed).
3. **Independent field level observations** by the Mission Team during documents review and field interviews.
4. **Responses and comments from debriefing session** to project management team– which was held in the project office in Cairo on 1<sup>st</sup> September 2015. See **Appendix Table 2** for the list of participants during the debriefing session.

The overall work plan is provided in **Figure 3** below:

**Figure 3: Overall Work Plan**



## 3.0 MAIN FINDINGS

The following sections provide the main findings of the evaluation mission based on the thematic areas of evaluation – namely; relevance and strategic fit of project activities with socio-economic development aspirations of various stakeholders; validity of project design; project performance and effectiveness; effectiveness of project management arrangements; adequacy and efficiency of resource use; impact orientation and sustainability. In addition, it also distils lessons learned and makes recommendations for more effective progress and performance towards the achievement of planned outputs, anticipated outcomes and ultimately impact.

### 3.1 PROJECT RELEVANCE AND STRATEGIC FIT

#### 3.1.1 Socio-Economic Development Needs and Aspirations of Target Beneficiaries

Based on information from secondary sources and responses by a variety of project stakeholders interviewed during field work, as well as independent field-level observations, the Mission Team resolutely conclude that the project objective, activities, outputs and anticipated outcomes are fundamentally relevant to livelihood needs of primary and ultimate target beneficiaries. The sample of verbal quotes provided in **Box 1** below depicts the general view by a cross section of stakeholders.

#### **Box 1: Sample Verbal Quotes**

*“DJEP project is a very important and useful project for Egypt because it is addressing a major challenge facing the country, namely-underemployment and unemployment for young men and women; and ways and means of tackling the underlying causes including the inappropriate educational system; negative mind-set of the youth with respect to self-employment; minimal wage issues; low private sector investments; and labour law issues among others”.*

**Intermediate-Beneficiary** (Respondent from MoPMAR)

*“Through the training of “Skills for Artists and Artisans” I acquired a lot of handicraft skills. Now I am producing jewellery accessories but I am still lacking access to markets where I can sell my products”.*

**End-Beneficiary** (Female Trainee Respondent from Minia)

*“In the past, we never thought of hiring PWD and we used to manipulate and break the law on 5% PWD employment. However, following the training with Ebtessama Foundation, we realized that PWDs are more responsive to the training and instructions they receive. They are more focused and productive than even some able-bodied people”.*

**Intermediate-Beneficiary** (HR Hotel Manager - Hurghada).

*“We see DJEP as the return of the spirit to Productive Families Centers. The project has created a cadre of trainers who can train others and provide refreshing training of new ideas for marketing and stimulation of product development”. But for more effectiveness, we need to grow the pool of trainers”.*

**Intermediate-Beneficiary** (Respondent from MoSS).

*“SIYB training broke my barriers of getting to start a project and made me realize that finance is not the most important thing. I learned a lot of other important things which I had never thought of such as market analysis, costing, pricing and so on. DJEP training has really opened my eyes”.*

**End-Beneficiary** (Female Trainee Respondent from Minia)

### 3.1.2 National Development Policies, Strategies and Plans

The objective and activities of DJEP which are geared towards creating decent work opportunities for young men and women in Egypt were found to be strongly aligned to the development aspirations of GoE as reflected in the following key national policies, strategies and plans, These includes:

- ✦ **Egypt Human Development Report (2005): The New Social Contract:** – which aimed at “increasing employment, encouraging formalization, and providing incentives for public sector employees to move to the private sector, with SMEs and younger workers especially targeted”.
- ✦ **Egypt Country Strategy Papers 2007-2013 (January 2007)** – which aimed at “reducing poverty, on improving standards of living, promoting decent work and access to essential services”.
- ✦ **Sixth Five-Year Economic and Social Development Plan (2007-2012)** - which primarily seeks “to create employment through market reforms, stimulating investment and promoting private sector participation in the economy”. (iv) Egypt Country Strategy 2009 – whose aim was “to generate economic growth by strengthening the enabling environment for micro, small and medium-sized enterprises (MSME) and providing skills for employment to marginalized people”.
- ✦ **Youth Employment National Action Plan (2010-2015)** - whose main goal is “to increase youth employment and provide decent and productive jobs for young people, who join the labor market every year”;
- ✦ **Strategic Framework for Economic and Social Development Plan; 2012-2022 (Draft, June 2012)** - whose main objective is “to promote Decent life for all people of the Egyptian society”;
- ✦ **Five-Year National Plan for Training for Employment (Proposal- January 2015)** - whose aim is “to increase the rate of absorption of Egyptian labour in both internal and external markets, and reduce the unemployment rate in Egypt to reach global rates by conducting effective reforms to link education and training outputs with current and projected labour market needs”.
- ✦ **Sustainable Development Strategy; Egypt Vision 2030(March 2015)** – whose some of the Key Performance Indicators (KPIs) that have direct relevance to project objectives include reduction of unemployment rate to 5%; and the gap between governorates in employment, female employment, health and education by 50%”<sup>8</sup>.
- ✦ **The Egyptian Forum for Youth Employment Promotion -EGYPT-YEP (2014)**<sup>9</sup> – which acknowledged that high youth unemployment and underemployment were key challenges in Egypt and therefore recognized the problem as a top policy agenda, and ultimately reaching a consensus on four key priorities in promoting youth employment policies, namely- (i) the introduction of monitoring and evaluation (M&E) mechanisms for labour market policies; (ii) the provision of labour market information; (iii) the provision of career guidance at an early stage, and (iv) public work programmes.

### 3.1.3 ILO Strategic Policy Framework and Programme and Budget

The objective and purpose of the project are well aligned with ILO’s Strategic Policy Framework (2010-2015), particularly with respect to three (3) priority outcomes, namely: *Employment promotion; skills development and social security*. The objectives of the project are also in line with the strategic objective on employment under the ILO Programme and Budget (P&B) for the Bienniums 2012-2013; 2013-2014 - especially in relation to: (i) Outcome 1 on “More women and men have access to productive employment, decent work and income opportunities”; (ii) Outcome 2 on “Skills development increases the employability of workers, the competitiveness of enterprises, and the inclusiveness of growth”; and (iii) Outcome 3 on “Sustainable enterprises create productive and decent jobs”.

### 3.1.4 ILO Decent Work Agenda for Africa

While an official and final version of the Decent Work Country Programme (DWCP) for Egypt has not yet been produced, the objective of the DJEP project is well-aligned with ILO’s Decent Work Agenda for Africa (2007-2015)-whose one of the priority areas is “promotion of full and productive employment and enterprise development”, particularly with regard to priority outcomes relating to: (i) *Mainstreaming policies for*

<sup>8</sup><http://www.mop.gov.eg/Vision1.pdf>;

<sup>9</sup>An initiative supported by the ILO, GIZ, German Cooperation, Australian Aid and CIDA.

*employment-rich growth and sustainable enterprises in development strategies; (ii) “Creating conducive environment for the development of African enterprises”; (iii) Creation of decent work for young people; and (iv) promoting skills development and employability.*

### **3.1.5 ILO Employment for Stability and Socio-Economic Progress for North Africa**

The objective of the project is broadly aligned with the ILO Strategy on Employment for Stability and Socio-Economic Progress for North Africa (2011-2015) – whose main development goal is to *“contribute to social justice, socioeconomic development and stability in the reform process in North Africa”* through a number of initiatives including the creation of work opportunities for young women and men as well as the most vulnerable groups; extending and improving social protection -including social security and conditions of work, especially for the most vulnerable groups.

### **3.1.6 Alignment with ILO Gender Mainstreaming Strategies**

The objectives of the project are also broadly in line with ILO gender mainstreaming strategy. In this regard, the ultimate goal of the office-wide ILO Action Plan for Gender Equality (2010-2015) - which was approved by the Governing Body in March 2010, is *“to contribute the creation of equal opportunities of productive employment and decent work for women and men in the world of work”*.

### **3.1.7 United Nations Development Assistance Framework**

The overall objective of the project is notably relevant and strategically in line with United Nations Development Assistance Framework -UNDAF<sup>10</sup> (2007-2011) for Egypt-especially in relation to two (2) priority outcomes, namely (i) *“unemployment and underemployment are reduced and worst forms of child labour are eliminated”*; and (ii) *“women’s participation in the workforce, political sphere and in public life is increased and all their human rights are increasingly fulfilled”*. In addition, project interventions are also strongly aligned with one (1) of the five (5) priorities of UNDAF (2013-2017) for Egypt, namely *“poverty alleviation through pro-poor growth and equity – especially under outcome 1.3 on “strengthened private sector businesses in tourism, agro-industries, and other key pro-poor sectors are able to address gender, equity and environmental sustainability”* and also under outcome 1.4 on *“more and better skilled youth, women and other vulnerable groups have decent job opportunities”*.

### **3.1.8 Department of Foreign Affairs, Trade and Development - Canada**

Project objectives and interventions are also well aligned with the development agenda of DFATD towards socio-economic development of Egypt. In this regard, the agenda of the Canadian Government is *“to help the country generate economic growth by strengthening the enabling environment for small and medium-sized enterprises and providing skills for employment to marginalized people”*<sup>11</sup>. Canada's international development program in Egypt is also closely aligned with the Egypt's economic plan as enunciated in the Sixth Five-Year Plan (2007-2012). More specifically, and as indicated in PRODoc (page 37), the project contributes to a number of development priority areas of the Canadian Government, namely – securing the future of children and youth; increasing food security; stimulating sustainable economic growth; advancing democratic governance; ensuring security and stability; environmental sustainability; promoting equality between women and men; and strengthened governance institutions and practices.

### **3.1.9 Other UN and Non-UN Development Organizations**

The project's objective, outputs and outcome are also generally in line with other social economic development aspirations of other development agencies. These includes: (i) *The UN Millennium Development Goals (MDGs)*– which aims at *“halving the world population living below the poverty line (US\$ 1.25 a day) by*

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<sup>10</sup>The United Nations Development Assistance Framework (UNDAF) is essentially the common strategic framework for the operational activities of the United Nations (UN) system at the country level. It aims at providing a collective, coherent and integrated response of UN agencies to national priorities and the Millennium Development Goals.

<sup>11</sup>For more details, see <http://www.international.gc.ca/development-developpement/countries-pays/egypt-egypte.aspx?lang=eng>;



2015” and especially in relation to its goal 1 on “*eradicating extreme poverty and hunger*”– especially target 1B, namely “*achieving full and productive employment and decent work for all, including women and young people*” and goal 3 on “*Promoting Gender Equality & Empower Women*”; and also the upcoming Sustainable Development Goals (SDGs) especially SDG number 8 –namely: “*Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all*”. (ii) *The UNDP Egypt CO Gender Equality Strategy (2013 - 2017)* – especially outcome 1.3 namely “*Private sector applies improved practices in agro-business, tourism, manufacturing and other labour intensive pro-poor sectors related to the inclusion of MSEs in the value chain with particular attention to gender, equity and environmental sustainability*”. (iii) *The USAID Gender Equality and Women’s Empowerment initiative* - which aims at providing career development and internships for girls in the agriculture sector and training for women farmers in remote villages; Enhancing women’s and girls’ civic participation and political rights, and reducing and responding to violence against women and children; providing jobs, training and loans for small businesses, and improved access to trade opportunities to empower women and lift entire families and communities out of poverty; and reducing poverty through activities that address gender inequalities and increasing girls’ participation in schools; among other things<sup>12</sup>.

### **3.2 VALIDITY OF PROJECT DESIGN**

The following is a brief assessment of the project based on a number of key criteria including: (i) *Relevance and adequacy of foundational information base* upon which the project was conceptualized and designed; (ii) *Extent of stakeholder consultations*; (iii) *Efficacy of the development model* adopted and applied; (iv) *Appropriateness and adequacy of intervention-mix and plausibility of causal linkage with overall project objective, outputs and outcomes*; (v) *Mainstreaming of gender equity and social safeguards for vulnerable groups*; (vi) *Clarity of definition of performance indicators*; (vii) *Sustainability and exit strategies*; (viii) *Systems for risk analysis and assessment* (ix) *Pragmatism of overall project timeline* considering anticipated outputs, outcomes and impact achieved so far.

#### **3.2.1 Relevance and Adequacy of Foundational Information Base**

The Mission found the conceptualization and design of the project to have been based on reasonably relevant and sufficient foundational information base. In this regard, the Mission cited the following key sources of relevant information: (i) *The UNDAF 2007-2011 Situational Analysis Report: Key Development Challenges Facing Egypt (Nov. 2010)* – whose one of the priority areas was poverty alleviation through pro-poor growth and equity following its the identification of youth unemployment and increasing poverty in Egypt as key issues that needed urgent attention; (ii) *The Arab Republic of Egypt Global Competitiveness Report (2010)*– which identified the quality of the country’s human resources as one among the most binding constraints on Egypt’s competitiveness and the need for a better match of the supply of skills to the evolving demand on the international markets as well as for successful integration into the world trading system (pages 4-5); (iii) *Global Competitiveness Report for Egypt, 2010-2011* – which among other things, identified various factors associated with high unemployment in Egypt including several key weaknesses including poor labour market efficiencies and the weak quality of the educational system. (iv) *Youth Employment National Action Plan for Egypt; 2010-2015* report of January 2010 by the ILO and GoE – which identified youth employment as an issue of utmost priority for the Egyptian Government in response to the huge and increasing unemployment problem in the country that disproportionately affected young men and women; (v) *The ILO Employment Working Paper No. 85 of 2011 on Growth, Employment Policies and Economic Linkages in Egypt by the ILO (2011)* – which identified unemployment and underemployment especially for young men and women as a major challenge to the socio-economic and political development of Egypt. (vi) *The UNDP 2010 Report -Egypt’s Progress towards Achieving the Millennium Development Goals (MDGs)*– whose one of the targets was achieve full and productive employment and decent work for all, including women and young people, following the recognition of disproportionate unemployment against young men and women (page 22). (vii) The North Atlantic Treaty Organization (NATO) Parliamentary Assembly Report on “*The implications of the youth bulge in Middle Eastern and North African populations*”, 23 June 2010<sup>13</sup>. (viii) CIDA/ILO Evaluation Reports on the

<sup>12</sup>For more details, see <http://www.usaid.gov/egypt/gender-equality-and-womens-empowerment>;

<sup>13</sup>For more details, see <http://www.nato-pa.int/default.Asp?SHORTCUT=2166>

project “Promoting Youth Employment in the Philippines” (PYEP)<sup>14</sup> –which provided important lessons in the design of DJEP as indicated in PRODoc (page 25). (viii) Reports on the UN-MDGF Youth Employment and Migration Project - in which the ILO was partnering with other UN partners. (ix) Other reports, e.g. the *study on skills for green jobs, the study on apprenticeship in the informal sector, the study on discouragement amongst workers in the textile sector, and the studies on the impact on the financial crisis* - which contained a wealth of information on young people’s vulnerable situation in labour markets and the school-to-work transition survey for Egypt.

### 3.2.2 Stakeholders’ Consultations

While it was not possible to establish the extent of stakeholder consultations during the project design phase due to lack of records relating to meetings in the PRODoc, relevant secondary sources indicate that this was undertaken not just as part of project design, but also as part of the development of NAP whose development aspirations the DJEP project was responding to. According to the PRODoc (page 10), consultations were conducted with the ministries of Manpower and Migration, Finance, Investment, Education, Higher Education, Economic Development, Trade and Industry, Information, Military Production and Investment as well as the Federation of Egyptian Industries, the Egyptian Federation of Trade Unions, the National Planning Institute, the National Council for Youth (NCY), the National Council for Women (NCW), the Egyptian Youth Consultative Group and CAPMAS among others. In addition, the DWCP 2010-2014 draft document (page 4) - whose main aim was very similar to that of DJEP – namely to “*create decent employment especially for young people through improving employability, sustainable enterprise development and labour market policies*”; also indicates that a series of consultations between the Government, workers’ and employers’ organizations on one hand, and between the tripartite partners and the ILO on the other were undertaken - with the involvement of the target beneficiaries, researchers and other stakeholders.

Notwithstanding these assertion, and while accepting that the project is highly relevant to the socio-economic development needs of the Egyptian youth and the population at large, a significant number of respondents indicated that they were neither individually consulted, nor involved in the design of the project. Part of the reason for this may have been the high turnover of staff in key public sector implementation partners particularly after the revolution of January 2011, and the possibility that any meetings held may have been confined to high level officials in various institutions. That as it may be, the Mission recommends that the project team urgently step up sensitization and awareness creation, sharing and dissemination of relevant project information through a variety of channels including conducting regular meetings involving representatives from key relevant national partners and donors; dissemination workshops; print and electronic media – including through establishing and operationalizing a project website.

### 3.2.3 Efficacy of the Development Approach Applied

The project was based on a multidimensional and integrated approach with targeted interventions at the policy, partnerships and “on-the-ground” or local levels with key intervention mix being capacity building of GoE, MoMM and other key stakeholders for the implementation of NAP for youth employment at all levels; building partnerships for empowerment and improved implementation capacity at the regional and local levels; and promoting youth employment by matching supply and demand<sup>15</sup>. All these were being implemented under the pre-existing NAP framework for enhanced stakeholder ownership, support and sustainability. Towards ensuring sustainability and impact, the following four (4) broad complementary development approaches were mainstreamed in project activities: (a) **Green Jobs approach**- which is aligned with the Green Jobs Joint Initiative of the United Nations Environment Programme (UNEP), the International Employers Organization (IOE) and the International Trade Union Confederation (ITUC); (b) **Social Economy approach** – which within the ILO, is based on the conviction that “*lasting peace can be achieved only if it is based upon social justice*” (ILO Constitution) and that in a globalized world “*productive, profitable and*

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<sup>14</sup>For more details, see [http://www.ilo.org/wcmsp5/groups/public/@asia/@ro-bangkok/@ilo-manila/documents/publication/wcms\\_142966.pdf](http://www.ilo.org/wcmsp5/groups/public/@asia/@ro-bangkok/@ilo-manila/documents/publication/wcms_142966.pdf)

<sup>15</sup>National level interventions were to be cascaded downwards to the regional and local level and vice versa. Policies set at the national level were to respond to local level needs with local level actors participating in the drafting process, and studies and findings would always be distributed at the local, regional and national level

*sustainable enterprises, together with a strong social economy and a viable public sector, are critical to sustainable economic development and employment opportunities*” (ILO Declaration on Social Justice for a Fair Globalization); (c) **Gender Equality approach** –which the ILO considers as a key element towards attaining its vision of decent and productive work for all men and women under conditions of freedom, equity, security and human dignity as enshrined in the Declaration on Social Justice for a Fair Globalization; and (d) **Community-based approaches for inclusion** – which is a guiding principle in ILO’s project design based on the proven fact that involving local communities promoted the potential for empowerment of the people, sustainability and impact of project activities.

Overall, the Mission found this development model to have been appropriate to the Egyptian socio-economic situation, where hitherto, project implementation was based on fragmented and isolated approaches with little integration of national and regional activities thereby resulting in ineffectiveness of interventions and inefficiencies in resource use<sup>16</sup>. Indeed, as indicated in PRODoc (page 25) evaluation of a similar CIDA/ILO-supported project on youth employment in the Philippines had concluded that the general approach was valid as long as it was accorded sufficient timeline to allow for the achievements of anticipated outcomes. Indeed, similar projects in Indonesia had timelines of up to ten years. In this regard, the Mission Team highly welcomes the decision by DFATD to extend the project by a further three (3) years which will allow the project to consolidate their achievements to up scalable levels.

### 3.2.4 Intervention-Mix, Causality of Outputs, Outcomes and Objective

Overall, the Mission found the project’s intervention (outputs) mix to have been fairly complete in nature and strongly capable of delivering towards project objectives-if appropriately implemented. Based on critical assessment of work plan activities and outputs, the Mission was also satisfied that there is plausible causal linkage between planned activities and outputs, anticipated intermediate and immediate outcomes, the anticipated ultimate outcome of “increasing decent employment opportunities for young men and women in Egypt”, and the overall purpose of “putting GoE, actors at the regional and local level, civil society partners, the private sector and young people in a better position to create and access decent work opportunities”. The main interventions of the project can be clustered into eight (8) broad categories, namely (i) Capacity building of key stakeholders; (ii) Policy advice; (iii) Technical assistance; (iv) Awareness creation; (v) Networking and partnership building; (vi) Skills development; (vii) Business<sup>17</sup> and financial services including provision of micro-credit through GoE’s Social Development Fund; and (viii) Project implementation assistance. The Mission found these mix of interventions to be fairly adequate, complementary and well-aligned towards delivering on the overall project aim of the project.

However, to make the set of intervention mix more complete, it would have been appropriate to include specific project activities aimed at facilitating market access/linkages and marketing-related capacity building for Micro, Small and Medium enterprises (MSMEs) who, from past experience, will often have no requisite knowledge and skills to undertake market feasibility assessment, market intelligence gathering and marketing. This intervention is critical to the achievement of particularly immediate outcome 3.2 on “*Entrepreneurial skills enhanced*” under which the PRODoc recognized that self-employment would be key to tackling the challenge of youth unemployment in Egypt and therefore the reason why the project was putting a lot of effort in providing young people with the entrepreneurial skills needed to open and efficiently operate businesses. While Mission is not oblivious of the fact that some market linkage and marketing-oriented actions have been carried out under the auspices of various activities e.g. Value Chain Development (VCD) initiatives of the project, this was neither explicitly provided for in the PRODoc, nor factored in from the point of view of the performance indicators of the project. Furthermore, it was abundantly clear during field interviews that trained young entrepreneurs were desperately in need of support in this area, with a significant number of them feeling disillusioned that they got what they considered as very good training, but were unable to carry out market feasibility assessment and/or find markets for their products or services. In this regard, the Mission strongly recommends the introduction of capacity building interventions in the areas of market

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<sup>16</sup>PRODoc – page 12;

<sup>17</sup>Including business mentoring and coaching

feasibility assessment skills, market intelligence gathering skills, and facilitation of market access/linkage; and also introduce indicators of achievements for the same in the PMF.

### 3.2.5 Mainstreaming of Gender Equity and Social Safeguards for Vulnerable Groups

Promoting the rights of women at work and achieving equality between women and men has been a fundamental principle underpinning the work of the ILO since its creation in 1919. The ILO promotes gender equality as intrinsic to the global goal of decent work and poverty alleviation, and as an instrument for a more inclusive globalization. This commitment is expressed in several Conventions and Resolutions that have been passed by the ILO. More recently, the Report of the Committee on Gender Equality of the International Labour Conference held in 2009 stated that gender equality is a matter of social justice and is anchored in both a rights-based and an economic efficiency approach<sup>18</sup>. In this regard, the Mission observed that the project strongly emphasized mainstreaming of gender equity and social safeguards for PWDs and other vulnerable groups in all aspects of the project so as to ensure their right and inclusion in decent work, not just by mainstreaming their needs in all outputs, but also by having specific outputs that focus on these groups. Indeed, and more specifically, project commitment to gender equality and social safeguards for PWDs are explicitly recognized at the ultimate outcome level. In addition to project commitment of having at least 50% of beneficiaries being women, gender equality is explicitly also recognized under intermediate outcomes 1 and 2, and nearly in all immediate outcomes. In addition, and as reflected in the revised project logical framework<sup>19</sup>, project design and implementation plans included fairly specific outputs and activities focused on women-related actions e.g. capacity building of women under immediate outcomes 1 and 2 and the use of gender-friendly tools during the implementation process especially with regard to the entrepreneurial skills and green jobs mainstreaming components of the project.

### 3.2.6 Definition and Clarity of Performance Indicators

Overall, the Mission found project performance indicators as contained in the revised project logical framework to be broadly compliant with the SMART<sup>20</sup> principles of programme/project management, monitoring and evaluation framework with the exception of three main issues: (a) Lack of baseline data for virtually all indicators of achievement; (b) Lack of quantitatively measurable achievement indicators across nearly all outcomes and/or outputs indicators of achievement; (c) Lack of time lines for achievement – except in a few instances in both the revised logical framework and the Project Monitoring Framework (PMF). Nevertheless, the Mission Team observed the subsequent and laudable work by project team of identifying baseline data and formulating measurable target indicators of achievement as part of the their operational PMF – which unfortunately also lacks specific timelines for target achievements.

### 3.2.7 Sustainability and Exit Strategies

The Mission found the sustainability strategy of project to be strong and sound. In this regard, the Mission noted that the strategy is hinged on a number aspects that have potential for enhancing sustainability. The main sustainability strategies embraced and practiced by the project include: (a) *Mainstreaming globally proven and accepted sustainability approaches in project design and implementation of activities* including the application of the green jobs approach, the social economy approach, the gender equality approach, and the community-based approaches for inclusion; (b) *Policy advice*; (c) *Mainstreaming project activities in relevant government policies* – particularly NAP; (d) *Capacity building and skills development* of stakeholders national as well as regional and local levels, including social partners and the Government; (e) *Building of networks and partnership among stakeholders* with diverse and complementary needs; (f) *Facilitation financial and non-financial services* including business mentoring and coaching, and provision of micro-credit through the GoE Social Development Fund. This notwithstanding, the Mission observed two main issues in relation validity of project design which includes: (i) Lack of strategy for capacity building and facilitating market access/market linkages as observed earlier; and (ii) Lack of a clear and explicit exit strategy and process. In addition to the

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<sup>18</sup>Gender Mainstreaming in Local Economic Development Strategies; A guide (ILO Bureau for Gender Equality; 2010)

<sup>19</sup>See Logical Framework – Appendix 3

<sup>20</sup> This is an acronym standing for **S**pecific, **M**easurable, **A**ttainable, **R**ealistic and **T**ime-bound in the context of principles of programme/project monitoring and evaluation framework.

recommendation with regard to marketing and market access/linkages indicated earlier, the Mission Team recommends that the project management team develops a clear exit strategy so as to guide the process towards final exit and handover of project activities to the national partners at the end of the extended phase.

### 3.2.8 Systems for Risk Analysis and Assessment

Risk monitoring and analysis as well as identification and application of mitigation strategies is an important project management tool. This is particularly important in the case of Egypt which has been experiencing frequent and far-reaching socio-political and economic changes. Indeed, the PRODoc (pages 29-31) acknowledged this fact and significantly articulated on the main risks that the project was likely to face. Although PRODoc concluded that the risks were rather low - based on a UN risk analysis report that had previously been released- which in retrospect does not appear to have been the case, the risks identified included: (i) Political instability – especially in light of the fact that 2011 was a year of turbulence with two years of elections and re-elections to follow; (ii) Lack of requisite implementation capacity among key national partners; (iii) Predisposition of project plan to changes in political commitment – despite GoE recognition of the seriousness of the problem of youth unemployment; (iv) Failure to adopt the National Action Plan for Youth Employment – in light of the political elections that were forthcoming; (v) Poor cooperation between MoMM and partner ministries; (vi) Low engagement of social partners and civil society due to lack of knowledge and networks that encourage engagement; (vii) The apparent little interest of young people to get engaged in civil society; and (viii) Language related problems as most people –especially in the Governorates level do not speak English. For each of these risks, the project document identified some possible mitigation measures.

The Mission noted that the project management team had not only systematically and regularly tracked, articulated and assessed project risks but also identified mitigation measures and strategies. Some of the risks identified under the auspices of the annual Technical Cooperation Progress Reports (TCP) include operational, financial, development and reputation risks. According to the latest TCP (2014-2015), the overall project risk level is rated “medium” as compared to “low” at the start of the project. Those currently rated “medium to high” include security issues (medium); lack of willingness of the interim governments to take timely decisions (high); political instability linked to the revolution, the elections and questions regarding the political system (high);and economic crises resulting in the slow growth of the economy and ultimately increased unemployment (high). The rest of the risks identified by the project team are rated from very low to low.

### 3.2.9 Realism of Planned Project Implementation Timeline

The planned timeline for the project was for a period of five (5) years running from 1<sup>st</sup> April 2011 to 31<sup>st</sup> March 2016. In retrospect and considering a number of factors, the Mission is of the opinion that this timeline was inadequate. Key among these factors include: (i) The challenges discussed earlier in this report (subsection 1.2.8) whose potential risks to the project were reasonably known at the design stage – and their adverse implications on the smooth running of project implementation. (ii) The wide geographical spread of project activities – demanding a lot of travel time especially for JNPO staff. (iii) The diversity of interventions ranging from awareness creation; capacity building and skills development; networking and partnership building; provision of business and financial services; and policy advice, among others. (iv) The diversity and large number of key stakeholders including a wide range of public, private and civil society actors. (v) Weak capacity, poor cooperation and collaboration culture among some key national, regional and local implementation partners. (vi) The overly ambitious scope of outcomes and output targets involving at least 79 target indicators of achievement (i.e. 6 at the ultimate outcome level; 31 at the intermediate outcomes level; 3 at the immediate outcomes levels; and least 39 at outputs level) - which makes monitoring and reporting an extremely difficult and time consuming exercise. Again, the Mission Team welcomes the donor’s decision to extend the project by a further two (2) years. This will be important in allowing the project to consolidate its achievements, especially now that the socio-political situation is much more favourable than before.

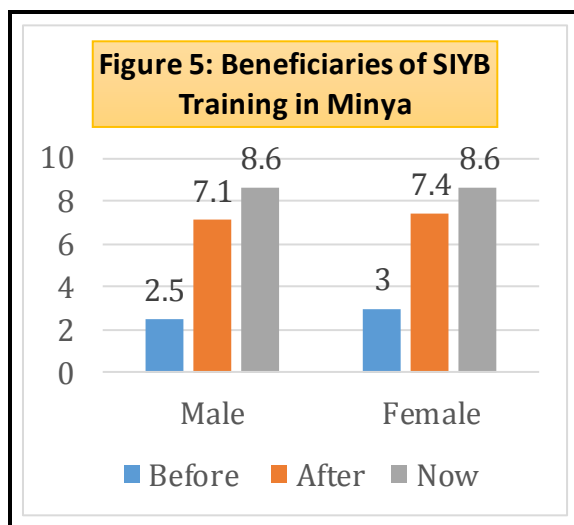
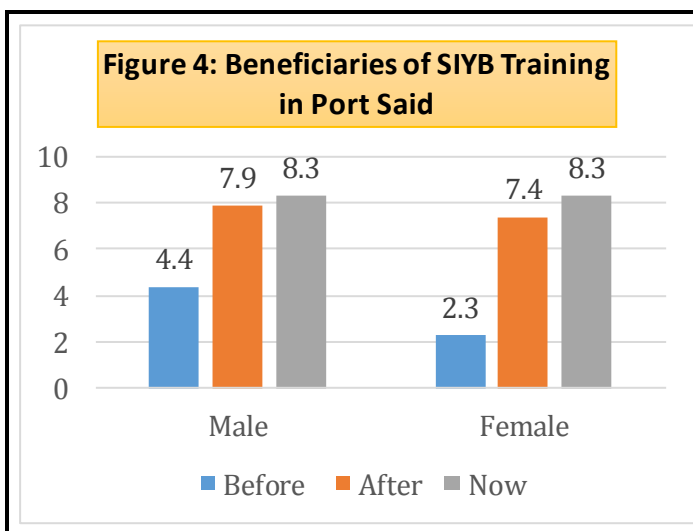
### 3.3 PROJECT PERFORMANCE AND EFFECTIVENESS

As indicated earlier, the overall aim of the project is to “increase decent employment opportunities for young men and women, especially vulnerable groups, while its purpose is “to put GoE, actors at the regional and local level, civil society partners, the private sector and young people in a better position to create and access decent work opportunities”. The sections below provide an assessment of project performance and effectiveness under the ultimate outcome level and under each of the three (3) intermediate outcomes and their related immediate outcomes, and their planned outputs, anticipated impact<sup>21</sup>.

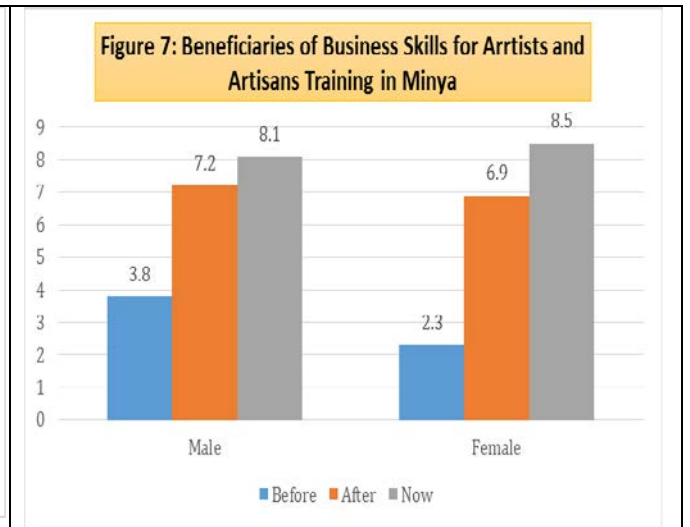
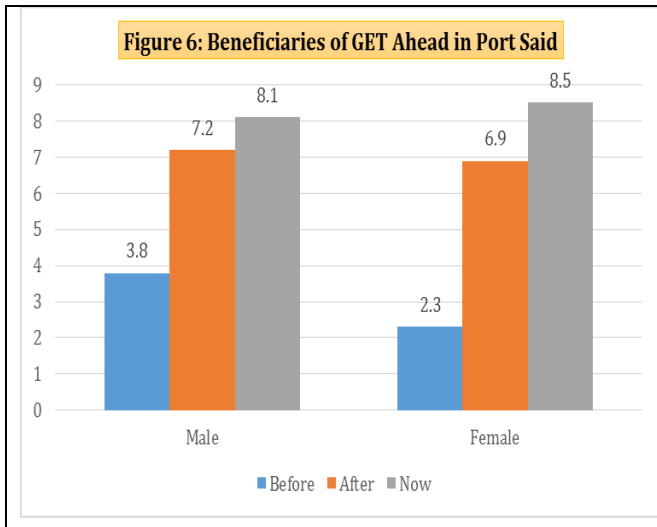
#### 3.3.1 Overview of Major Achievements

While the project faced a slow start due to numerous challenges– particularly political and security-related constraints, the weak capacity of national institutions, and the inadequacy of project staff at the early stages of the project cycle, the pace of implementation during 2014-2015 picked up in comparison to the previous project period resulting in improved delivery. Some of the notable achievements include:

- (a) *Capacity building* – through institutional strengthening of MoMM and other Government partners in the area of youth employment by way of the following: (i) Training of 96 government officials who have received specialized ILO training at its International Training Centre in Turin, Italy; and (ii) Training of 65 MoMM officials in English training courses;
- (b) *Entrepreneurship training and development* – through entrepreneurial skills training using ILO entrepreneurship education programmes e.g. Know About Business (KAB), Start and Improve Your Business (SIYB), Get Ahead for Women in Enterprise (GET Ahead), Business Skills for Artists, and Start Your Waste Recycling Business (SYWRB). In addition to the SIYB Gateway having been launched in the Arabic language, a total of 21,700 graduates from across 21 Egyptian Technical Colleges Programme (ETCP), and 9,700 graduates from across 40 Productive and Vocational Training Department (PVTD) of the Ministry of Trade and Industry have been trained in KAB. Most respondents indicated that their entrepreneurial skills had been improved significantly. In this regard, the Mission Team asked training beneficiaries to rate themselves in terms of the way they perceived their entrepreneurial skills (before training, after training and now i.e. a while after completing training) using a scale of 1-10. Indicative results on SIYB, GET Ahead and Business Skills for Artists and Artisans are depicted in **figures 4, 5, 6 and 7** below:



<sup>21</sup>For purposes of formatting the table of contents, the headers/section titles have been shortened with the full definition of indicators of achievements being provided in the text of the respective sections.



- (c) *Employment of PWDs* – where in collaboration with Ebtisama Foundation and the Red Sea Governorate, a total of 50 decent work opportunities for PWD have been created in the tourism sector in the Red Sea Governorate following “on-the-job” and “off-the-job” training programmes.
- (d) *Enterprise Development Support* –where remarkable progress has been made in supporting local initiatives with ten (10) initiatives having been established in the areas of: (i) Agriculture including barley-Port Said; dairy and fresh food packaging - Minya; (ii) green economy and employment including solar drying – Minya; and biogas digester – Port Said; (iii) tourism-related enterprises training for self-employment including handicrafts – Red Sea (50% complete); (iv) Manufacturing including e.g. carpet-making; and other initiatives comprising as the TFE initiative in association with FORTE (25% complete)and Port Said Investors Association (50% complete) and the TFE initiative in association with ETP Food (just started);
- (e) *Employment creation* – with four (4) job-search club training for 80 young people having been rolled out and 82 internship job opportunities during the summer of 2014;and facilitation of employment fairs in each of the Governorates in collaboration with Public Employment Services (PES) offices resulting in 2,001 youth people signing and getting engaged in decent work contracts, with an additional 602 young people currently going through the selection procedures.

There is no doubt that capacity building of government institutions, other partners as well as youth in terms of skills development and training on enterprise development will in one way or the other contribute to the creation of job opportunities for young men and women in Egypt. While there is definitely room for improvements in terms of more strategic thinking around the issues of capacity building including training as implied by two ILO HQ staff, the Mission observed that the project had a fairly clear strategy and approach with respect to almost all toolkits which were being implemented whereby with each being strategically anchored to the relevant national institution (s) and with trainers being trained to in-turn train end-beneficiaries. In this regard, it was noted the following: (i) that KAB was part of the curriculum of the Egyptian Technical Colleges Programme as well as the PVTD; (ii) that SYIB was being implemented in partnership with SFD which is the national apex institution for the provision of financial and non-financial services to MSMEs<sup>22</sup>; (iii) that SYWRB was being implemented with the Ministry of Informal Settlements and Urban Development where the training is provided to newly established small waste collection and recycling companies; (iv) that JSCs were being implemented in cooperation with the Ministry of Youth at the Youth Centers in governorates covered by the project with a view to rolling out nationally through MOUs; and (v) that the only two toolkits that have been piloted without a national partner are the GET Ahead and Business skills for Artists due to lack of requisite strategic partners.

<sup>22</sup> In this respect, SFD put an annual training plan that includes all 27 governorates including those covered by the project where the project pitched resources; while other 24 governorates are covered through SFD resources.

### 3.3.2 ULTIMATE OUTCOME

As indicated earlier, the ultimate outcome of the project is “*increased decent employment opportunities for young men and women, especially groups that find it particularly hard to get access to such opportunities (e.g. women-headed households, people with disabilities (PWDs), poor people in rural areas and unemployed graduates)*”. As per the Project Monitoring Framework (PMF), achievement indicators under the ultimate outcome included: (i) “*National unemployment rate for young people (15-29), disaggregated by gender reduced*” - with the target being to decrease the rate by 1 percentage point for young men and 2 percentage points for young women from the baseline rate in the third quarter of 2011 estimated at 17.9% for young males, 45.7% for young females and 24.5% for all youth. (ii) “*National youth employment-to-population ratio (15-29) disaggregated by gender increased*” - with the target being to increase it by 5 percentage points for young men and by 3 percentage points for young women from the baseline rate in the third quarter of 2011 estimated at 52.5% for young males, 11.6% for young females and 32.7% for all youth. (iii) “*Vulnerability rate for young people (15-29) at national level (disaggregated by gender) reduced*” - with the target being to decrease it by 2 percentage points for young men and 5 percentage points for young women from the baseline rate in the third quarter of 2011 estimated at 26.8% for young males, 45.5% for young females and 29.9% for all youth.

While the project logical framework provided neither the baseline, nor the target indicators of achievement, and while CAPMAS is yet to provide up to date data, the PMF indicates the following status as of 2013. (i) “*National unemployment rate for young people*” was estimated at 21.3% for young females, 48.6% for young males, and 28.2% for all youth - which were all above the base rate, meaning a worsening of the situation. (ii) “*National youth employment-to-population ratio*” was estimated at 11.6% for young females, 47.8% for young males and 30.6% for all youth - which in the case of young males and all youth was a decrease, meaning a worsening of the situation; while that of young females remained at the same level as baseline. (iii) “*Vulnerability rate for young people*” was estimated at 49.8% for young females, 27.8% for young males and 31.7% for all youth - which were all above the base rate, also meaning a worsening of the situation. While the project is behind schedule with regard to this anticipated outcomes with targets being unlikely to be achieved within its life span, the Mission observed the following three main issues with regard to these target indicators of achievement. (i) **Firstly**, they were too ambitious for a country that was facing serious socio-economic and political turbulence and for small project like DJEP that was covering only 3 governorates out of the total 27 governorates in the country; (ii) **Secondly**, attribution of changes to project activities was bound to be conceptually and practically difficult to ascertain; and (iii) **Thirdly**, it was inappropriate for the project design to have included achievement indicators for which it little or no control over - besides being country-wide targets.

#### 3.3.2.1 INTERMEDIATE OUTCOME 1: IMPROVED PERFORMANCE OF GOE, MOMM & OTHER STAKEHOLDERS

The exact and full definition of this intermediate outcome was “*Improved performance of the Government of Egypt (GoE), the MOMM and other NAP stakeholders in the implementation of the National Action Plan for Youth Employment and the designing and implementation of youth employment related programmes and policies including addressing women’s employment challenges*”. According to the PMF, the main indicators of achievement were: (i) “*New youth employment-related programmes and policies endorsed by GoE*” - with the target achievement being “*a comprehensive, gender sensitive youth-employment policy*” in place, with associated programmes, developed and formally endorsed by the GoE”. (ii) *Number of high level ministerial representatives at Steering Committee (SC) and NAP meetings*” - with the target achievement being “*in yearly SC meeting at least 80% of Ministries send high level representatives*”. (iii) “*Satisfaction of young people with employment policies of GoE (including specific policies for women)*” - with the target achievement being “*satisfaction increase by 10 percentage points*”.

In this regard, the Mission observed the following: (a) While the project has been supporting employment creation for the youth under the auspices of the National Action Plan for Youth Employment (NAPYE) which was published in January 2010, this has been replaced by the new National Plan for Training for Employment (NPTE) which was launched by MoMM in January 2015; (b) While neither was the National Steering and Advisory Committee (NSAC) formed - as provided for in the project document, nor relevant meetings held as



anticipated in the project design; the project team judiciously opted to conduct meetings under the auspices of the Egyptian Forum for Youth Employment Promotion (YEP), which has so far met 4 times (24<sup>th</sup> March 2014; 25<sup>th</sup> June 2014; 3<sup>rd</sup> November 2014 and in April 2015) - during which the participants identified and highlighted necessary policy changes in the areas of career guidance; labour market information; and monitoring and evaluation (M&E) for labour market policies; (c) While the contract to conduct the “satisfaction opinion poll” was by prepared by the project as far back as 2014, MoMM only approved it as recently as July 2015- though some further progress has been made with the first workshop in this regard having been held on 31<sup>st</sup> August 2015.

This intermediate outcome had two (2) immediate outcomes which, together with their planned outputs and achievements are discussed in the following sections:

### **3.3.2.1.1 Immediate Outcome 1.1: Increased Capacity of GoE & Key Stakeholders**

The exact and full definition of this immediate outcome was “*increased capacity of GoE and key stakeholders to implement the National Action Plan for Youth Employment (NAPYE) and to design and implement youth policies and programmes, including addressing women’s employment challenges*”. According to the PMF, the indicator of achievement for this anticipated outcome was: “*A comprehensive report on youth employment released by the NSAC (with particular focus on gender related issues)*”- with the target achievement indicator being “*a comprehensive report on youth employment issues with particular focus on gender issues released by NSAC*”. In this regard, the Mission Team noted that a report entitled “Labour Market in Times of Transition – Which Role can Active Labour Markets Policies Play?” had been published in English and Arabic in November 2012 and disseminated widely.

#### **3.3.2.1.1.1 Output 1.1.1: NAP for Youth Employment Widely Known in Egypt**

The indicator of achievement under this output was “*number of articles in the media that refer to NAP*” – which in the base year (2010) was less than ten (10) - with the target being 20 articles per year. In this respect, the Mission Team noted that NAPYE - which however has never been approved officially by GoE, was replaced with new NPTE in January 2015 as part of the overall policy transformation engendered by the on-going formulation of the 2030 National Development Vision. This unprecedented policy change resulted in MoMM’s postponement of the implementation of NAPYE, and instead refocusing its efforts towards the implementation of NPTE<sup>23</sup>. Even though this policy change was not anticipated, the objective of DJEP and its related outcomes, outputs and activities are broadly in line with the overall aim of NPTE – which is “*to increase the rate of absorption of Egyptian labour in both internal and external markets, and reduce the unemployment rate in Egypt to reach global rates by conducting effective reforms to link education and training outputs with current and projected labour market needs*”. For this reason, and given that the project had specific deliverables as per the “grant agreement”, the Mission Team feels that there is no need to change the design or the focus of the project. In this respect, and despite these unexpected changes, the Mission Team noted that the project was **behind schedule** having published and distributed just over 20 articles on the new NPTE <sup>24</sup>in both Arabic and English languages over the last 4½ years, as opposed to at least a total of 90 media articles given that it was supposed to be at least 20 articles per year as per the target indicator.

#### **3.3.2.1.1.2 Output 1.1.2: National Awareness Campaign on Youth Employment issues and NAP Launched**

The indicator of achievement with regard to this output was “*number of participants (by gender and affiliation as well as individuals) who attend the launching events of NAP awareness campaigns*” –with the target achievement being 100 participants. In this regard, the Mission Team noted the following: That although the

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<sup>23</sup> Whose main objectives include: (i) “*Identifying the skills required for the training and rehabilitation of 750,000 trainees annually in 300 professions and occupations according to modern training systems in order to meet the needs of the labour market and the new projects in Egypt*”; (ii) “*Conducting special programmes for the training of 850,000 trainees to qualify them to work abroad in accordance with modern standards and techniques*”; (iii) “*Providing 850,000 new job opportunities for Egyptians abroad (both in traditional markets and in new markets in Africa, Asia and Eastern Europe)*”; (iv) “*Providing 2 million jobs at home*”<sup>23</sup>; (v) “*Implementation of electronic linkage between 315 employment services offices affiliated with MoMM at the governorate level, at a rate of 63 offices annually for the duration of the plan*”; (vi) “*Establishing new employment offices in the cities of Halayib and Shalateen (and maybe some other areas)*”;

<sup>24</sup>PMF

launching of the NPTE in January 2015 was attended by more than 100 participants - thereby attaining 100% of target achievement<sup>25</sup> (a target that the Mission Team considers to have been rather conservative); the project is somewhat behind schedule as awareness on youth employment issues still remains low among key stakeholders despite NAPYE having been launched way back in 2009 before the start of DJEP project implementation.

### **3.3.2.1.1.3 Output 1.1.3: NAP Structures Reinforced**

The indicators of achievement for this output were: (i) “*number, by gender and affiliation, of individual members of the NSAC*”- with the target being having NSAC in place; (ii) “*number of SC meetings (low level SC meetings)*” – with the target being two (2) meetings per year; and (iii) “*recommendations made by NSAC*” – with the target being “a comprehensive analytically sound report having been produced and relevant recommendations having been made and endorsed by NSAC. While the Mission noted that the project is behind schedule specifically with respect to the establishment and operationalization of the NSAC, it is expected that the Egypt YEP Forum Committee that the project launched in March 2014 will play a key role in reinforcing the structures towards support and implementation of the newly launched NPTE. In light of this, and having so far conducted one (1) kick-off and three (3) technical meetings under the auspices of this Forum, the Mission Team is of the opinion that the project is on schedule and likely to achieve its target .

### **3.3.2.1.1.4 Output 1.1.4: Capacity of NAP Partners Strengthened**

The exact and full definition of this target output was “*capacity of NAP partners in the areas of employment policies, labour market analysis and gender strengthened*”. The indicators of achievement included: (i) “*number of project-supported NAP partners, capacity development workshops in related areas*” – with the target being two (2) workshops per year; and (ii) “*number, by gender, of individuals who participate in project-supported NAP partners’ capacity development workshop*” – with the target being 25 participants per workshop and with female participants comprising at least 30% of total. In this regard, the Mission noted that the project is on schedule having trained a total of 96 representatives of NAP partners through sending them to 26 employment courses with females accounting for 31 of the total number of beneficiaries or the equivalent of 32.2% - thereby attaining about 85.3% of the implied cumulative target number of participants over a period of 4 ½ years (or 25 participants per year).

### **3.3.2.1.1.5 Output 1.1.5: Awareness on Potential Employment Generating Sectors**

The exact and full definition of this target output was “*awareness on the national level of the potential of specific sectors such as green jobs and Information and Communication Technology (ICT) for decent employment creation increased*”. The indicator of achievement was “*number of media articles on project supported (sponsored) workshops on ICT and green jobs*” - with the target being 20 articles. In this respect, the Mission noted that the project well on schedule having attained the following achievements: (i) A cooperation agreement with the ICT Trust Fund to roll out various ILO tools in technology clubs for youth nationwide having been signed in November, 2014; (ii) A paper on *Knowledge Based Economy and Employment: Opportunities & Challenges for Egypt* is ready to be published and disseminated; (iii) A one-day training workshop on the *Inclusion of PWD in the Labour Market* having been held in April 2014, on the sidelines of the third annual International Conference and Exhibition on “*Communications and Information Technologies for People with Disabilities: Inclusion, Empowerment and Participation*”; and (iv) Several media article shaving been published on the project’s “Skills for Green Jobs” event that took place in November, 2012.

### **3.3.2.1.1.6 Output 1.1.6: Awareness at National Level on Gender Issues in Labour Markets**

The exact and full definition of this target output was “*Awareness at the national level on gender issues in labour markets increased*”. The achievement indicators for this anticipated output were: (i) “*number of workshops held at the national level on the topic*” – with the target being one (1) workshop per year; and (ii) “*number of media articles on project supported (sponsored) workshops on gender issues in the labour*

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<sup>25</sup>The launching was also attended by Honourable Prime Minister, ministers of relevant ministries representatives of employer’s and workers’ organizations.

market” - with the target being five (5) media articles per year. In this regard, the Mission noted that the project is **on schedule** with the sister Women Projects taking care of this output whereby three (3) workshops have been conducted and five (5) media articles produced and disseminated; and a study on “Women in the Egyptian Labour Market” having been updated and now ready for translation into the Arabic language and publication.

#### **3.3.2.1.1.7 Output 1.1.7: Awareness Potential Development Approaches for Job Creation**

The exact and full definition of this target output was “*awareness on the national level on the potential of certain development approaches for job creation such as social economy, local economic development and employment intensive investment increased*”. The indicator of achievement for this output was “*number of media articles on the potential of certain development approaches*” with the target achievement indicator being a total of 20 media articles. In this respect, the Mission Team noted that the project is **on schedule** having attained the following achievements: (i) Training of SFD staff on Employment Intensive Investment approaches and preparation of a Public Employment Programme (PEP) auto run CD with relevant materials; (ii) Awareness and media coverage undertaken as part of the Memorandum of Understanding (MOU) signing ceremony at the end of the training courses; and (iii) Sponsoring of partners to three (3) observational study tours (United States of America, Turkey and Morocco).

#### **3.3.2.1.2 Immediate Outcome 1. 2: Increased Capacity within MoMM**

The exact and full definition of this anticipated immediate outcome was “*increased capacity within the MoMM related to youth employment issues*”. According to the PMF, the indicator of achievement was “*quality of reports and presentations on youth employment produced by MoMM officials*” – where there has been no progress to date due to the continued weak technical capacity of MoMM. The following sections provide an analysis of project performance by each of the four (4) planned outputs under this immediate outcome.

##### **3.3.2.1.2.1 Output 1.2. - 1: A highly Competent Technical Unit on YE within MoMM Created**

The indicators of achievement for this output were: (i) “*number by gender and affiliation of individual members of the MoMM Technical Team*”; and (ii) “*number of workshops/internships completed by MoMM staff*”. The target indicators of achievement were “*five (5) MoMM employees trained through internships/workshops at the ILO or through workshops*” and (iii) “*TORs for the Technical Team prepared*”. In this regard, the Mission observed that the project is **behind schedule** in relation to this planned output on account of the following: (a) That no Technical Team has so far been established; (b) That there has been no progress in training of MoMM staff through workshops/internships as originally planned; and (c) That while the TORs for the Technical Unit on Youth Employment have been prepared, they are still awaiting endorsement by the Government - primarily due to lack of political will, interest and effective “by-in” on the part of MoMM despite the immense effort by the project team in this regard;

##### **3.3.2.1.2.2 Output 1.2.2: Effectiveness of MoMM through the Application of MMT Increased**

The indicator of achievement for this planned output was “*level of knowledge, skills and attitudes (KSAs) among MoMM staff who have attended training in modern management techniques (MMT) in their work*” –with the target indicator of achievement being “*intermediate increase in KSAs on average among participants*”. In this respect, the Mission observed that this output is **on schedule** with the project having provided training in English Language to a total of 65 MoMM staff comprising 46 at the national level, 9 in Minya, 5 in Port Said and 5 in Red Sea by the project through AmidEast Ltd.

##### **3.3.2.1.2.3 Output 1.2.3: Needs for Policy changes Identified and Discussed**

The exact and full definition of this planned output was “*needs for policy changes or new policies identified and suggestions proposed and discussed*”. The indicator of achievement for this output was “*a report on necessary*”

*policy changes*” – with the target achievement being: (i) “*a comprehensive and analytically sound report written by the end of year 3 (i.e. March 2014); and (ii) “number of participants (by gender and affiliation) who attend the National Forum on youth employment policies*”. In this regard, Mission Team noted that the project is **on schedule** on account of the following observations: (a) That while no *comprehensive and analytically sound report had been written by the end of year 3 (i.e. March 2014 as planned)*, some progress had been made in this direction with the project having convened 4 youth YEP fora during which necessary policy changes were identified and highlighted in the areas of career guidance; labour market information ;and M&E for labour market policies – all of which are expected to inform the report on policy changes; and (b) That YEP Forum was attended by a total of 55 people<sup>26</sup> with women accounting for 27, or about 49% of the total number of participants.

#### **3.3.2.1.2.4 Output 1.2.4: Project Results, Lessons Learned, Data Analyzed and Disseminated**

Under this output, the indicators of achievement were: (i) “*a report on project results and lessons learned*”; and (ii) “*number, by gender an affiliation, of individuals who attend the Dissemination of Project Results event/meeting*”. The target indicators of achievement were: (i) “*a comprehensive and analytically sound report on project results and lessons learned*” and (ii) “*at least 3 Ministers/Deputy Ministers and representatives of five (5) donors attend the event/meeting*”. While the PRODoc did not provide specific timing for the Mid-term Evaluation (which is this particular report) the Mission Team noted that there was agreement with the donor to postpone the evaluation given the delay in implementation due to exogenous constraints mainly related to political instability, insecurity and frequent Cabinet and governorates reshuffle. Nevertheless, with this report having been produced, and with the stakeholder results dissemination workshop likely to take place in October/ November 2015, the project is judged to be **on schedule**.

#### **3.3.2.2 INTERMEDIATE OUTCOME 2: IMPROVED PERFORMANCE OF REGIONAL AND LOCAL STAKEHOLDERS AND PARTNERS**

The exact and full definition of this target intermediate outcome was “*Improved performance of regional and local stakeholders and partners (public, private and civil) in delivering relevant services linked to youth employment in the three selected Governorates- including addressing women’s employment challenges*”. According to the PMF, its indicators of achievement were: (i) “*relevance of youth employment services delivered by regional/local stakeholders*” – with the target outcome indicator of achievement being “*increased satisfaction with types of services (one service to be identified for each governorate); and (ii) “gender sensitivity of youth employment services delivered by regional/local stakeholders*” – with the target outcome indicator of achievement being “*increased satisfaction with type of service*”. In this regard, the Mission Team observed that the project was **on schedule** on account that while the contract to conduct the satisfaction opinion poll was in place way back in 2014 and only approved by MoMM as late as July 2015, it is now in the process of being conducted. This intermediate outcome had two (2) immediate outcomes, which, together with their respective planned outputs and achievements are discussed below:

##### **3.3.2.2.1 Immediate Outcome 2.1: “RAPs for Youth Employment Developed and Implementation Supported**

The indicators of achievement under this anticipated immediate outcome were: (i) “*number of regional action plans approved by Regional Steering Committee (RSC)*” – whose target indicator of achievement was “*at the end of year 3 [i.e. 2014], three (3) regional action plans developed and approved with one intervention having a specific gender focus*”; and (ii) “*percentage of implemented interventions of the Regional Action Plan for Youth Employment, to total planned* – whose target indicator of achievement was “*60% of planned RAPs interventions for Youth Employment implemented with at least one intervention having a gender focus*”. In this regard, the Mission that the project was **behind schedule** on account that while only two RAPs training have been successfully conducted in Port Said and Minya, the draft plans are still awaiting official approval; and as a

<sup>26</sup>With 17 from Government, 13 from the business community, 14 from the civil society fraternity, 9 from academia institutions,, 1 from workers’ organization, and 1 from Champion.

consequence to this, that no progress has been made towards the design and implementation of intervention with gender focus. The following sections provide analysis of achievements by each of the planned outputs under this immediate outcome.

#### **3.3.2.2.1.1 Output 2.1.1: Competition amongst Governorates Carried Out**

The exact and full definition of this target planned output was “*competition amongst governorates on who will be supported through the project carried out*”. The indicator of achievement for this output was “*number and names of governorates formally selected for project support*”– with the target indicator of achievement being “*three (3) governorates selected*”. Towards this end, the Mission noted that this was **on schedule** with 100% achievement have conducted competitive selection of the three governorates in 2012–comprising Minya for agribusiness, Red Sea for tourism, and Port Said for industry.

#### **3.3.2.2.1.2 Output 2.1.2: Detailed Situation Analyses for each Selected Governorate Conducted**

The indicator of achievement for this planned output was “*Quality of the governorate "Situation Analysis" report*”– with the target achievement being “*for each "Situation Analysis" report, 5 participatory meetings are held by the animator*”. In this respect, the Mission noted that the project was **on schedule** having completed detailed and quality situational analysis reports for Minya, Port Said, and Red Sea governorates based on desk review and the use of the results of focused group discussions undertaken through a communication company with a total of 33 such FGD meetings having been held - nine (9) in Port Said, twelve (12) in Minya and twelve (12) in Red Sea.

#### **3.3.2.2.1.3 Output 2.1.3: Capacity of Partners to develop RAP for YE Strengthened**

The exact and full definition of this target output was “*capacity of partners at the governorate Level to develop RAP for Youth Employment (YE) strengthened*”. The indicators of achievement for this planned output were: (i) “*A thorough and analytically sound Situation Analysis Report in place*” and “*one (1) training workshop in each Governorates*”. In this regard, the Mission Team noted that the project was **on schedule** with the situational analysis reports for each Governorate having been produced; two (2) training workshops having been completed with a total of 90 participants (24 in Minya and 66 in Port Said) drawn from government, Non-Governmental Organizations and youth organizations having benefited and with females accounting for 39 or about 43.3% of the total number of beneficiaries; and also with training workshops for Red Sea being planned for 2015.

#### **3.3.2.2.1.4 Output 2.1.4: RAP Drafted and Signed**

The exact and full definition of this target output was “*regional action plans drafted and signed (focusing especially on gender, green jobs, social economy, Community-Based Development (CBD) and employment intensive investment approaches)*”. According to PMF, indicators of achievement included: (i) “*number of RAPs formally endorsed by Governors and RSCs*”; (ii) “*quality of RAPs*”; and (iii) “*gender-sensitivity of RAPs*”. Towards this end, the main target indicator of achievement was three (3) signed RAPs – one for each selected governorate by end of year 2 (i.e. March 2013). Towards this end, the Mission team noted that the project is **on schedule** in that two (2) RAP reports (Minya and Port Said) have been prepared –though even these drafts need further revisions before they are endorsed by the governorates.

#### **3.3.2.2.1.5 Output 2.1.5: Capacity of Regional Structures to Implement Plans Improved**

While this output is measured as part of achievements at the immediate outcome level (immediate outcome 2.1), progress towards achievement of target is **on schedule** as three (3) regional committees have been formed and two (2) RAPs training developed for Port Said & Minya – though not yet approved and as a consequence of which interventions with specific gender focus are yet to be implemented.

### 3.3.2.2.2 Immediate Outcome 2.2: Strengthened Capacity of Governorates and Local Partners

The exact and full definition of this anticipated immediate outcome was “*in the three selected Governorates, strengthened technical and administrative capacities of governorate and local partners to deliver youth employment related services – including services addressing women’s employment challenges*”. The main indicator of achievement was “*level of Knowledge, Skills and Attitudes (KSAs) among individuals, by gender and affiliation, who benefit from project-supported capacity development interventions<sup>27</sup>*” – with the target being “*intermediate increase in KSAs, on average, among participants*”. While acknowledging that increase in KSAs is a continuous process, the Mission noted that the project was on **schedule**, the following sections provide analyses of achievements by each of the planned outputs under this immediate outcome.

#### 3.3.2.2.2.1 Output 2.2.1: Selected Local Initiatives Supported

The main indicators of achievement under this planned output were: (i) “*number of local initiatives, eligible for project support, identified and agreed to by RSC*”; and (ii) “*percentage of local initiatives fully implemented, with project support, to total initiatives identified and agreed to*”. In relation to this output, the Mission observed that the project is **on schedule** and had done very well on account of having facilitated the establishment and/or implementation of ten (10) local initiatives to date including: (a) A barley growing initiative in Port Said; (b) A solar drying initiative in Minya; (c) Two (2) biogas digester initiatives in Port Said – which is being replicated locally with support of a technical consultant; (d) A greenhouse initiative in Minya; (e) A dairy products (milk) initiative in Minya; (f) A carpet-making initiative in Minya; (g) A fresh food packaging initiative in Minya; (h) A handicraft initiative in Red Sea (50% completed); (i) Training for Employment (TFE) initiative in association with FORTE (25% complete) and Port Said Investors Association – PSIA in Port Said(50% complete); and (j) TFE initiative in association with ETP Food.

#### 3.3.2.2.2.2 Output 2.2.2: Capacity of Selected Partners at the Local Level Improved

The main indicators of achievement under this output were: (i) “*number of project-supported capacity development training workshops at governorate level*” and (ii) “*number, by gender and affiliation, of individuals who benefit from project-supported capacity development training workshops, at the governorate level*”. To this end, target indicators of achievement were two (2) projects per year after year 3 which makes a total of six (6) supported projects per Governorate, or a grand total of 18 supported projects; and a total of 300 women and men beneficiaries. In this regard, the Mission noted that the project was **on schedule** having attained notable progress towards improving the capacity of partners at the local level through training workshops, including: (a) Two (2) rounds of training on “*how to write winning proposal*” which were conducted in Red Sea and Port Said<sup>28</sup>; (b) One (1) round of training workshop on “*marketing*” and one (1) round on costing and pricing in Red Sea; (c) Training of four (4) people (all males) in RBM approaches (3 from Minya and 1 from Red Sea); (d) Red Sea Crafts capacity building courses for 141 people in the Red Sea Governorate- with women accounting for 83 or about 58.8% of the total.

### 3.3.2.3 INTERMEDIATE OUTCOME 3: IMPROVED PERFORMANCE OF THE LABOUR MARKET IN THE THREE SELECTED GOVERNORATES

According to the PMF, indicators of achievement under this intermediate outcome were as follows: (i) “*Regional youth unemployment rate (15-29), (disaggregated by gender)*”- whose baseline data in 2010 was 45.7% for Port Said (with that of males estimated at 26.4% and that of females at 72.3%); 9.2% for Minya (with that of males estimated at 4.2% and that of females at 23.6%); 18.1% for Red Sea (with that of males estimated at 6.9% and that of females at 57.1%); and with the target being “*to decrease in comparison to other 3 governorates with comparable economic structure*”; (ii) “*Regional youth employment-to-population ratio (15-29)*”- whose baseline data in 2010 was 31% for Port Said (with that of males estimated at 48.1% and that of females at 13.5%); 43% for Minya (with that of males estimated at 65.2% and that of females at 19.2%);

<sup>27</sup>With data being reported by topic and/or field of capacity.

<sup>28</sup>Minya did not need one;

35.7% for Red Sea (with that of males estimated at 54.0% and that of females at 10.1%); and with the target being “to increase in comparison to other 3 governorates with comparable economic structure”; and (iii) “Vulnerability rate for young people (15-29), by gender, at regional level<sup>29</sup> - whose baseline data in 2010 was 19.5% for Port Said, (with that of males estimated at 23.5% and that of females at 5.4%); 42.9% for Minya (with that of males estimated at 33.5% and that of females at 77.0%) and 7.5% for Red Sea (with that of males estimated at 7.4% and that of females at 8.3%); and with the target being “to decrease in comparison to other 3 governorates with comparable economic structure”. While attribution of changes in these parameters to project activities is difficult to assess with certainty, and while more recent data from CAPMAS was not available by the time of the mission, data and information as contained in the PMF indicates that the project is well **behind schedule** on account of the following observations:

✚ “Regional youth unemployment rate – which are reported in the PMF follows:

- Port Said (all youth) estimated at 48.0% in 2013 as compared to 45.7% estimated in 2010 – representing an increase of 2.3 percentage points or worsening of regional youth unemployment rate by about 5%
- Port Said (males) estimated at 35.4% in 2013 as compared to 26.4% in 2010 – representing an increase of 9 percentage points or worsening of regional unemployment rate of young males by about 34.0%;
- Port Said (females) estimated at 69.7% in 2013 as compared to 72.3% in 2010 – representing an decrease of 2.6 percentage points or improved regional unemployment rate of young females by about 3.5%;
- Minya (all youth) estimated at 23.9% in 2013 compared to 9.2% in 2010 – representing an increase of 14.7 percentage points or worsening of regional youth unemployment rate by about 159.8%
- Minya (males) estimated at 14.7% in 2013 compared to 4.2% in 2010 – representing an increase of 10.5 percentage points or worsening of unemployment rate of young males by about 250%;
- Minya (females) estimated at 48.3% in 2013 compared to 23.6% in 2010 – representing an increase of 24.7 percentage points or worsening of regional unemployment rate of young females by about 104.7%;
- Red Sea (all youth) estimated at 44.5% in 2013 as compared to 18.1% in 2010 – representing an increase of 26.4 percentage points or worsening of regional youth unemployment rate by about 145.9%;
- Red Sea (males) estimated at 43.4% in 2013 as compared to 6.9% in 2010 – representing an increase of 36.5 percentage points or worsening of regional unemployment rate for young males by about 529%;
- Red Sea (females) estimated at 57.7% in 2013 as compared to 57.1% in 2010 – representing an increase of 0.6 percentage points or worsening of regional unemployment rate of young females by about 1.0%;

✚ “Regional youth employment-to-population ratio” – which are reported in the PMF follows:

- Port Said (all youth) estimated at 27.2% in 2013 compared to 31.0% in 2010 – representing a decrease of 3.8 percentage points or worsening of regional youth employment-to- population ratio by about 12.2%;
- Port Said (males) estimated at 41.9% in 2013 compared to 48.1% in 2010 – representing a decrease of 6.2 percentage points or worsening of regional employment-to- population ratio for young males by about 12.9%;
- Port Said (females) estimated at 11.8% in 2013 compared to 13.5% in 2010 – representing a decrease of 1.7 percentage points or worsening of regional employment-to- population ratio for young females by about 12.6%;

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<sup>29</sup>Definition of Vulnerability according to CAPMAS:

- Minya (all youth) estimated at 33.1% in 2013 compared to 43.0% in 2010 – representing a decrease of 10.1 percentage points or worsening of regional youth employment-to-population ratio by about 23.5%;
- Minya (males) estimated at 51.0% in 2013 compared to 65.2% in 2010 – representing a decrease of 14.2 percentage point or worsening of regional employment-to- population ratio for young males by about 21.8%;
- Minya (females) estimated at 13.0% compared to 19.2% in 2010 – representing an increase of 6.2 percentage points or improved regional employment-to- population ratio of young females by about 32.3%;
- Red Sea (all youth) estimated at 20.5% in 2013 compared to 35.7% in 2010- representing a decrease of 15.2 percentage points or worsening of regional youth employment-to- population ratio by about 42.6%;
- Red Sea (males) estimated at 31.0% in 2013 compared to 54.0% in 2010 – representing a decrease of 23 percentage points or worsening of regional employment-to- population ratio for young males by about 42.6%;
- Red Sea (females) estimated at 3.0% in 2013 compared to 10,1% in 2010 – representing a decrease of 7.1 percentage points or worsening of regional employment-to- population ratio for young females by about 70.2%;

✚ “Regional vulnerability rate for young people” – which are reported in the PMF as follows:

- Port Said (all youth) estimated at 19.7% in 2013 compared to 19.5% in 2010 – representing an increase of 0.2 percentage points or worsening of regional vulnerability rate of young people by about 1.0 %;
- Port Said (males) estimated at 21.1% in 2013 compared to 23.5% in 2010 – representing a decrease of 2.4 percentage points or an reduction of regional vulnerability rate of young males by about 10.2%;
- Port Said (females) estimated at 13.6% in 2013 compared to 5.4% in 2010 – representing a decrease of 8.2 percentage points or worsening of regional vulnerability rate of young females by about 151.9%;
- Minya (all youth) estimated at 44.2% in 2013 compared to 42.9% in 2010 – representing a decrease of 1.3 percentage points or worsening of regional vulnerability of young people by about 3.0%;
- Minya (males) estimated at 38.5% in 2013 compared to 33.5% in 2010 – representing a decrease of 5 percentage point or worsening of regional vulnerability rate of young males by about 14.9%
- Minya (females) estimated at 69.3% in 2013 compared to 77.0% in 2010 – representing a decrease of 7.7 percentage points or worsening of regional vulnerability rate of young females by about 10.0%;
- Red Sea (all youth) estimated at 27.5% in 2013 compared to 7.5% in 2010- representing a decrease of 20 percentage points or worsening of regional vulnerability of young people about 266.7%;
- Red Sea (males) estimated at 29.3% in 2013 compared to 7.4% in 2010 – representing a decrease of 21.9 percentage points or worsening of regional vulnerability rate of young males about 292.0%;
- Red Sea (females) – where the vulnerability rate as of 2013 seems to have been erroneously stated as 0% compared to 8.3% in 2010<sup>30</sup>;

This intermediate outcome had three (3) immediate outcomes – which together with their respective planned outputs and achievements are discussed below:

### **3.3.2.3.1 Immediate Outcome 3.1: Increased Capacity of Youth to Acquire Skills for Employment**

The exact and full definition of this anticipated immediate outcome was “in the three selected Governorates, increased capacity of youth, especially women and other marginalized groups, to acquire skills for employment”.

<sup>30</sup>CAPMAS is yet to provide the estimated vulnerability rate for young females in the Red Sea Governorate in 2013.



Its main indicator of achievement was “percentage of youth (male/female) who possess more employable skills following their successful completion of training”. The sections below provide an analysis of achievements by each of the planned outputs.

### **3.3.2.3.1.1 Output 3.1.1: Modern Apprenticeship Scheme Designed and Implemented**

The two main indicators of achievement under this output were “number of apprentices (male/female/PWD) having contracts through MoMM”; and “number of apprentices successfully certified, upon their completion of training programme”. To this end, target indicators of achievement were: (i) “a total of 1,500 youth with contracts with MoMM of which 30% were women and 5% PWD” and (ii) a “total of 1,000 youth apprentices who were successfully certified having completed their training programme”. In this regard, the Mission Team noted that, although delayed, the project is now **making good progress** as the score cards were ready for agriculture in Minya, ready-made garments in Port Said and tourism in Red Sea, while “on-the-job” and “off-the-job” training of trainers have been provided to Port Said Investors Association – that is implementing apprenticeship scheme for 500 contracts in ready-made garments.

### **3.3.2.3.1.2 Output 3.1.2: Capacity of MoMM and MoSS Vocational Training Centres Increased**

The exact and full definition of this anticipated output was “capacity of MoMM and Ministry of Social Solidarity (MOSS) Vocational Training Centres (VTCs) to offer improved training delivery increased”. Its main indicator of achievement was “level of KSAs among individuals, by gender and affiliation, who benefit from project-supported capacity development interventions” – again with data being reported by topic/field of capacity. Towards this end, the Mission noted that the project is again well **on schedule** on account of the following achievements: (a) Capacity of training centers in Port Said and Minya have already been assessed and sent to MoMM (there are no MOMM training centers in the Red Sea); (b) The project is in the process of signing a protocol of operation with MoSS and its associated VTCs; (c) Upgrading of selected Youth Centres started in August 2015;

### **3.3.2.3.1.3 Output 3.1.3: Capacity in Entrepreneurial Skills for Young People Provided**

The exact and full definition of this anticipated output was “entrepreneurial skills for young people provided in vocational training, general upper-secondary and tertiary education through their respective training institutions”. As per the PMF, indicators of achievement and target achievements under this planned output were as follows: (a) “Number, by gender and affiliation, of new KAB instructors trained and certified in selected Governorates” – with an achievement target of 60 instructors (30 from universities and 30 from VTCs); (b) “Number of end-user beneficiaries trained in KAB” -with a target of 2,000 people; (c) “Social Entrepreneurship” training programme available”; (d) “Number of trainers trained on Social Entrepreneurship toolkit – with a target of 60; (e) “Number of instructors trained and certified on “Business Skills for Artists” - with a target of 60; (f) Number of end beneficiaries (artisans and artists) trained on “Business Skills for Artists” –with a target 1,500; and (g) Number of beneficiaries trained on VCD for handicrafts sector – with a target of 30. In this regard, the Mission noted that the project was not only well **on schedule** but had in fact performed exceptionally well having achieved the following:

- (i) Training of **221** trainers of trainers (TOTs) in KAB<sup>31</sup> of whom 63 or about 28.5% were females – thereby **attaining a remarkable 368.3% of target (60)**;
- (ii) Training of **788** young people in KAB<sup>32</sup>– which is also part of the curriculum for all graduating students in 21 technical colleges nationwide; and another 9,700 graduates from across 40 Productive and Vocational Training Department (PVT) of the Ministry of Trade and Industry (MoTI) to reach a total of 10,488 end-user trainees - **thereby attaining a remarkable 524.4% of target (2,000)**;

<sup>31</sup>KAB TOT-103 trainers, KAB TOF -16 facilitors, KAB-on-line – 46 trainers, KAB for PVTD TOT -32 trainers and KAB TOT –GIZ – 24 trainers.

<sup>32</sup>KAB – 703 university students, KAB-on line – 54 university students, KAB for ETCP -31 students and 21,700 in all technical colleges all over Egypt, PVTD Training Centres – 9,300 (2013) and 9,700 (2014), KAB Game Implementation – 300, KAB awareness sessions – 240 people

- (iii) A total of **42** instructors trained on “Business Skills for Artists” (22 in Minya and 20 in Port Said -with females accounting for about 26.2% of total beneficiaries) – thereby attaining about 70% of achievement target (60);
- (iv) A total of **181** end-user artisans and artists trained on “Business Skills for Artists” (87 in Minya, 25 in Red Sea, and 69 in Port Said) – with females accounting for about 83.4% of total number of beneficiaries – but only attaining 12.0% of the target (1,500)<sup>33</sup> – though the project management team is planning to use service providers to expedite the process;
- (v) A total of **24** participants from different governorates having benefited from Value Chain Development (VCD) for handicrafts sector training (with females accounting for about 54.1% of the total number of beneficiaries) – thereby attaining approximately 80% of target (30);
- (vi) **Three (3) volumes** of the Social Entrepreneurial training manual Training manual completed –thereby attaining 100% of target;
- (vii) A total of **54** beneficiaries having benefitted from KAB online and awareness sessions;
- (viii) A total of **540** beneficiaries of KAB training (300 in Business Game Implementation; and 240 in KAB awareness session);

However, the Mission noted that there was no progress with respect to training of trainers on “Social Entrepreneurship” toolkit – where the project had a target of 60 beneficiaries. Again, the project management team is planning to use of service providers to expedite the process.

#### **3.3.2.3.1.4 Output 3.1.4: Entrepreneurial Skills Enhanced for Young People in Tourism, Agriculture and Services**

As reflected in the PMF, achievement indicators and target achievements under this planned output were as follows: (a) “Number of trainers trained on Women Get Ahead”- with a target of 75”; (b) “Number and quality of business plans developed” – (no target provided); (c) “Number of women end-beneficiaries trained on Women Get Ahead” - with a target of 600<sup>34</sup>; (d) “Number of trainers trained on entrepreneurial skills for business start-up and for SIYB” - with a target of 60”; (e) “Number of beneficiaries of SIYB training and starting up businesses” - with a target of 700; (f) “Number of beneficiaries trained on VCD for agriculture” - with a target of 30; (g) “Number of trainers trained on “Entrepreneurial Skills for Agribusiness” - with a target of 30; (h) “Number of end-beneficiaries trained on “Entrepreneurial skills for Agribusiness” - with a target of 600; (i) “Start Your Waste Recycling Business (SYWRB) training programme available”; (j) “Number of trainers trained on “SYWRB” - with a target of 30; and (k) “Number of end beneficiaries trained in SYWRB” - with a target of 600. In relation to these indicators of achievement, the Mission noted that the project is not only **on schedule**, but has also performed quite well having achieved the following:

- ✚ A total of **63** TOTs trained on Women Get Ahead<sup>35</sup>” with women accounting for 100%- thereby attaining 84.0% of target outreach(75);
- ✚ A total of **354** initial marketing plans and concrete ideas prepared;
- ✚ A total of **459** women end-beneficiaries trained on Women Get Ahead<sup>36</sup>” – thereby attaining 76.5% of target(600);
- ✚ A total of **60** trainers trained in entrepreneurial skills for business start-up and SIYB of whom 36 or 60% have already been certified – thereby attaining 100% of target (60);
- ✚ A total of **910** beneficiaries of SIYB and start-up business training from all over Egypt –thereby attaining 85.6% of target of 700, though only 138 were from the three selected governorates;
- ✚ A total of **20** trainers from different governorates trained on “entrepreneurial skills for business start-up” (with females accounting for about 25.0%) –thereby attaining about 33.3% of overall target (60);
- ✚ A total of **26** young people from different governorates trained on VCD for agriculture (with females accounting for 11.5% of the total number of beneficiaries) – thereby attaining about 86.7% of target (30);

<sup>33</sup> See beneficiaries’ ratings in section 3.3.1 above.

<sup>34</sup> See Section 3.3.1 for beneficiaries’ rating before training, immediately after training and now

<sup>35</sup> A total of 29 from Minya, 5 from Red Sea, and 29 from Port Said;

<sup>36</sup> A total of 214 from Minya, 118 from Red Sea and 127 from Port Said;

- ✦ A total of **22** young people trained on “entrepreneurial skills for agribusiness” - (3 in Red Sea, 15 in Minya and 4 in Aswan with women accounting for 9.0% of total number of beneficiaries) – thereby attaining a low 3.6% of target (600)- primarily because of the lack of in-house capacity in agribusiness skills on the part of the project team, and hence the need to recruit an agribusiness specialist;
- ✦ The SYWRB training manual developed and training programme completed – thereby attaining 100% of target;
- ✦ A total of **42** trainers trained on “SYWRB” through 2 rounds of training – thereby attaining 140% of target (30);
- ✦ A total of **85** end-beneficiaries of “SYWRB” training courses through 3 rounds of training sessions– thereby attaining a low 14% of target (600) – an achievement that the project management hopes to expedite following the on-going formalization of a contract with MoLG.

However, the Mission Team noted that the project had made no progress with respect training of trainers on “entrepreneurial skills for agribusiness” – again primarily because of the lack of in-house expertise in agribusiness related interventions.

### ***3.3.2.3.1.5 Output 3.1.5: Employability through Integration of PWD in Existing VT Programmes and Apprentices Enhanced***

The achievement indicators under this planned output included: (i) “number of trainers trained on VT for PWD”- with no target provided; and (ii) “percentage of PWD, by gender, enrolled in VT and apprenticeship programmes, to total enrolled”- with the achievement target being 12 (comprising 2 from 2 PESs in each governorate). In this regard, the Mission Team observed that the project was **on schedule** and had achieved the following: (a) A total of 25 young people (6-Minya; 5-Red Sea and 2–Port Said; and 12 from PES) trained as trainers on VT for PWD; (b) The study on “the inclusion of PWDs in training and employment” covering all three (3) governorates completed and dissemination undertaken during March 2015; (c) An MOU signed between MOT, Red Sea governorate, ILO, and Ebtessama foundation in March 2014 to implement an integrated project for the rehabilitation and employment of PWDs and 50 PWDs employed under this initiative to date in hotels in the Red Sea governorate; and (d) Assessment report on the types of reasonable accommodation required produced by experts from the European Network for Accessible Tourism to promote the Red Sea as an Accessible Tourism destination. In relation to this planned output, the Mission Team also noted that the 18-month joint ILO/ UNDP jobs and skills for PWD with a focus on ICT based solutions project is an off spring of the DJEP project which also delivers on this output.

### ***3.3.2.3.1.6 Output 3.1.6: Employability & Income Generating Capacity of PWD Enhanced through CBR***

Achievement indicators under this planned output included: (i) “number of Community-Based Rehabilitation (CBR) programmes at governorate level” (no target provided in the PMF); (ii) “number of PWD new business start-ups, by gender and sector” – with a target of 3 (one in each governorate); and (iii) “number, by gender, of PWD who successfully secure a job following their successful completion of the CBR programme at governorate level” (no target provided in the PMF). Towards this end, the Mission observed that the project was **on schedule** having trained 3 PWDs in business start-ups; and having a total of 50 young PWDS (all males) having successfully secured jobs. It is hoped that the results of the study on the inclusion of PWDs in training and employment in the 3 governorates will be used to inform the process towards promoting employability and income generating capacity of PWD. However, the Mission observed that the project had made no progress towards facilitating the establishment of CBR programmes at the governorates level, and that there is urgent need for project management to put its act together in this regard.

### ***3.3.2.3.1.7 Output 3.1.7: Placement of PWDs by PES increased***

The achievement indicators under this planned output as provided in the PMF included: (i) “number of PES staff trained” – with no target provided; (ii) “number of PWD, by gender, placed by PES” – with the achievement target set at 150 (males/females); and (iii) “number of enterprises reached with awareness on the ILO code of conduct for PWD at workplace” – with the achievement target set at 200 (30% females). To this end, the

Mission Team noted that the project was **on schedule** having attained the following: (a) Training of **13** PES staff on PWD placement (11 males and 2 females) - for which there was no set target achievement as such; (b) Placement of **41** PWDs in the three governorates (35 males and 6 females) – thereby attaining only 27.3% of target (150); (c) Reaching out to **61** enterprises with awareness on the ILO code of conduct for PWD at workplace comprising 19 hotels, 32 Companies and 10 members of Chambers of Commerce – thereby attaining only 30.5% of target (200), though it was noted that the project is piggy-backing on the Skills and Employment of PWDs Project to expedite the process.

### 3.3.2.3.2 Immediate Outcome 3.2: Youth and Enterprises Profit from Improved Matching Between Labour Market Supply and Demand

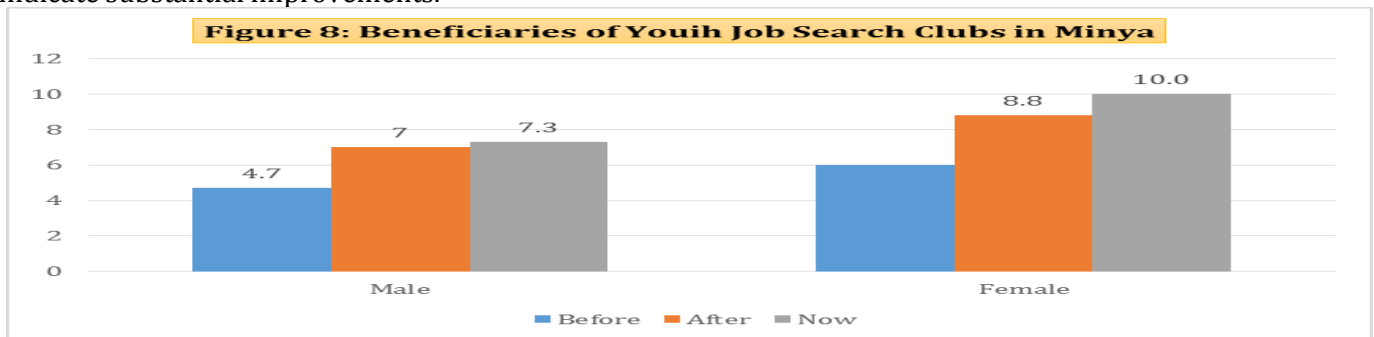
The exact and full definition of this anticipated immediate output was “in the three selected Governorates, youth and enterprises profit from the improved matching process between labour market supply and demand”. Its main indicator of achievement was “in the three selected Governorates, youth (especially young women) and enterprises profit from the improved matching process between labour market supply and demand”<sup>37</sup>. While the outcome results (regional youth unemployment rate, youth employment-to-population ratio, and vulnerability for young people) have been dealt with under intermediate outcome 3 above, analysis of achievements by each of the planned outputs is provided below:

#### 3.3.2.3.2.1 Output 3.2.1: Special School-to-Work Programmes Introduced

The achievement indicator under this planned output as provided in the PMF was the “number of students completing school-to-work programmes” – with a target of 30 young people (male/female). To this end, the Mission Team noted the project was **on schedule** and had in fact performed exceptionally well having successfully facilitated internship opportunities for a total of 77 young people (45 in Minya during summer of 2014; and 32 in Port Said during the winter break of January 2015) – thereby attaining about 256.7% of target (30);

#### 3.3.2.3.2.2 Output 3.2.2: Job clubs Introduced

The achievement indicators under this planned output included: (i) “number of created job clubs” - with a target of 6 job clubs; and (ii) “number, by gender and affiliation, of job club members” - with a target of 180 young people with females accounting for at least 30% and PWD for at least 5%. In this regard, the Mission Team noted that the project was **on schedule** having made very good progress as follows: (a) A total of **seven (7)** Job-Search-Clubs (JSCs) rolled out (3 in Port Said, 2 in Minya and 2 in Red Sea) involving a total of 82 young people – thereby attaining about 116.7% of target(6); (b) A total of 775 unemployed youth trained on “job-entry skills” (CV writing, interview skills, and job search) in the Governorates of Minya, Red Sea and Cairo; and (c) A total of **135** PWDs from across the three governorates facilitated to “job search club” membership - thereby attaining about 75% of target (180) and with the overall number of females accounting for about 66%. **Figure 8** below depicts how JSCs training beneficiaries rated their job search skills (before training, after training and now i.e. a while after completing training) using a scale of 1-10- which clearly indicate substantial improvements.



<sup>37</sup> This is already covered with the three indicators under the 3<sup>rd</sup> Intermediate Outcome. At the Immediate Outcome level)

### 3.3.2.3.2.3 Output 3.2.3: Advocacy Campaign for People's Rights at Work Job Clubs Implemented

The achievement indicators under this planned output were (i) "number of "people's rights at work" advocacy events held at governorate level" - with the target set at 9 (3 per Governorate); and (ii) "number, by gender and affiliation, of individuals who participate in project-supported people's rights at work advocacy events at governorate level". In this respect, the Mission Team noted that the project was well **behind schedule** primarily because MoMM never approved work in this area -though some work in this regard has started.

### 3.3.2.3.2.4 Output 3.2.4: Six Youth Employment Units (YEUs) Established in Local PES

The exact and full definition of this anticipated project output was "six Youth Employment Units (YEUs) established in local PES and made operational and the capacity of the staff to operate and provide tailor-made services to youth strengthened". The main achievement indicators included: (i) "number of Youth Employment Units established in PES in selected Governorates" - with a target of 6 (2 per Governorate); (ii) "number, by gender, of job counsellors trained on Career Guidance techniques in PES Youth Units trained by ILO Career Guidance Project" - with a target of 12; and (iii) "number and profile of networks established at governorate level"- with a target of six (6). In this regard, the Mission Team noted that the project was on schedule and had done quite well having made the following achievements: (a) A total of **6** PES offices (2 in each Governorate) have been established in local PES Units, furnished and equipped and task force also formed - **thereby attaining 100% of target**(6); (b) A total of **109** Job Counsellors (47 in Minya, 40 in Port Said and 22 in Red Sea) have been trained on career guidance techniques in PES-Youth Units<sup>38</sup> - **thereby attaining about 908.3%** of the target achievement (12) with females accounting for about 23.9% of total; (c) A total of **6** network profiles/task forces have been established (2 task forces in each of the governorate with a total of 43 persons) - **thereby attaining 100% of target**(6);

### 3.3.2.3.2.5 Output 3.2.5: Capacity of PES - Youth Units Built

The exact and full definition of this anticipated output was "capacity of PES YEUs to reach youth in education institutions and youth associations, job clubs and youth centres built". The main achievement indicators included: (i) "number of outreach events organized by PES and YEUs at the governorate level" - with a target of 12 events; and (ii) "number of Job fairs organized by PES Youth Units at governorate level" - with a target of 6 job fairs. In this respect, the Mission Team noted the project was **on schedule** and had made significant progress having achieved the following: (a) A total **12** outreach events (3 per governorate and 3 in Cairo) having been organized and reports completed -**thereby attaining 100% of target** (12); (b) A total of **109** PES staff working in Youth Units (47 in Minya, 22 in the Red Sea, and 40 in Port Said) trained in a number of areas including employment services in the Arab World, employment services in Egypt, CV writing, interview skills, importance of change and personality patterns, teamwork, leadership skills, work ethics and job fairs; (c) A total of **2,001** young people have already signed decent work contracts as a result of employment fairs held by the project across the three governorates; (d) An additional **602** young people currently going through the selection procedures; (e) A total of three (3) job fairs conducted (1 per governorate) - **thereby attaining 50% of target** (6); (f) An observational study tour to ANAPEC (Agence Nationale de Promotion d'Emploi et des Cadres) in Morocco was organized for nine (9) MoMM officials from the central level and PES staff in the three governorates - with one of the key recommendations reported by the participants after the mission being "to create three pilot agencies similar to ANAPEC local agencies in the three governorate of the project -specialized in agricultural in Minya, manufacturing in Port Said and tourism in Red Sea".

### 3.3.2.3.2.6 Output 3.2.6: Needs of Employers Identified

The achievement indicator for this output was "number of employer strategies adopted" - with a target of three (3) strategies adopted (one in each governorate). In this regard, the Mission Team noted that the project was well **on schedule** with report on employers' needs having been completed in the three governorates and

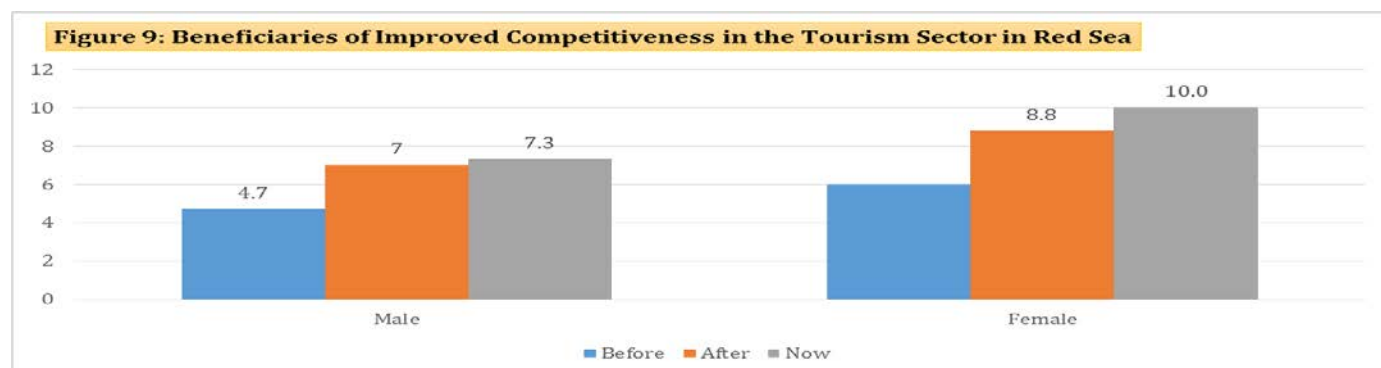
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<sup>38</sup>Training included employment services in the Arab World, employment services in Egypt, courses on CV writing, interview skills, importance of change and personality patterns, in addition to teamwork, leadership skills and work ethics, and job fairs in each of the governorates

adopted. In addition, three (3) sessions of “*Training for Employment Agreements*” are currently being implemented with: (i) MoMM, Port Said Governorate, Port Said Investors Association, and the ILO to employ 1,200 workers in the Ready Made Factories – all resulting in placements of 650 young people to date; (ii) the Forum for Training and Employment to train and employ 500 people in the Red Sea; and (iii) ETP Food for training and employment of 500 young people in Minya governorate.

### 3.3.2.3.2.7 Output 3.2.7: Capacity on Making Work-Place Attractive or Young People Built

The exact and full definition of this anticipated output was “*capacity on how to make a work-place attractive for young people, especially young women built*”. Its two indicators of achievement included: (i) “*number of employers, by gender and sector, trained on how to make a work-place attractive for young people, especially young women*” – though no target achievement was specified in the PMF; and (ii) “*number, by sector and type, of initiatives taken to make work place attractive*” – with a target of 9 initiatives per year across the three Governorates. To this end, the Mission Team noted that the project was **on schedule** and had made good progress as follows: (a) Training of a total of 261 employers on “making a work-place more attractive for young people” (185 in Red Sea, 45 in Port Said and 31 in Minya) – with females accounting for about 13.4%. (b) Conducting 10 modules training modules on “increasing competitiveness in the textile sector through decent workshops in 2012 and 2013”; and (c) Conducting another 10 modules training on “increasing competitiveness in the tourism sector through decent work” (10 workshops in Red Sea to 55 hotels with 188 participants in 2015). **Figure 9** below depicts how beneficiaries of training on “increasing competitiveness in the tourism sector” in Red Sea governorate rated their entrepreneurial skills (before training, after training and now i.e. a while after completing training) using a scale of 1-10– which also clearly indicate substantial improvements.



### 3.3.2.3.2.8 Output 3.2.8: Capacity on Recruitment Processes Built

The two indicators of achievement for this planned output were: (i) “*number of project-supported capacity development training workshops in recruitment processes organized at governorate level*” - though no target achievement was specified in the PMF; and (ii) “*number by gender and sector, of employers trained in recruitment processes*” -with a target of 150 employers across the three governorates. In this regard, the Mission noted that the project was **on schedule** having achieved the following: (a) **Three (3)** capacity development training workshops (1 in each governorate) successfully undertaken; and (b) A total of **142** employers trained in recruitment processes (66 in Red Sea, 45 in Port Said and 31 in Minya (though with females accounting for only 11.2%) - thereby attaining about 94.7% of target (150);

### 3.3.2.3.3 Immediate Outcome 3.3: Increased capacity of youth to create decent jobs through new business creation

The exact and full definition of this anticipated immediate outcome was “*In the three selected Governorates, increased capacity of youth to create decent jobs, especially for women and other marginalized groups, through new business creation*”. Its two indicators of achievement were: (i) “*percentage of successful applications for*

credits from SFD to total applications (disaggregated by gender) “ - with one-third of the credit going to women; and (ii) “number of new MSME start-ups at the governorate level -disaggregated by size, i.e. number of employees and gender of owner)”. While SFD is yet to provide official results data on these immediate outcome level indicators, the following sections provide analysis of achievements with respect to planned outputs under this immediate outcome.

#### **3.3.2.3.3.1 Output 3.3.1: Promotion Campaigns for Self-Employment Carried Out**

The two indicators of achievement for this planned output were: (i) “study on attitudes towards and constraints for entrepreneurship at the governorate level” – with the target being “An analytically sound and comprehensive study on attitudes towards and constraints for entrepreneurship at the governorate level produced and disseminated” and (ii) “number of activities in each Governorate during Global Entrepreneurship Week – with the target being “at least one (1) activity per Governorate per year. To this end, the Mission Team noted that the project was **on schedule** with the Survey of Young People in Egypt (SYPE) having been conducted in 2014/2015; twenty (20) self-employment promotional campaigns having been conducted (1 in Minya in 2012, 1 in Port Said in 2013, and 18 in project governorates in 2014; and two (2) business plan and business idea competitions held under the project (1 in Cairo on 10<sup>th</sup> November 2014, and 1 in Minya on 28<sup>th</sup> November 2014).

#### **3.3.2.3.3.2 Output 3.3.2: Enterprise Networks Built and Participation Strengthened**

The exact and full definition of this anticipated immediate outcome was “a network for all enterprises under the project built and participation of young entrepreneurs in local, national and international associations and networks strengthened”. Achievement indicators under this planned output were: (i) “number of project-supported enterprises’ networks established at the governorate level – with a target of 3 (1 in each governorate); (ii) “number of meetings of project-supported enterprises’ networks at the governorate level” – though no target was provided; and (iii) “number, by gender and affiliations, of individuals who participate in meetings of project-supported enterprises’ networks at the governorate level”. In this regard, the Mission noted that even though no networks for entrepreneurs are yet to be established, the project was on-schedule having established the following: (i) a net network for entrepreneurship trainers; (ii) A Facebook page and a Twitter address to publish the DJEP project’s news; and (iii) Facebook groups and job search clubs e.g. KAB Online Egypt; NKF KAB Egypt; SYWRB Egypt; Business Skills for Artists; and SIYB-Egypt Team 2014.

#### **3.3.2.3.3.3 Output 3.3.3: Self-employment Policy Gaps Identified and Action Plans Designed**

The exact and full definition of this anticipated immediate outcome was “policy gaps to foster self-employment identified and development of action plan on how to implement such policies designed. The achievement indicator for this planned output was “Action plan on how to fill policy gaps to foster self-employment and entrepreneurship at governorate level” – with the target being “a coherent Action Plan to foster-employment at governorate level (1 per governorate) in place”. In this regard, the Mission Team noted that although likely to meet the target by the end of the current project phase, it was technically behind **schedule** with only the draft TORs having been prepared by the Enterprise Specialist but no further action has been developed and/or published to date. However the Mission also noted that the project management team is in the process of putting together an implementation agreement with Mideast Council for small business in Egypt to take a panel survey on entrepreneurial dynamics to address gaps. In this regard, SFD has given green light for this activity to go ahead.

#### **3.3.2.3.3.4 Output 3.3.4: Business Development Services Improved**

The achievement indicator for this planned output was “number of BDS providers that integrate new approaches and change procedures, at governorate level” – with a target of 6 BDS providers (2 in each governorate). In relation to this output, the Mission Team noted that the project was **on schedule** having made the following achievements: (i) A comprehensive needs analysis undertaken and BDS training provided including Business Advisory Programmes (BAP) and the Lending Model for Working Farmers’ Associations;

(ii) A total of 19 BAP service providers from different governorates (2 females and 17 males) now offering improved services as a result of the trainings received under the project with all service provider reports having been submitted to the SFD and to DJEP project – thereby attaining about 316.7% of target (6); and (iii) A total of 26 Youth Business Associations –YBA(14 females and 12 males) trainers of trainers from different governorates trained.

### **3.3.2.3.3.5 Output 3.3.5: Financial Services for MSMEs for Young People Improved**

The achievement indicator for this planned output was “*number of financial service providers for micro and small enterprises that integrate new approaches and change procedures, at governorate level*” – with the target being 6 MSMEs (2 per governorate). In this regard, the Mission Team noted that although the “*integration of new approaches and change procedures*” have not yet been undertaken by financial service providers, the project is broadly **on schedule** having conducted the following: (i) “An Appreciation Workshop on “Making Microfinance Work which was held in Cairo during 20<sup>th</sup> and 21<sup>st</sup> of April 2015) –with 71 participants from financial institutions from different governorates; (ii) “Microfinance Law Presentation Workshops” - attended by 234 participants with 94 from Port Said and 140 from Minya -comprising 21 females and 119 males.

### **3.3.2.3.3.6 Output 3.3.6: Young Businesses Created or Improved**

The achievement indicator for this planned output was “*number of young peoples' businesses that benefit from BDS providers and financial service providers, at the governorate level*”<sup>39</sup> – with the target being 1,500. Although being one of the most important indicators of achievement of the project, it was not possible for the Mission Team to establish the actual position as data on the number of young peoples' businesses benefiting from BDS and financial service providers have not yet provided by SFD.

## **3.4 EFFECTIVENESS OF PROJECT MANAGEMENT ARRANGEMENTS**

In this respect, and in accordance with the TORs, the Mission assessed the effectiveness of project management arrangements based on: (i) appropriateness of organizational and management arrangement; (ii) effectiveness of cooperation, coordination and communication among project staff members and between them and other participating implementation partners; (iii) understanding of roles and responsibilities by all parties involved; (iv) effectiveness of administrative and technical backstopping functions by relevant ILO offices including, ILO (Cairo-Office) and ILO Headquarter (HQ) in Geneva; (v) effectiveness of coordination and collaboration with other relevant ILO and other partners' projects; (vi) effectiveness of monitoring and evaluation; (vii) systems for risk analysis, assessment and application of mitigation measures; (viii) knowledge management and information sharing; (ix) communication strategy and (x) exit strategy.

### **3.4.1: Effectiveness of Organizational and Management Arrangement of the Project**

The project is managed by a Project Management Team (PMT) comprising a national-level unit based in Cairo - referred to as the Joint National Project Office (JNPO); and three (3) Governorates-level units. The PMT was to be under the overall guidance of NSAC<sup>40</sup>– whose primary responsibility included: (i) Providing guidance on further improvement of NAP implementation; (ii) Review of project implementation progress, monitor and provide requisite guidance on implementation; and (iii) Starting the process for drafting the second generation of NAP. While NAPYE has never been officially approved by the Cabinet and Parliament, the NSAC has also never been established forcing PMT to work with the YEP Forum Committee. The PMT was initially designed to comprise the following six (6) technical members of staff and four (4) drivers –supported by a team of 4-5 people from the Technical Unit (TU) of MoMM and hired directly by them – with two of them working full-time in the implementation of NAP:

<sup>39</sup> With data being reported in aggregated format and disaggregated by gender (of business owner), sector, nature of business (existing or start-up) and, type of BDS service.

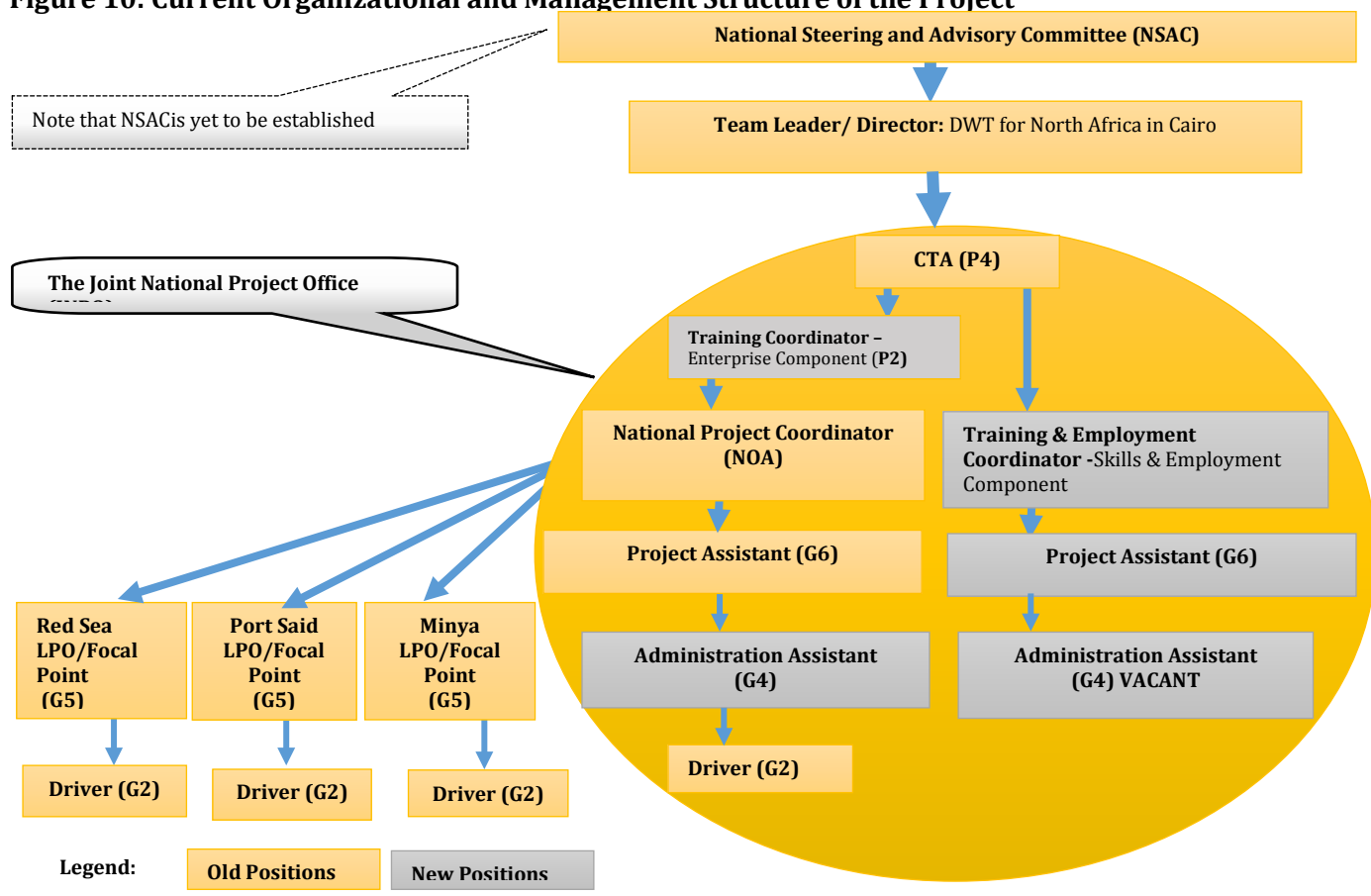
<sup>40</sup> Consisting of all relevant Ministries, representatives of the Governorates, the Social Fund for Development, Workers' and Employers' organizations and other key players e.g. the National Council for Women and the National Council for Youth.



- ✚ **National or JNPO-level** –comprising: One (1) Team Leader/Director –DWT for North Africa in Cairo; One (1) Chief Technical Advisor –CTA (P4); One (1) National Project Coordinator – NPC (NOA); One (1) Project Assistant- PA (G6); and One (1) Driver (G2).
- ✚ **Regional or Governorates-level** – Comprising: Three (3)Local Project Officers (LPOs) or Focal Points - whose primary responsibility was to provide technical guidance and monitoring of project activities at the regional and local levels, give support to implementing agencies in developing and managing their interventions, manage relations with other agencies, carry out advocacy and undertake administrative matters of the project including internal financial reporting, and organization of meetings at the regional and local levels<sup>41</sup> and three (3) drivers – one in each of the three Governorates.

However, by the time project implementation was being rolled out in the Governorates, it became evident that this project staffing level was inadequate given the planned wide range and diversified activities of the project. Consequently, the ILO requested the donor for “no-cost “budget revision, reallocation of budget line items and hiring of additional staff on 4<sup>th</sup> July 2013. Although the request was promptly approved on 5<sup>th</sup> July 2013, this change - albeit having been necessary and highly beneficial towards effective project implementation; occurred as late as two (2) years after commencement of project implementation. Following this approval, the overall project staff was enhanced by an additional five (5) members of staff comprising the following: (i) One (1) Training Coordinator– Enterprise Component (P2); (ii) One (1) Training and Employment Coordinator - Skills & Employment Component (NOA); (iii) One (1) Project Assistant (G6); and (iv) Two (2) Administration Assistants (G4) - one is currently vacant but is in the process of being filled. With these changes in staffing, the project now has a total of sixteen (16) members of staff. **Figure 10** below provides the overall indicative organizational structure of the project at present.

**Figure 10: Current Organizational and Management Structure of the Project**



<sup>41</sup>Each LPO or Focal Point is assisted in the management and oversight of project activities at the Governorate and local level by a full-time Provincial Project Coordinator (PPC) from each Governorate recruited through the Governors.

The above depicted organizational and management arrangement was perceived by both the project management team and a significant number of key informers met during field interviews to be quite good and effective in delivering towards project objectives, planned outputs and anticipated outcomes. In particular, having the Team Leader/Director and the CTA in close proximity in the ILO - Cairo office, and also having the focal points at the governorates level, has played a very important role with respect to project administrative and technical backstopping roles as well as in linking JNPO with regional and local level stakeholders.

### 3.4.2: Effectiveness of Project Cooperation, Coordination and Communication

Effective cooperation, coordination and communication among project staff, and between project staff and the rest of the stakeholders are essential elements for effective and efficient project management and implementation. The Mission Team observed that while project staff strongly embraced and maintained strong internal cooperation, coordination and communication particularly through regular meetings, email correspondences and telephonic communication; effectiveness of similar efforts in relation to project staff and the rest of the stakeholders were being undermined by the following factors: (i) Weak capacity, negative mind-set, poor attitudes and practices among some of the key participating national institutions in relation to cooperation, coordination and communication. This is despite the commendable work of the project team in terms of institutional counselling and strengthening particularly in the area of youth employment promotion strategies, not just for MoMM – as the lead government agency, but also for a wide range of other government partners. (ii) Lack of a technically sound and well-thought out communication strategy to guide and inform project staff on communication related functions. The draft communication strategy document of July 2013 is poorly written and lacks clarity on the objectives of the project, and vital analysis e.g. relating to situational analysis, SWOT and PESTE analyses<sup>42</sup>, risk analysis, key messages, implementation plan, and budget among others. (iii) Lack of a Communication Expert in the project to guide its communication functions thereby leaving the role to other project officers – who do not necessarily have requisite skills; (iv) The unprecedented turnover of Cabinet Ministers and other high level government staff during the project period – which is further complicated by the concomitant sense of job insecurity; (v) The unstable policy environment e.g. the replacement of NAPYE with NPTE by MoMM in January 2015, which further complicated matter, and as pointed out in the TCPR 2014-2015, now necessitates revision communication strategy.

The project needs to carry out more rigorous campaigns and advocacy to promote cooperation, coordination and communication among national stakeholder actors, which should be complemented with the introduction and operationalization of relevant consultative and interactive fora including through holding regular stakeholder meetings; “open space workshops”; using web-based reporting; producing and dissemination of information through flyers and other forms of publications among others.

### 3.4.3: Clarity of Roles and Responsibilities and Stakeholders’ Participation

While there was clear understanding of roles and responsibilities among project staff, this was not apparently the case among staff of key national partners. This is for example in the case of MoMM which failed to realize and embrace their central role in developing employment policies leaving the Ministry of Planning, Monitoring, Administration and Reforms (MoPMAR) to take the lead in this regard. There were also difficulties in convincing government official to participate in project implementation as part of their regular jobs without additional incentives. Overall, there was limited proactive participation on by staff in several key ministries and government agencies.

### 3.4.4: Effectiveness of Administrative and Technical Backstopping Support

The Director of the ILO-Cairo office is responsible for the overall project management and implementation. The current project management structure largely meets the needs of the project, and regular and sufficient administrative and technical backstopping have been forthcoming from the Directors office and the DWT staff. However, being a decentralized project, the relevant ILO headquarter staff have not been deeply involved in

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<sup>42</sup>SWOT is an acronym which stands for strength, weaknesses, opportunities and threats, while PESTE is also an acronym which stands for political, economic, social and technological.

the implementation project. Nevertheless, it was observed that they provided requisite technical backstopping as and when required. For example, the ILO Enterprise Development Department in Geneva indicated that they had supported the project team in a number of areas including policy advice and advocacy-related activities e.g. on advising on SFD's outsourced service delivery model instead of direct service delivery, VCD and related training; while the Youth Employment Department (EMPLAB Youth Employment) indicated that they had participated in several youth employment and training fora as well as policy advocacy.

### 3.4.5: Collaboration and Synergy with other Relevant Agencies and/or Projects

Collaboration between relevant projects is critical for overall performance, cost-effectiveness, impact and sustainability of activities of any given project. It helps in ensuring greater outreach and minimization of overlaps. In this regard, the Mission Team observed that the DJEP project was not only effectively collaborating with other relevant projects of the ILO as well as those of other development partners, but had also entered into several collaborative efforts with a wide range of other relevant organizations and initiatives. Some of the collaborative efforts include: (i) *The United Nations Partnership to Promote the Rights of Persons with Disabilities (UNPRPD) September 2014-March 2016* - which was implemented by the ILO covering Cairo, Minya, Port Said, Red Sea, Giza, Alexandria; and whose focus was "improved institutional capacity to enable persons with visual and physical impairments to find employment and receive support through Information, Communication and Technology (ICT)-based solutions; and with whom the project cooperated in a number of areas such as disability-support activities including relevant sensitization and awareness creation, and relevant training within the PESS; (ii) *Faculty of Engineering, Cairo University* - with whom the project signed a protocol of cooperation in April 2012, under the auspices of their "Pathways to Higher Education" project to secure effective joint cooperation towards developing entrepreneurial skills for the youth; (iii) *Ministry of Tourism in the Red Sea governorate and Ebtessama Foundation (Cairo)* - with whom the project signed an MOU in March 2014 to implement an integrated project for the rehabilitation and employment of PWDs - resulting in 50 PWDs securing employment in hotels in the Red Sea governorate under the initiative; (iv) *The Italian-funded "Effective Schools to Work Transition through Career Information and Guidance for Youth Project*; (v) *GIZ and the European Training Foundation (ETF)*- with whom the project collaborated in launching the Egyptian Forum on Youth Employment Promotion on 24<sup>th</sup> March 2014; (vi) Several *UN initiatives* e.g. the Millennium Development Goal Achievement Fund (MDGF) "Dahshur World Heritage Site Mobilization for Cultural Heritage for Community Development"; the "Pro-poor Horticulture Value Chains in Upper Egypt"; and the UN Women, Cairo Office - with whom the project signed a cooperation protocol to create a standard tool for "gender equality self-assessment" for companies and institutions to measure the gender gap in Egypt; and (vii) *CAPMAS* -with whom the project signed an MoU towards the preparation for the Egyptian labour and migration survey (2013-2014) where several donor agencies were involved, including the United Nations Population Fund (UNFPA), the United Nations High Commissioner for Refugees (UNHCR), and the European Union (EU); among others.

### 3.4.6: Monitoring and Evaluation

In this regard, the Mission Team noted the following good attributes of the project design and practices by the project management team: (a) The project management team consistently embraced and applied participatory M&E in all aspects of the project especially in the implementation of activities and monitoring - and to a lesser extent in the planning of activities, documentation and dissemination of results and lessons learned. (b) The project maintained an effective M&E system, and systematically and consistently monitored project performance and results - primarily using two main M&E reporting tools, namely the TCPRs<sup>43</sup> and the PMF both of which were produced annually; (c) The project's M&E reporting system also consistently disaggregated information and data by gender (men & women) where required and where possible; (d) The PMF had fairly well-defined outcome and output indicators of achievement and target achievements which to a large extent complied with the SMART principles<sup>44</sup> of monitoring and evaluation framework - especially with regard to being specific and measurable; and had also baseline data and information. This is unlike in the

<sup>43</sup>Those available included TCPR for the period April 2011-March 2012; April 2012-March 2013; April 2013 - March 2014; and April 2014 - March 2015;

<sup>44</sup>Which is an acronym relating to monitoring and evaluation indicators of achievement and standing for Specific, Measurable, Attributable, Realistic and Time-bound;

case of the original logical framework provided in the PRODoc that neither had baseline data, nor specific and quantifiable target indicators of achievement.

However, the Mission Team noted the following weaknesses in relation to the M&E framework as contained in both the original logical framework and the PMF – which was subsequently developed by the project team on the basis of the former: (a) *Lack of time-bound* target achievement indicators; (b) *Inordinately large number of indicators of achievement* even in the revised logical framework (where intermediate outcomes 3,4, and 5 were consolidated under intermediate outcome 3)– which has at least 79 target indicators of achievement (i.e. 6 at the ultimate outcome level; 31 at the intermediate outcomes level; 3 at the immediate outcomes levels; and 39 at outputs level) - undoubtedly making monitoring and reporting functions extremely difficult and time consuming tasks; (c) *The semi-manual nature of the current M&E system* –making it a laborious exercise and therefore inherently slow and inefficient as an instrument for rapid decision-making and overall project management; (d) *Limited data and information relating to impact results due to lack of regular impact-oriented surveys or tracer studies* to track project impact –despite indications that there has been beneficial spin-off effects of the project, albeit unquantified; (e) *Attribution-related issues* e.g. in relation to reduction of unemployment rate for young people; increase in youth employment–to–population ratio; and reduction of vulnerability rate of young people under the ultimate outcome and also in some of the intermediate outcomes – which begs the question whether the project should have included achievement indicators for which it is difficult to assess the degree of attribution or target indicators for which it had no full control over the results.

### 3.4.7: Knowledge Management, Information Sharing and Dissemination

Knowledge management entails analysis and technical support of practices used in an organization to identify, create, represent, distribute, conduct and enable the adoption and leveraging of good practices embedded in collaborative settings and in organizational processes. Information sharing is data exchange, communication protocols and technological infrastructures. Effective knowledge management and information sharing are particularly critical to project performance, “buy-in”, support, ownership and sustainability.

While the project team was sharing knowledge and information with other stakeholders through various fora including reports, the national Government website, the governorate portals, meetings, awareness campaigns, workshops, conferences and training sessions among other channels, the Mission Team felt that the project lacks a coherent knowledge management and information sharing strategy. Partly as a result of this, project information dissemination has not been very effective as indicated by the fact that a significant number of respondents met during field interviews seemed to have limited knowledge and understanding of the project especially in terms of its interventions, activities and overall approach. In this regard, the Mission Team recommends the need to: (i) Step up sensitization and awareness creation for enhanced broad-based stakeholder “buy-in”, ownership and support- which are all essential elements of sustainability of project activities beyond its life cycle; (ii) Have a more comprehensive up to date web-based systems - which can be hosted by MoMM or such other appropriate government institution as well as the governorates, and with links to project information provided in the relevant portal in the ILO-Cairo website; and (iii) Engage professional services of a knowledge management expert on a short term basis to develop and operationalize a more comprehensive knowledge management and information sharing strategy for the project.

## 3.5 EFFICIENCY OF RESOURCE USE

Efficient utilization of resources is without exception, an all-time and key requirement of ILO programmes and projects implementation. While the Mission Team was neither able, nor required to carry out a full-fledged “value for money audit”, its general observations as well as views of some key stakeholders, is that the project management team has been quite prudent in the way they have been utilizing available project resources including time, human and financial resources. The sections below provide an overview of the adequacy, effectiveness and efficiency of use in relation to these key project resources.

### 3.5.1 Time Resources

As per the project document, the initial time line of the project was five (5) years-commencing on 1<sup>st</sup>April 2011 and scheduled to end on 31<sup>st</sup>March 2016, which means that the project has this far been operational for a period of four (4) years and 5 months or the equivalent of 53 calendar-months. Obviously, time is always a scarce resource and is, in many instances, never enough. The project management team has utilized the available time resources in a fairly prudent manner. In retrospect, it however seems that the allocated timeline was inadequate. According to one key observer, similar projects in some parts of the world take up to ten (10) years to result in sizeable impact. In the view of the Mission, the project timeline of five (5) years was inadequate considering the following factors which slowed down the pace of project implementation: (a) The *adverse impact on project implementation caused largely by several exogenous factors* e.g. the high political instability and insecurity situations resulting in the stalling of project work for several months in some areas; the high turnover of Cabinet Ministers and other key national and governorate level staff; the weak human capacity and the limited physical facilities at the governorate level; poor culture of cooperation, collaboration and communication between implementing national partners; and more recently, the unprecedented replacement of the NAPYE with NPTE by MoMM. (b) The *logistical and managerial complexities* of project implementation given the wide geographical spread of project activities (3 regionally spread governorates); the large and diverse set of interventions (8 broad interventions) and achievement targets (79); and the wide range of stakeholders involved (public, private, CSOs, CBO, individual entrepreneurs, donors, etc); (c) The *long term nature of results and impact for some of the interventions* e.g. policy reforms; and mindset or culture change with respect youth's attitude with respect to public sector employment versus private sector employment and/or self-employment; (d) The *loss of valuable project implementation time* equivalent to nearly two (2) years for reasons beyond the control of the project management team e.g. the late recruitment of the CTA which occurred on 15<sup>th</sup> March 2012 or nearly one (1) year after commencement of project implementation; loss of about three (3) months of implementation – particularly in the case of Port Said as a result of politically-connected disruptions in the governorate in 2012; restriction on movement of project staff by UNDSS's following the revolution of June 2013 and the concomitant nation-wide curfew resulting in the loss of nearly four (4) of implementation time; and the resurgence of socio-political violence in Port Said between November 2012 and February 2013 resulting in the loss of an additional four (4) months of project implementation time in the governorates.

The Mission commends the PMU for adopting a judicious approach whereby they seized every opportunity to do what was possible under different socio-political circumstances. However, given experiences during the greater part of the implementation period, it would now appear more prudent for the project not to put too much emphasis on specific implementation of the NAPYE, but instead focus on activities that have the potential to enhance the government's ability in the formation and execution of employment policies and programmes and in labour market analysis, and also by giving priority to "high impact"; "quicker results"; "up-scalable" and "sustainable" interventions in the remaining period. In this respect, one key government observer stated thus, *"policy advocacy and reforms are taking too long to yield results and it might be prudent to leave them as spin-off outcomes of other interventions"*. Another key informant from the ILO stated thus, *"with the unstable policy environment, and the slow progress towards achievement of results, it would be prudent for the project to give priority to demonstrating how to generate youth employment", and perhaps letting policy reforms to follow"*.

### 3.5.2 Human Resources

The ILO has consistently upheld the policy of maintaining a small, but qualified team of technical experts and support staff in managing Technical Cooperation projects on account that scarce resources must be utilized efficiently and project teams can, and are supposed to work closely with other strategic partners including national stakeholders as well as development partners. In this regard, the Mission Team observed that all project staff members were not only well qualified for the respective positions that they currently hold, but were also highly committed to project work besides also exhibiting very high team work spirit. Additionally, the project has continued to support staff skills development through various means including focused thematic short term training courses as well as workshops and retreats.

Initially, the project had a total of ten (10) project implementation staff (excluding the Team Leader/Director). These comprised, the CTA (1); the NPC (1); PA (1); LPOs/Focal Point staff (3) and drivers (4). This level of staffing was no doubt inadequate given the complexity of the project from the point of view of the planned number of interventions and related deliverables, the wide range of stakeholders involved and the geographical scope to say the least. In recognition of this fact, the ILO-Cairo made an official request on 4<sup>th</sup> July 2013 for a “no-cost” budget revision/reallocation of budget line items<sup>45</sup> which was promptly approved by DFATD on 5<sup>th</sup> July 2013. Following the approval, the number of project implementation staff was enhanced to fifteen (15) by providing five (5) additional staff positions comprising one (1) Training Coordinator-Enterprise Component; one (1) Training and Employment Coordinator -Skills & Employment Component; one (1) Project Assistant under the Skills & Employment Component; and two (2) Administration Assistants. While acknowledging the need to maintain a lean but qualified team, there is need for additional staff not just under the current project phase – but also for the extension phase to enhance project performance. To this end, the Mission Team recommends recruitment of the following additional staff under the current phase in the first instance and later under the extended phase:

**✚ Immediate/short term additional staff requirements** (i.e. under the current phase):

- (i) *M&E officer* - to boost the projects monitoring and reporting functions which are in urgent need for improvements – especially in terms of more regular data and information collection, collation, analysis and reporting; and the development of an automated web-based system (to be hosted bosom or MoPMAR at the national level as may be deemed appropriate, and cascaded to the governorates level), among other things;
- (ii) *Communication Officer* –to boost the capacity of the project team in the areas of sensitization, awareness creation and dissemination which are in dire need for improvements; and also in developing a sound communication strategy, among other related needs;
- (i) *Knowledge Management and Information Sharing Expert* preferably on short term basis- to support the project team in developing and operationalizing a coherent knowledge management and information sharing strategy which at present is a major gap in the project.

**✚ Intermediate/medium term additional staff requirements** (i.e. under the extended phase<sup>46</sup> which is scheduled to start on 1<sup>st</sup> April 2016):

- (i) *An Agribusiness Officer*- given the growing interest on the agricultural sector in the project in the various target governorates including Minya, Port Said and the newly added governorate of Aswan (e.g. horticulture and medicinal and aromatic crop production), and the fact that the current project team does not have the requisite agribusiness skills;
- (ii) *A Focal Point person* – to manage project activities in the newly included Aswan and Luxor governorates (to be based in Aswan but serving both governorates);
- (iii) *One additional driver* – to support the Focal Point person for Aswan and Luxor governorates;

### 3.5.3 Other Physical Resources

The main non-human physical resources under the ownership of the project include offices, office facilities and equipment, and vehicles. Project offices include the Central Office (JNPO) in Cairo which is rented facility currently accommodating nine (9) JNPO project staff (CTA, Training Coordinator, Training & Employment Coordinator, NPC, 2 Programme Assistants, 2 Administration Assistants and a driver); and three (3) regional offices that are provided by the respective governorates free of charge as they as part of their in-kind contribution. All these offices are well equipped with computers, printers and photocopiers among other things. The project has four (4) vehicles; one (1) 4-Wheel Drive vehicle for the central office– which was

<sup>45</sup> To allow for the hiring of additional staff on realization of the underestimated administrative work load, and also to allow for changes in the modalities for training activities using more government owned facilities as well as co-financing with other projects

<sup>46</sup> That is over and above the proposed additional staff under the current phase of the project;

bought second hand but in excellent condition in 2011; One (1) 4-Wheel Drive vehicle for Red Sea- which was bought second hand but in very good condition; two (2) saloon cars - one (1) for Minya and one (1) for Port Said – both of which were inherited from the previous CIDA project. With regard to these physical resources, the Mission observed that they were in fairly good condition. The resources were not only strictly used for project activities, but were also being used quite effectively and efficiently in serving project operations. The project was keeping a fairly good record of inventory whose total value (2011-2015) was estimated at US\$ 102,953.71, with vehicles accounting US\$ 46,677.0 or 45.3% of total value while the rest of the non-human physical resources accounted for US\$ 56,286.71 or 54.7% of total estimated value.

### 3.5.4 Financial Resource

The project is funded by DFATD with a budget of CDN\$ 10 Million or the equivalent of US\$ 9.8 based on the exchange rate prevailing at the time of project launching, with a supplementary “in-kind” contribution by GoE’s through the Social Fund for Development amounting to an equivalent of US\$ 5.3 million. For purposes of this evaluation, financial issues are assessed in terms of *financial systems and effectiveness* – especially tracking expenditure; *adequacy*– taking into account planned project activities; *disbursements* and in particular in relation to work plans; *effectiveness of allocation* – particularly allocation between overhead and direct support to target beneficiaries; *utilization or burn-rate* to date; *economy or prudence* of use; and leveraging of financial external resources. The following is a summary of the main findings in this regard:

- (i) **Financial system and effectiveness:** In line with the provisions in the project design (PRODoc page 22), the project fully complied with ILO’s established internal financial management, accounting and reporting systems and the project team maintained regular and stringent tracking of project financial resources and expenditures using the Fisext II electronic system. This financial system was however deemed by the project team to be inappropriate as it does not for example allow for the excel sheet - type of analysis and production of documents. In this respect, the Mission Team was informed that the project is in the process of replacing the Fisext system with the more user-friendly Integrated Resource Information System (IRIS).
- (ii) **Adequacy of Financial Resources:** The PMU considered the project budget to have been fairly adequate for planned activities, and especially in light of their approach and commitment to partnership with other relevant agencies and projects.
- (iii) **Financial Disbursements:** According to the project team, the flow of funds has generally been smooth and timely. While there was a problem initially which was associated with the requirements for prior approval by the ILO Cairo Office for lump sum project expenditures for amounts above US\$ 500, this was resolved by Director Cairo Office who delegated authority to the CTA for lump sum expenditures of up to US\$ 3,000. The Mission Team commends this flexibility on the part of the Cairo Office which allowed for smooth and more rapid implementation of project activities.
- (iv) **Effectiveness of Financial Allocation:** Based on the available data and information, the Mission Team considered the allocation of financial resources to be fairly effective in terms of distribution between overhead (especially staff cost) and development expenditures (i.e. direct support to beneficiaries)<sup>47</sup>. In this regard, cumulative staff costs during the period 2011-2014 amounted to US\$ 1,193,202 or about 21.5% of total cumulative expenditure, while cumulative operational costs and project implementation costs amounted to US\$ 1,064, 355 or 19.0% and US\$ 3,346,606 or about 59.7% respectively.
- (v) **Financial Utilization:** Based on available financial data, the total cumulative project expenditure from 1<sup>st</sup> April 2011 to 15<sup>th</sup> August 2015 amounted to US\$ 6,808,896.43, while the total committed amounts up to December 2015 was approximately US\$ 1,109,425.67. This gives a total utilization or burn rate (spent and committed) of US\$ 7,918,322.10 or about 79.2% thus leaving an unspent balance to date of US\$ 2,081,677.90 or about 20.8%. With seven months left for the current phase, there are chances that there will be some unspent balance by the end of the project on 31<sup>st</sup> March 2016, which could supplement any unbudgeted costs in the expanded phase.
- (vi) **Economy of use:** In this regard, the Mission Team observed that the project management team has maintained prudence in the use of project funds. Some of the examples practices and actions noted in this regard include: (a) The project’s consistent use of stringent and competitive procurement procedures for

<sup>47</sup>In general or rule of the thumb, and in line with similar projects, overhead costs should not exceed 30-40% of total budget

goods and services – resulting in procurement from the cheapest source whenever possible - taking into account requisite quality of goods and services; (b) The option to use a national-based CTA which led to savings out of the initial budget allocation; (c) The option to use CIDA -PMU furniture and equipment thereby reducing financial expenditure on the procurement of project equipment; (d) The option to use strategic approaches of partnership and cooperation with public institutions using their facilities to the extent possible resulting in reduced costs to the project; (e) The option to conduct stakeholders’ trainings at the governorates level, whenever possible – thereby minimizing travel and accommodation costs – as the latter is a lot cheaper in the governorate than in Cairo; (f) The option to purchase and use second hand but good condition four-wheel cars; two saloon cars and furniture from the former CIDA Project Support Unit for the offices in Port Said and Minya; and (g) consistent synergy with other ILO projects as well as other relevant donor-funded projects.

- (vii) **Leveraging of external resources:** Owing to the apparent relevance of project interventions to the socio-economic development aspirations and agenda of a wide cross section of stakeholders in Egypt, the project managed to attract external resources for the project target beneficiaries and for the country as whole. Just to mention a few, these includes for example: (a) The 18- month joint “ILO/ UNDP Jobs and Skills for PWDs with a focus on ICT-based Solutions” - which was an off-shoot of DJEP which also delivers on this output; (b) The AusAid – “Decent Work for Egypt's Young People - Tackling the Challenge in Agriculture Sector” – which however was closed earlier than expected by the donor; and (c) the DANIDA “Decent Jobs for Egypt's Young People – Tackling the Challenge in Qalyoubia and Menofia”.

### 3.6 IMPACT ORIENTATION AND SUSTAINABILITY

Attaining sustainable positive impact is always a major objective of ILO’s strategy in project/programme design and implementation. In this regard the ILO has traditionally and consistently sought to enhance sustainability of programme/project activities beyond their designated shelf life. In this respect, the Mission Team firmly concludes that the current project activities have very high prospects for sustainability, high potential for outreach and also long term impact through multiplier effects.

#### 3.6.1 Sustainability Issues

In this regard, the Mission Team observed that the project was founded on fairly strong elements of sustainability including the following: (i) *Relevance and strategic fit of project interventions with the socio-economic development aspirations* of not just the Government of the Arab Republic of Egypt and the donor community, but also, and more importantly the socio-economic development aspirations of the country’s young men and women; (ii) *The stakeholder participatory approach that was consistently embraced and applied during implementation* – which had the potential to result in broad-based stakeholder “buy-in”, ownership and support of project ideals and activities; (iii) *The use and mainstreaming of proven and globally accepted sustainability approaches* including the application of the green jobs, social economy, gender equality, and community-based approaches; (iv) *Policy advice and mainstreaming of project activities* within work programmes of key national partners; (v) *Collaboration and cooperation* with national institutions in the implementation and delivery of project activities and outputs; (vi) *Capacity building and skills development of stakeholders* at national, regional and local levels, including social partners and the Government; (vii) *Building of networks and partnership among stakeholders* with diverse but complementary socio-economic development needs; and (viii) *Facilitation of financial and non-financial services* including technical capacity building and provision of micro-credit e.g. through MoSS, SFD, Mashroo3k and MoLG.

However, as things stand at the moment, prospects for sustainability is being undermined by a number of factors – which need to be addressed as matter of urgency. This primarily includes the following: (i) The apparently low awareness and knowledge among national intermediate and end-beneficiary stakeholders particularly regarding project strategy, approach and activities; (ii) The continued weak capacity and/or lack of political will among some of the key government organizations and other non-governmental partner institutions; (iii) The high rate of cabinet reshuffle and turnover of key administrative and technical staff in national government institutions and at the governorates level; (iv) The apparently cumbersome and bureaucratic processes in financial services within key relevant institutions and/or programmes e.g. MoSS,



SFD and Mashroo3k<sup>48</sup>; (v) The weak capacity of MSMEs skills in the areas of market feasibility assessment or market intelligence gathering as well as marketing; (v) Lack of facilitation interventions of MSMEs in terms of market access/linkage – resulting in disillusionment among beneficiaries of project-supported training; and (vi) The apparent continued negative mindset among young men and women towards employment in the private sector and/or self-employment – in favour of employment in the public sector.

There is therefore urgent need to step up relevant interventions including stakeholder sensitization and awareness creation; capacity building, attitude and culture change among key relevant intermediate national implementation partners; capacity building of target beneficiaries (youth) – through sensitization to change mindset towards private sector employment and self-employment; training of target beneficiaries in relevant areas including through enhancement of market feasibility assessment/market intelligence gathering skills, experiential learning and business mentorship; and support to market access/linkages through various approaches including exhibitions and business –to-business fora.

### 3.6.2 Impact Issues

While the project had not undertaken impact tracer studies or surveys which would have enabled the Mission Team to make an informed judgement on the socio-economic gains associated with project activities this far, there were clear indications that the project's strategy and activities are steering towards positive impact in terms of increased employment, income earning and overall poverty reduction and improvement of the well-being of target beneficiaries. Some the pointers towards impact of the project include: (a) *Employment Generation*– where in collaboration with the PES offices, the project managed to create decent jobs for more than 2,000 young men and women with an additional 602 young people currently undergoing selection processes; employment of 400 young women in the handicrafts industry in Red Sea; employment of 50 young PWDs in the tourism sector in collaboration with the Ebtisama Foundation and the Red Sea Governorate. (b) *Capacity Building* through training– where 21,700 graduates from the 21 ETCPs and 9,700 graduates from 40 PVTD of the MoTI have benefited from training using ILO entrepreneurship education programmes training modules including KAB, SIYB, Generate Your Business Idea, GET Ahead for Women in Enterprise, Business Skills for Artists, and Start Your Waste Recycling Business; on-going training in Port Said to employ 1,200 workers in the ready-made garment factories with 650 placements have been achieved to date; the on-going training for employment schemes for 500 young men and women in the food industry in Minya; the ongoing training for employment of 500 young people in the hotel and tourism sector under the auspices of the Forum for Training and Employment in Red Sea - with more than 100 placements having been achieved to date. (c) *Matching of Labour Supply and Demand*–where the project has rolled out seven (7) job search club trainings for 134 young men and women, providing 82 employment internships opportunities in Minya and Port Said during the summer of 2014; six (6) Youth Units have successfully been established and decent employment of more than 2,000 young men and women created as mentioned above with an additional 602 young people currently undergoing going selection processes.

## 4.0 MAIN CONCLUSIONS

Based on review of relevant documents and field level interviews, the Mission Team firmly concludes that the objective and activities of the project are highly relevant and in line with the contemporary socio-economic development aspirations and agenda of not just the GoE and the donor community, but also, and more importantly, the socio-economic development aspirations of young men and women in Egypt. The Mission also concludes that project design was fairly coherent and logical. Despite the numerous challenges that the project faced – most of which were beyond its control, it has made some notable achievements which have the potential for positive impact on youth employment beyond its life cycle. This is particularly with regard to: (i) institutional strengthening of MoMM and other government partner institutions; (ii) the launching of the Egyptian Forum for Youth Employment Promotion; (iii) supporting the establishment of local MSME business

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<sup>48</sup> In this regard, one end-beneficiary female respondent from Minya respondent stated as follows: "In the training of SIYB, it was my first time to learn about legal aspects that I must know about before starting my project such as license and taxation. I thought that I would start my project just after completion of training. However, I was shocked with the complexity of SFD requirements to get financial support. It is almost impossible to fulfill SFD requirements

initiatives; (iv) improving entrepreneurial skills of young men and women in Egypt in general through training using various ILO training toolkits; and (v) facilitating employment creation for young men and women including PWDs. The management arrangement of the project has been fairly effective in delivering to project objectives and anticipated outcomes. This is particularly with regard to having the CTA in Cairo and therefore within quick and easy reach by other project staff, management of financial resources from the Cairo office and also by having focal point persons at the local level. The project was quite prudent and economical in the way they used project resources. In this regard, the Mission Team observed that PMU applied a wide range cost-saving strategies. So far, the project has spent and/or committed about 79.2% of project resources. With seven months left for the current phase of the project, there are chances that there will be some unspent balance by the end of the project on 31<sup>st</sup> March 2016, which could supplement any unbudgeted costs in the expanded phase. Overall, project activities are progressing well towards impact and have good prospects for impact through multiplier effects.

However, its full potential is unfortunately being undermined by a number of factors that are both internal and external to the project including occasional political instability and insecurity situations; high turnover of key government staff; poor cooperation and collaboration culture and/or lack of sufficient political will among key implementing GoE partners.

## 5.0 EMERGING LESSONS LEARNED

### 5.1: What Good Practices were Adopted and Applied?

Some of the project's good practices that can be applied in a future phase or similar projects in future include:

- (i) **Relevance and strategic fit of project interventions, synergy, networking and partnership building:** Relevance and strategic fit of project interventions to existing socio-economic development needs and aspirations of stakeholders; synergy; networking and partnership building play vital roles in promoting broad-based stakeholder "buy-in", ownership and support, as well as in enhancing implementation achievements even in a country that is faced with weak capacity and poor culture of collaboration and cooperation among national partner institutions;
- (ii) **Project implementation strategy and approach:** While the multidimensional and integrated approach that was adopted and applied by the project is both effective in delivering on decent jobs creation and also replicable, it requires adequate strategic thinking and forward planning due to its high demand in terms of (a) The need for in-depth mapping of potential strategic partners at all levels (national, regional and local); their respective capacities and their potential roles; (b) The need to identify an effective framework for coordination and collaboration between, and among multiple stakeholders; (c) The need to identify the required range of project staff expertise to cater for the various needs of different stakeholders and across various sectors; and (d) The need for adequate timeline for project preparation and design as well as implementation;
- (iii) **Flexibility of project implementation approach: Flexibility in implementation** as was adopted by the ILO Cairo Office and the project management team is critically important in fluid socio-political and economic situations as was the case in Egypt especially before 2014, as it allows for quick and strategic responses by seizing opportunities whenever they occur – which allows not just the continuation of project implementation, but also saving of overhead costs;
- (iv) **Backstopping support:** Easy access to administrative and technical backstopping which was provided by the Office of the Director/DWT in ILO Cairo; and the full time in-country presence of the CTA were very useful to project implementation as the staff were able to receive requisite support without undue delays.

### 5.2: What should have been different or should be avoided in Future?

Some of the things that should have been different or should be avoided in future include:

- (i) **Project design and planning:** Owing to its complexity<sup>49</sup>, more time and strategic thinking should have been accorded to the design and planning of the project so as to lay the foundation for a clear, effective and efficient implementation framework particularly in light of the weak capacity of national partner institutions;
- (ii) **Realism in scoping of indicators of achievement and targets:** The project should have avoided being too ambitious - especially in terms of monitorable indicators of achievement and achievement targets which in the case of the DJEP project were 79 in total comprising six (6) at the ultimate outcome level; 31 at the intermediate outcomes level; three (3) at the immediate outcomes levels (3); and 39 at the outputs level - making monitoring and reporting an extremely difficult and time consuming exercise;
- (iii) **Choice of project target indicators of achievement:** The project should have avoided committing itself to achievement indicators that it neither had control over, nor ability to ascertain attribution to project activities which in this case included changes in unemployment rate for young people; youth employment – to- population ratio; and vulnerability rate of young people;
- (iv) **Market access or linkages:** As global experience has shown time and again that MSMEs do not often have marketing and related skills, building their capacity in undertaking market feasibility studies, market intelligence skills and also facilitating market access or linkages should have been strong elements of project design;
- (v) **Communication strategy:** Being at the heart of good project management an effective and efficient communication strategy<sup>50</sup> should have been in place right at the early stages of project implementation;
- (vi) **Project staffing:** Being a complex project as indicated earlier, project design should have also provided the positions of both a Communication Officer and a M&E Officer – to support the rest of the project team members in communication, monitoring and reporting functions who did not necessarily have requisite skills;
- (vii) **Exit strategy:** An exit strategy for the project should have been in place to provide the project management team with a clear and strategic direction towards final exit hand-over of project activities to local and national partners;
- (viii) **Monitoring and reporting systems and arrangements:** With such a complex project particularly in terms of the number of monitorable achievement and target indicators, the project should have put in place an automated and integrated M&E system (e.g. a web-based system) instead of relying on the cumbersome, laborious and inefficient semi-manual M&E system;
- (ix) **Impact tracer surveys or studies:** In addition to the regular project monitoring of output indicators, impact tracer surveys or studies should have been conducted regularly (at least bi-annually) not just to inform the project team regarding whether progress was being made towards impact, but also to demonstrate to national and regional stakeholders, the financier and other potential donors about the impact of the project activities –which can play a vital role in support and resource mobilization among other things.

## 6.0 KEY RECOMMENDATIONS

Based on the review of secondary data and information, field level interviews and independent observations by the Mission Team, the following are the key recommendations:

1. **Step up knowledge management, information sharing and dissemination** to boost stakeholder “buy-in”, ownership and support of project activities for longer sustainability through: (a) *Consolidating, packaging and disseminating project information* in simplified and understandable language through various fora including conducting open air sensitization and awareness campaigns; and use of various channels such as print and electronic media, workshops, web-site portals; (b) *Introducing and regularizing quarterly stakeholder meetings under the auspices of YEP Forum* under the stewardship of MoMM or MoPMAR (which has shown interest of doing so) or under the NSAC once established - to facilitate more regular information sharing and dissemination and to promote horizontal coordination, collaboration and

<sup>49</sup> Especially in terms of the multiplicity of interventions, the number of target achievements, the range of stakeholders involved, the wide geographical scope and the fluid socio-economic and political environment that characterized the country.

<sup>50</sup> As opposed to the poorly written communication strategy document which was published and as late as July 2013;

- cooperation; and (c) *Conducting impact tracer surveys or studies* in consultation and collaboration with relevant agencies (e.g. CAPMAS, MoMM and MoPMAR) to distill experiences and lessons learned, assess impact and elicit support by other donors in future;
2. **Undertake a study to assess capacity building interventions and develop a strategic framework** to inform the project on the most effective and efficient approaches – e.g. to assess the feasibility of developing a pool of institutional and/or private individual service providers in training; incorporation of experiential learning and mentorship in the capacity building initiatives; incorporation of training in market feasibility assessment and market intelligence gathering skills, and incorporation market access/market linkage interventions, among others;
  3. **Prioritize interventions** – by not putting too much emphasis on specific implementation of the NAPYE or the newly launched NAPTE policy framework, but instead by focusing on activities that have the potential to enhance the government’s ability in the formation and execution of employment policies and programmes and in labour market analysis, and also by giving priority to “*high impact*”; “*quicker results*”, and “*sustainable*” interventions that have potential for up-scaling in the remaining period - which in the view the Mission and some key stakeholders should include: (a) Sensitization and awareness creation, and information sharing and dissemination through various fora; (b) Capacity building of service providers (including building pool of TOTs) and end-user beneficiaries– under a well-thought out strategy on what to train in, who to target, how to go about training etc; (c) Facilitating MSME-friendly financial services – not just through micro-credit provision by MoSS, Mashroo3k, SFD and MoLG, but also through linkages with private sector financial service providers; (d) Building capacity of prospective and start-up young entrepreneurs through facilitating experiential learning and business mentorship arrangements; providing market feasibility assessment skills, and facilitating market access and linkages to promote sustainable business start-ups; and (e) Facilitating networking and partnership among stakeholder and young entrepreneurs at all levels.
  4. **M&E** – by (a) *Revising the PMF* - taking into account the need to have a realistic and SMART number of target indicators with clear timelines; and focusing on priority areas of interventions as indicated above; and (b) *Facilitating the development and operationalization of an automated and integrated web-based M&E system* for the project to be hosted by either MoMM or MoPMAR, and cascaded down to Governorates level - with the website of the ILO Cairo Office only providing links to the websites at both levels;
  5. **Revise and operationalize a comprehensive communication strategy** for the project – not just to boost communication, knowledge, and information sharing and dissemination functions of the project, but also for enhanced sustainability through increased “buy-in”, ownership and support of project activities;
  6. **Develop an exit strategy for the project** - to provide the project management team with a clear pathway towards exit and ultimate handover of project activities to local, regional and national partners at end of the project cycle;
  7. **Recruit additional staff under the current phase** as follows so as to boost the technical and human resources capacity of the project and enhance project implementation and achievements in the remaining period (i) M&E Officer; (ii) Communication Officer – possibly to be cost-shared with relevant projects e.g. the ILO/Danida project for cost effectiveness; and (iii) Knowledge Management Expert – on a short term basis (3 months or so);
  8. **Extend project timeline by three(3) years** beginning 1<sup>st</sup> April 2016 - 1<sup>st</sup> April 2019- which fits perfectly with the proposed line under the forthcoming grant agreement proposal between the ILO and DAFTD and which also intends to include Aswan and Luxor governorates - to allow for the consolidation of the gains so far made that seems to have picked quite well beginning 2014.
  9. **Additional staff** - as follows to cater for additional human capacity needs **under the extended project phase** as soon as the extension is approved: (i) An **Agribusiness Officer** - to fill-up the current skills gap of the project management team and in light of increasing stakeholder interests in agribusiness- related support interventions in the old governorates (Minya, Port Said and even the Red Sea) and the inclusion of Aswan and Luxor under be extended phase– with the officer catering for all governorates; (ii) one additional **Focal Point** staff - to operate from the Aswan governorate but catering for Luxor governorate as well; and (iii) one **Driver** – to support the additional Aswan-based focal point staff.

## 7.0 APPENDICES

Appendix 1: List of People Met/Interviewed					
	Name	Organization	Title	Date	M/F
1.	Markus Pilgrim	ILO/HQ-EMP/ENTERPRISE	Enterprise Specialist	6-8-15	M
2.	Drew Gardiner	ILO/HQ-EMPLAB /YOUTH EMPLOYMENT	Youth Employment Specialist	7-8-15	M
3.	Wolfgang Weinz	ILO/HQ- SECTORAL POLICIES DEPARTMENT	Senior Technical Specialist - Hotels, Catering, Tourism	10-8-15	M
4.	Eng. Amany Ghoneim	Ministry of Social Solidarity	Head of Central Department of Social Development	10-8-15	M
5.	Dr. Malak Reda	NGOs Microfinance Supervisory Unit- EFSA	Executive Director	10-8-15	F
6.	Dr. Wael Abdel Moez	Freelance Consultant	Professor at Minia University	10-8-15	M
7.	Marc van Imschoot	ILO/HQ-EMPINVEST EMPLOYMENT	Employment Specialist	11-8-15	M
8.	Samah Ghazi	MoTE- School to Work Transition Central Unit	Coordinator	11-8-15	F
9.	Dr. Sayed Kaseb	Faculty of Engineering, Cairo University - Pathways to Higher Education,	Executive Director	12-8-15	M
10.	Dr. Abdel H. Kabesh	Freelance consultant	Specialist for People with Disabilities	12-8-15	M
11.	Rawia Elbatrawy	CAPMAS - Migration and Employment Statistics	Statistician	12-8-15	F
12.	Madiha Salah	CAPMAS - Migration and Employment Statistics	Statistician	12-8-15	F
13.	Eng. Ahmed Osman	Middle East Council for Small Business & Entrepreneurship/ MCSBE & GEW	President	13-8-15	M
14.	Hossam Saleh	Business Advisory Services -Global Vision	Chief Executive	13-8-15	M
15.	Dr. Alaa El Ansarry	Freelance	Professor at German University in Cairo	13-8-15	M
16.	Nagwa Ismail	ILO – DJEP Career Guidance Project	Coordinator	13-8-15	F
17.	Manal Maher	Alkorra Foundation	Director	13-8-15	F
18.	Nashwa Belal	CTA-Danida DJEP Project	Evaluation Manager - ILO DJEP Project	17-8-15	F
19.	Amal Mowafy	DFATD/ILO DJEP Project	CTA	17-8-15	F
20.	Perihan Tawfik	DFATD/ILO DJEP Project	National Project Coordinator	17-8-15	F
21.	Heba Rashed	DFATD/ILO DJEP Project	Project Assistant	17-8-15	F
22.	Eng. Magdy Wahba	DFATD/ILO DJEP Project	Training Officer	17-8-15	M
23.	Heba Rashed	DFATD/ILO DJEP Project	Senior Programme Assistant	17-8-15	F
24.	Onsi Georgious	DFATD/ILO DJEP Project	Skills and Employment Officer	17-8-15	M
25.	Reem El Sherbini	DFATD/ILO DJEP Project	Programme Assistant	17-8-15	F
26.	Yomna Abouzeid	DFATD/ILO DJEP Project	Finance Assistant	17-8-15	F
27.	Kholoud Alkhalidi	ILO – DWT (Cairo Office)	Senior Enterprise Devt Specialist	17-8-15	F
28.	Daniella Zampini	ILO – DWT (Cairo Office)	Employment Specialist	17-8-15	F
29.	Christine Hofmann	ILO – DWT (Cairo Office)	Skills Development Specialist	17-8-15	F
30.	Amir Faheem Hayat	Human Security Project-Minya	Project Coordinator	17-8-15	F
31.	Christine Hofmann	ILO – DWT (Cairo Office)	Skills Specialist	17-8-15	F
32.	Siza Zayed,	Shoghlana Magazine-MAD Solutions	Account Manager	17-8-15	F
33.	Gehan Elsharkawy	“Jobs and Skills for PWDs” Project	National Project Coordinator	17-8-15	F
34.	Dr. Adla Raghob	Ministry of Tourism (MoT)	--	17-8-15	F
35.	Dr. Raafat Abbas	Social Fund For Development (SFD)	Head-Technical Office/Secretary General AUSE	18-8-15	M
36.	Mohamed Farid	Social Fund For Development (SFD)	Manager- Technical Office	18-8-15	M
37.	Dr. Nihal El-Megharbel	MoPMAR	First Assistant to the Minister	18-8-15	F
38.	Mona Wahba	MoMM	Under Secretary for Foreign Relations	18-8-15	F
39.	Reem El Dahshan	Ministry of Foreign Affairs	3 <sup>rd</sup> Secretary –UN Specialized Agencies Affairs	18-8-15	F
40.	Amir Al Desouky	MoMM	Researcher-Technical Cooperation Dept.	18-8-15	M
41.	Eman Omran	DFATD-Canada	SME-Team Leader	19-8-15	F
42.	Prof Dr, Ahmed Elassal	Ministry of Higher Education-ETCP Project	Project Manager	19-5-15	M

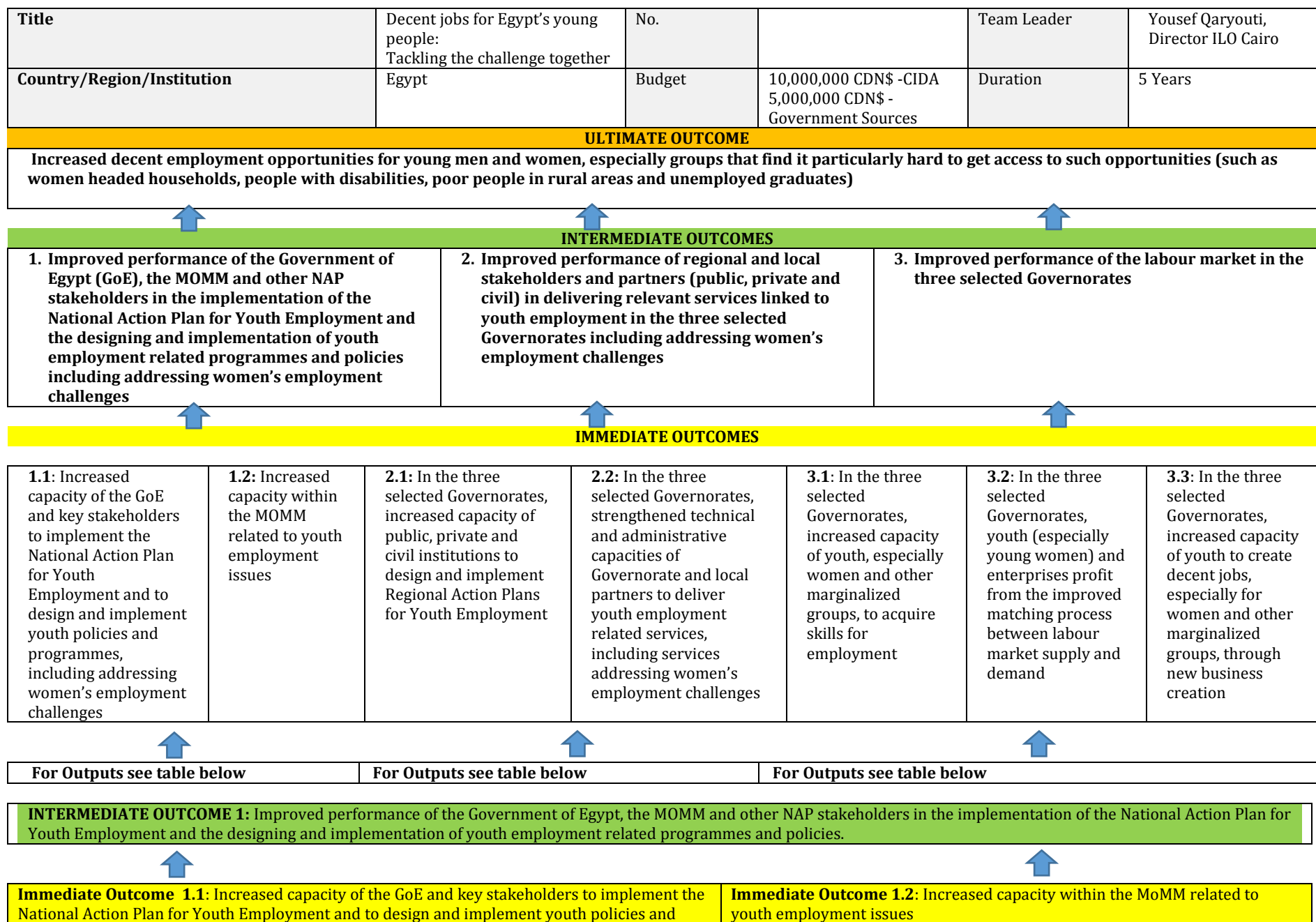
43.	Dr. Heba Hagraas	National Council for Disability Affairs	Secretary General	19-8-15	F
44.	HE Dr. Mahmoud El Said	Ministry of Local Development	Minister Advisor & Mashro3ak Initiative Coordinator	20-8-15	M
45.	Rehab Yehia Mohamed	ICT Trust Fund (MoCIT)	Project Manager	20-8-15	M
46.	Eng. Sayed Kamel	Central Departments Zone OIC & Programs & Ministry of Industry- PVTD	--	20-8-15	M
47.	Asmaa Rezk	ILO (Cairo Office)	Communication Assistant	20-8-15	F
48.	Ahmed Ismail	World Bank -Market Place Initiative	Consultant	20-8-15	M
49.	Eng. Fayez Fahmy	Freelance Consultant	Specialist for Improving Competitiveness in the labor market sector	21-8-15	M
50.	Magda Sami	Ebtisama Foundation	Chairman	21-8-15	F
51.	Jacob Von Virks	GIZ	--	22-8-15	M
52.	Karim Massoud	Governorate Information Center	Director General	22-9-15	M
53.	Training beneficiaries	Red Sea Governorate Hotels	FGD-General Managers and Human Resources Managers (14 hotels)	22-8-15	11 M/3 F
54.	Admiral Ahmed Abdallah	Red Sea Governorate	Governor	22-8-15	M
55.	Focus Group Discussion with 15 PWD employers	Red Sea Governorate Hotels	General Managers and Human Resources Managers	22-8-15	12 M/3 F
56.	Nawal Yassen	ILO – Red Sea Office	Focal Point	23-8-15	F
57.	9 NGOs members	Red Sea Governorate	FGD-NGOs from handicraft sectors	23-8-15	5 M/4 F
58.	Nermin A.Abou Sreaa	Information Center, Red Sea	Director of Information Center	23-8-15	F
59.	Emad Hassan	Ministry of Tourism	Minister Advisor	23-8-15	M
60.	Shehab Eldin Ismail	Information Center, Minia	Director of Information Center	24-8-15	M
61.	Start and Improve Your Business beneficiaries	Grand Aton Hotel	Beneficiaries	24-8-15	8 M/8 F
62.	Beneficiaries	Grand Aton Hotel	FGD -Business Skills for Artists, Artisans & Musicians	25-8-15	43 F/2 M
63.	Eatesam Mohamed	Business Women Association, Saft Ellaban, Minia World Bank Development Market Place NGO	Chairman	25-8-15	F
64.	Wafaa Abdelhamid	Business Women Association, Saft Ellaban, Minia World Bank Development Market Place NGO	Deputy	25-8-15	F
65.	Fadwa Ahmed	Business Women Association, Saft Ellaban, Minia World Bank Development Market Place NGO	Trainer	25-8-15	F
66.	Nada Abdel wahab	Business Women Association, Saft Ellaban, Minia World Bank Development Market Place NGO	Project Coordinator	25-8-15	F
67.	Mona Ali Emam	Business Women Association, Saft Ellaban, Minia World Bank Development Market Place NGO	Beneficiaries	25-8-15	F
68.	Gihan Mohamed	Business Women Association, Saft Ellaban, Minia World Bank Development Market Place NGO	Beneficiaries	25-8-15	F
69.	Naglaa Kotb	World Bank Development Market Place NGO	Beneficiaries	25-8-15	F
70.	Rehab Alaam	Business Women Association, Saft Ellaban, Minia World Bank Development Market Place NGO	Beneficiaries	25-8-15	F
71.	Najz Yahia	World Bank Development Market Place NGO	Beneficiaries	25-8-15	F
72.	Aum Hashim Mohamed	Business Women Association, Saft Ellaban, Minia World Bank Development Market Place NGO	Beneficiaries	25-8-15	F
73.	Sabha Ali	World Bank Development Market Place NGO	Beneficiaries	25-8-15	F
74.	Amira Killani	Business Women Association, Saft Ellaban, Minia World Bank Development Market Place NGO	Beneficiaries	25-8-15	F
75.	Evet Kamal	Evangelic Association (EASD), Minia World Bank Development Market Place NGO	Project Manager	25-8-15	F
76.	Christine Nabil	Evangelic Association (EASD), Minia World Bank Development Market Place NGO	Project Coordinator	25-8-15	F
77.	Samia Ahmed	Evangelic Association (EASD), Minia World Bank Development Market Place NGO	Beneficiaries	25-8-15	F
78.	Treaz Hanna	Evangelic Association (EASD), Minia World Bank Development Market Place NGO	Beneficiaries	25-8-15	F

79.	Demyana Gerges	World Bank Development Market Place NGO	Beneficiaries	25-8-15	F
80.	Fify Monir	Evangelic Association (EASD), Minia	Beneficiaries	25-8-15	F
81.	Nabil Mohamed Metwali	Takwa Association Minia-World Bank Development Market Place NGO	Chairman	25-8-15	M
82.	Mohamed Hassan	Takwa Association Minia-World Bank Development Market Place NGO	Project Manager	25-8-15	M
83.	Dina Ahmed	Takwa Association – Minia -World Bank Development Market Place NGO	Project Coordinator	25-8-15	F
84.	Gehan Yaacoub	DJEP, ILO	DJEP focal point in Minia	26-8-15	F
85.	Mahmoud Abu El-Azaim	Green House in Bayho, Minia	Chairman	26-8-15	M
86.	Mohamed Sayed Abdou	Green House in Bayho, Minia	Green house manager	26-8-15	M
87.	Mostafa Ahmed Gomaa	Egy Trust Firm, Green House in Bayho, Minia	Technical Advisor	26-8-15	M
88.	Job Search Clubs Beneficiaries	Youth Center Al-Madina	FGD	26-8-15	8 F/3 M
89.	Mina Youssef	Youth Center Al-Madina	Trainers of job search clubs	26-8-15	M
90.	Moataz Belleah	Youth Center Al-Madina	Trainers of job search clubs	26-8-15	M
91.	Peter van Rooij	ILO DWT - CO	Director	26-8-15	M
92.	Mohamed Hasanein	SE Writing Systems Egypt	HR Manager	27-8-15	M
93.	Monic William	SE Writing Systems Egypt	Admin Assistant, Beneficiary	27-8-15	F
94.	Benficiaries	Get Ahead Training	FGD	27-8-15	31 F
95.	Howaida Abdulla	Port Said Governorate	Local Coordinator –Port Said Governorate	27-8-15	F
96.	Desouky Refaat	Family benefited from the bio-gas pilot unit	Bio-Gas beneficiaries	27-8-15	M
97.	Khaled Salah	Family benefited from the bio-gas pilot unit	Bio-Gas beneficiaries	27-8-15	M
98.	Abeer Attia	Family benefited from the bio-gas pilot unit	Bio-Gas beneficiaries	27-8-15	F
99.	Dr. Mohamed A. Hadi	Bio Gas Technical Advisor	Professor at Suez Canal University	27-8-15	M
100.	Dr. Mona Hammouda	Received TOT and became Trainers on Get Ahead	Get Ahead Trainers	27-8-15	F
101.	Dr. Heba Abdel Baseer	Received TOT and became Trainers on Get Ahead	Get Ahead Trainers	27-8-15	F
102.	Reham Mohamed	Received TOT and became Trainers on Get Ahead	Get Ahead Trainers	27-8-15	F
103.	Mohamed Ismail	SIYB Training – Port Said	Trainer	27-8-15	M
104.	Mohamed Abu El-Atta	Port Said Governorate	Agriculture Advisor, Port Said Govt	27-8-15	M
105.	Beneficiaries – SIYB Training	Port Said Governorate	FGD	27-8-15	9 M/9 F
106.	El-Sayed Ramadan	ILO –Port Said Office	DJEP Focal Point	27-8-15	M
107.	Luca Fedi	ILO Cairo Office	Senior Administrator - TC Programs	30-8-15	M
108.	Mahmoud Hassan	Ministry of Youth (MoY)	Under Secretary for Employment Central Dept.	30-8-15	M
109.	Dr Yasmine Eleraky	Job Search Club in Youth Center (MoY)		30-8-15	F

## Appendix 2: Participants in the End-of-Mission De-briefing Session

	Name	Organization	Title	M/F
1.	Amal Mowafy	ILO-DJEP	Chief Technical Advisor	F
2.	Nashwa Belal	ILO	Evaluation Manager	F
3.	Kholoud Al-Khaldi	ILO	Senior Enterprise Development Specialist	F
4.	Christine Hofman	ILO	Skills Specialist	F
5.	Magdy Wahba	ILO-DJEP	Training Officer	M
6.	Perihan Tawfik	ILO-DJEP	National Coordinator	F
7.	Heba Rashed	ILO-DJEP	Program Assistant	F

## Appendix 3: Project Logical Framework





programmes, including addressing women's employment challenges



**OUTPUTS**

1. **Output 1.1.1:** National Action Plan for Youth Employment widely known in Egypt;
2. **Output 1.1.2:** National awareness campaign on youth employment issues and the NAP launched;
3. **Output 1.1.3:** NAP structures reinforced;
4. **Output 1.1.4:** Capacity of NAP partners in the areas of employment policies, labour market analysis and gender strengthened;
5. **Output 1.1.5:** Awareness on the national level of the potential of specific sectors such as green jobs and ICT for decent employment creation increased;
6. **Output 1.1.6:** Awareness at the national level on gender issues in labour markets increased;
7. **Output 1.1.7:** Awareness on the national level on the potential of certain development approaches for job creation such as social economy, local economic development and employment intensive investment increased.

1. **Output 1.2.1:** A highly competent Technical Unit on Youth Employment within the MOMM created;
2. **Output 1.2.2:** Effectiveness of MoMM through the application of modern management techniques increased;
3. **Output 1.2.3:** Needs for policy changes or new policies identified and suggestions proposed and discussed;
4. **Output 1.2.4:** Project results, lessons learned and data analyzed and disseminated.

**INTERMEDIATE OUTCOME 2:** Improved performance of regional and local stakeholders and partners (public, private and civil) in delivering relevant services linked to youth employment in the three selected Governorates



**Immediate Outcome 2.1:** Regional Action Plans for youth employment developed and implementation supported

**Immediate Outcome 2.2:** In the three selected Governorates, strengthened technical and administrative capacities of governorate and local partners to deliver youth employment related services



**OUTPUTS**

1. **Output 2.1.1:** Competition amongst Governorates on who will be supported through the project carried out;
2. **Output 2.1.2:** Detailed situation analyses for each selected Governorate conducted;
3. **Output 2.1.3:** Capacity of partners at the governorate level to develop a regional action plan for youth employment strengthened;
4. **Output 2.1.4:** Regional action plans drafted and signed (focusing especially on gender, green jobs, social economy, CBD and employment intensive investment approaches);
5. **Output 2.1.5:** Capacity of regional structures to implement plans improved.

1. **Output 2.2.1:** Selected local initiatives supported;
2. **Output 2.2.2:** Capacity of selected partners at the local level improved;

**INTERMEDIATE OUTCOME 3:** Improved performance of the labour market in the three selected Governorates




**Immediate Outcome 3.1:** In the three selected Governorates, increased capacity of youth, especially women and other marginalized groups, to acquire skills for employment


**Immediate Outcome 3.2:** In the three selected Governorates, youth and enterprises profit from the improved matching process between labour market supply and demand


**Immediate Outcome 3.3:** In the three selected Governorates, increased capacity of youth to create decent jobs, especially for women and other marginalized groups, through new business creation



## OUTPUTS

- 
1. **Output 3.1.1:** Modern Apprenticeship Scheme (MAS) designed and implemented;
  2. **Output 3.1.2:** Capacity of MOMM and MOSS VTCs to offer improved training delivery increased;
  3. **Output 3.1.3:** Entrepreneurial skills for young people provided in vocational training, general upper-secondary and tertiary education through their respective training institutions;
  4. **Output 3.1.4:** Entrepreneurial skills enhanced for young people in tourism, agriculture and services;
  5. **Output 3.1.5:** Employability through integration of PWD in existing VT programmes and apprentices enhanced;
  6. **Output 3.1.6:** Employability and income generating capacity of PWD enhanced through CBR;
  7. **Output 3.1.7:** Placement of PWDs by PES increased;

- 
1. **Output 3.2.1:** Special school-to-work programmes introduced;
  2. **Output 3.2.2:** Job clubs introduced;
  3. **Output 3.2.3:** Advocacy campaign for people's rights at work;
  4. **Output 3.2.4:** Six Youth Employment Units (YEUs) established in local PES and made operational and the capacity of the staff to operate and provide tailor-made services to youth; strengthened;
  5. **Output 3.2.5:** Capacity of PES YEUs to reach youth in education institutions and youth associations, job clubs and youth centres built;
  6. **Output 3.2.6:** Needs of employers identified;
  7. **Output 3.2.7:** Capacity on how to make a work-place attractive for young people, especially young women built
  8. **Output 3.2.8:** Capacity on recruitment processes built

- 
1. **Output 3.3.1:** Promotion campaigns for self-employment carried out
  2. **Output 3.3.2:** A network for all enterprises under the project built and participation of young entrepreneurs in local, national and international associations and networks strengthened
  3. **Output 3.3.3:** Policy gaps to foster self-employment identified and development of action plan on how to implement such policies designed
  4. **Output 3.3.4:** Business development services improved
  5. **Output 3.3.5:** Financial services for micro and small enterprises for young people improved
  6. **Output 3.3.6:** Young businesses created or improved

## Appendix 4: Key Implementing Partners and Target Groups

Table 1: Main National Level Implementing Partners and Target Beneficiaries	
Implementing Partners	Target Beneficiaries
1. MoMM - Employment and Training Departments	<ul style="list-style-type: none"> <li>✦ MoMM) - Employment and Training Departments;</li> <li>✦ Other relevant Government Ministries (e.g. MoSS, MoA, MoT, MoI&amp;T, MoLG and SFD);</li> <li>✦ Business services providers;</li> <li>✦ Public employment service organizations;</li> <li>✦ Vocational Training Centres of MoMM &amp; MoSS;</li> <li>✦ Universities &amp; Schools;</li> <li>✦ Governors and other administrators;</li> <li>✦ Selected NGOs;</li> <li>✦ Members of the regional advisory committees; Youth Graduate Employment Agency;</li> <li>✦ Young men and women; and marginalized groups;</li> <li>✦ Workers and employers' organizations</li> <li>✦ Other relevant stakeholders (including youth beneficiaries at the Governorates level.</li> </ul>
2. Ministry of Social Solidarity (MoSS);	
3. Ministry of Agriculture (MoA);	
4. Ministry of Tourism (MoT);	
5. Ministry of Industry and Trade (MoI&T) & affiliated Industrial Training Center	
6. Ministry of Local Development (MoLD);	
7. Social Fund for Development (SFD);	
8. Ministry of Planning, Monitoring and Administrative Reform (MoPMAR)	
9. Ministry of Education (MoE);	
10. Ministry of Youth (MoY)	
11. Ministry of State for Environmental Affairs (MoSEA);	
12. Central Agency for Public Mobilization and Statistics (CAPMAS)	
13. Governorates (Minya, Red Sea, and Port Said)	
14. Selected NGOs ( including Business Women Association in Minya, Shalateen Handicraft Association in Red Sea)	
15. Young Peoples' Organizations	
16. Workers' organizations (Independent Trade Union Federation & Regional Independent Trade Union In Port Said)	
17. Employers' organizations (Federation of Egyptian Industries, Bilateral Chambers of Commerce & Investors' Associations in Port Said, Minia and Red Sea,)	
18. Donor (DFATD & the Canadian Embassy in Egypt )	
19. ILO Director and project staff based on the ILO DWT Cairo and Governorates	
20. Other development partners involved in Youth Employment (e.g. GIZ, World Bank, UNIDO, IOM, )	
<i>Source: Terms of Reference &amp; PRODoc.</i>	

## Appendix 5: NAPTE's Objectives & Key Implementation Plans

### I. National Plan's detailed objectives

1. Identifying the skills required for the training and rehabilitation of 750,000 trainees annually in 300 professions and occupations according to modern training systems in order to meet the needs of the labour market and the new projects in Egypt.
2. Conducting special programmes for the training of 850,000 trainees to qualify them to work abroad in accordance with modern standards and techniques.
3. Providing 2 million jobs at home (170,000 job opportunities have been provided during 2014 of which 70% have been filled, while it is targeted to increase the number of these opportunities by 25% for each phase).
4. Implementation of electronic linkage between 315 employment services offices affiliated with the Ministry of Manpower at the governorate level, at a rate of 63 offices annually for the duration of the plan.
5. Establishing new employment offices in the cities of Halayib and Shalateen (and maybe some other areas).
6. Provide 850,000 new job opportunities for Egyptians abroad (both in traditional markets and in new markets in Africa, Asia and Eastern Europe).

### II. National Plan implementation axes:

1. Updating national databases and statistics on the size of unemployment, employment, job opportunities, technical education institutes and vocational training centers and the programmes they offer, and maps of the current and projected investment projects.
2. Developing the vocational training system in the various centers nationwide including updating curricula and training tools, improving the conditions of trainers and administration staff through new incentives to improve performance, and linking this with the training output and its impact on work opportunities provided for the trainees.
3. Working to restart the stalled factories and projects and solving their problems, especially as these can attract many investors and job seekers.
4. Formulating attractive media and educational programmes to encourage self-employment among youth and explaining to them the fundamentals of the modern economy, as well as the methods of organizing cooperative activities, and individual and family projects and their benefits.
5. Creating funds or new mechanisms to support SMEs, thus allowing them to employ larger numbers of youth.
6. Developing new national policies and programmes to ensure providing social protection and health care for workers in the private sector and non-governmental projects.

7. Concluding cooperation agreements and protocols with some of the countries with emerging economies and which constitute promising and unconventional markets for Egyptian labour, even if in limited numbers. Attention should be given to the training component included in the terms of these agreements to be commensurate with the needs and levels of the available work in these countries. (Uzbekistan - Serbia - Bosnia - Iraqi Kurdistan - Guinea-Bissau - Central Africa - Brunei – Brazil).
8. Conducting a sociological study on the reluctance of youth to work in the private sector while accepting in some cases to work in low-level jobs abroad.



**Terms of Reference**  
**Independent Midterm Evaluation**

### 1. OVERVIEW AND JUSTIFICATION

<b>Title of project being evaluated</b>	Decent jobs for Egypt's young people: Tackling the challenge together (DJEP)
<b>TC Code</b>	EGY/11/02M/CAN
<b>Administrative Unit responsible for administrating the project</b>	DWT/CO-Cairo
<b>Technical Unit(s) responsible for backstopping the project</b>	DWT/CO-Cairo
<b>Type of evaluation</b>	Independent
<b>Timing of evaluation</b>	Mid-term evaluation

The "grant arrangement" agreement for the implementation of the project "Decent jobs for Egypt's young people: Tackling the challenge together" (DJEP) was signed in 24<sup>th</sup> of March, 2011 between the International Labour Organisation (ILO) and the Government of Canada as represented by the Canadian International Development Agency (CIDA), currently Department of Foreign Affairs Trade and Development Canada (DFATD), with a budget of 10,000,000 CDN over 5 years. The project duration is from 1/4/2011 till 31/3/2016 and it is implemented at both the national and regional levels in three governorates (Minia, Port-Said and Red Sea)

The name of the donor organization was changed in 2013 to be "Department of Foreign Affairs Trade and Development Canada (DFATD)", which will be used afterward in this document.

As per article 4 of Annex A of the grant arrangement agreement signed between the ILO and the DFATD), and in accordance with ILO evaluation policy, an independent mid-term evaluation is to be conducted to review the progress and achievement of the project, as well as the lessons learned.

### 2. PROJECT BACKGROUND INFORMATION AND CONTEXT

The greatest threat to Egypt's tenuous economic progress is its tremendous lack of decent work opportunities for young people (aged 15 to 29). Unemployment which stands at 14 per cent for young men and 45 per cent for young women is only the tip of the iceberg as many young people have to accept low productivity, low paid and insecure jobs, far below their capabilities. The lack of decent work is preventing the next generation of Egyptians from gaining the skills, experience and income necessary for the further economic, social and political development of their country. Drawing on lessons learned from numerous youth employment initiatives in Egypt and in other countries, the DJEP project proposes an ambitious multi-dimensional and integrated approach to stimulating youth employment over a five years period.

DJEP addresses national institutions in Cairo, but also takes place in three Governorates (Minia, Port-Said, and Red-Sea) selected through a competition. The project seeks to select Governorates that are primarily dominated by agriculture, industry and tourism respectively, to allow for diversity in experiences. The project has the following outcomes

**Ultimate Outcome:**

Increased decent employment opportunities for young men and women, especially groups that find it particularly hard to get access to such opportunities (such as women headed households, people with disabilities, poor people in rural areas and unemployed graduates)

Intermediate outcome I : Improved performance of the Government of Egypt, the MOMM [Ministry of Manpower and Migration] and other NAP stakeholders in the implementation of the National Action Plan (NAP) for Youth Employment and the designing and implementation of youth employment related programmes and policies including addressing women's employment challenges

Immediate outcome 1: Increased capacity of the Government of Egypt and key stakeholders to implement the National Action Plan for Youth Employment and to design and implement youth policies and programmes, including addressing women's employment challenges

Immediate outcome 2:

Increased capacity within the MOMM related to youth employment issues

Intermediate outcome II: Improved performance of regional and local stakeholders and partners (public, private and civil) in delivering relevant services linked to youth employment in the three selected Governorates including addressing women's employment challenges

Immediate outcome 1:

In the three selected Governorates, increased capacity of public, private and civil institutions to design and implement Regional Action Plans for Youth Employment

Immediate outcome 2:

In the three selected Governorates, strengthened technical and administrative capacities of governorate and local partners to deliver youth employment related services, including services addressing women's employment challenges

Intermediate outcome III: Improved performance of the labour market in the three selected Governorates

Immediate outcome 1:

In the three selected Governorates, increased capacity of youth, especially women and other marginalized groups, to acquire skills for employment

Immediate outcome 2:

In the three selected Governorates, youth (especially young women) and enterprises profit from the improved matching process between labour market supply and demand.

Immediate outcome 3:

In the three selected Governorates, increased capacity of youth to create decent jobs, especially for women and other marginalized groups, through new business creation.

DJEP project uses an integrated approach with targeted interventions, it is implemented both at the national and regional levels. The development of regional action plans for youth employment will set a similar framework for coherent action as is already set at the national level through the National Action Plan for Youth Employment. The regional action plans will feed in the National Action Plan and support the implementation of its goals on the regional level.

The size of the project allows for pilot projects on the ground to provide Egypt with not only policy frameworks but a number of scalable best practises. Finally, the scaling-up of these

pilots will be ensured through the emphasis on institutionalization and network building to ensure sustainability. The project is accompanied by a rigorous monitoring and evaluation plan, and project results are always shared and publicized to allow for maximum analysis and replicability of good practices.

The project functions on three levels:

**1) The policy level** – On this level the objective is to help the GOE to implement the NAP (2010-2015) through capacity building of relevant Ministries and NAP partners, and institutional strengthening of the MOMM as central implementing Ministry. This will be reached through training as well as assistance in the management and implementation process.

At the same time, the capacity of other Ministries in the area of youth employment related issues (labour market policies, labour market analysis, gender issues etc.) will be strengthened to facilitate cooperation within the GOE and contribute to good governance. Relevant ministries include especially the Ministry of Planning, Ministry of Local Development, Ministry of Finance, Ministry of Investment, Ministry of Education, Ministry of Higher Education, Ministry of Trade and Industry, Ministry of Social Solidarity and Ministry of Information. Other governmental entities such as the National Council for Women and the National Council for Youth will also profit from the capacity building strategy.

By supporting the MOMM in its function as main implementing partner, the MOMM's authority in the area of its core mandate (labour market issues) will be strengthened which will lead to a higher commitment of other stakeholders. In their strengthened position, the MOMM will also be able to undertake necessary policy measures, to foster an enabling environment and to ensure cooperation between Ministries.

Finally, policy gaps in the area of youth employment will be identified and discussed, especially those that have a negative impact on the success of the other interventions of the project.

**2) The partnership level** – Many organisations and institutions act in the field of youth employment in Egypt. However, many of these activities lack coherence and are not well connected to overall strategies. Some of them are not strong enough to have a real impact. By building capacity of actors, building networks, identifying needs of actors (in terms of material and knowledge), creating agreements and cooperating with others on concrete actions on the ground, the project will help to strengthen all these activities and will ensure that they are more streamlined towards the common goal of youth employment. It will also empower the institutions and organisations, which will in turn help them to do a better job.

The development of action plans for youth employment will integrate all partners on the regional as well as local level. Guidance in the implementation process will ensure that partners will develop the capacity to implement such plans.

**3) The “on-the-ground” level** – To give examples of how the situation for young people can be changed and what activities and programs can make this difference, the project will work on the ground a) through pilot projects and b) through assistance of implementing entities. In doing this, four main strategies will be followed: 1) Improve employability of young people; 2) Support self-employment and improve opportunities to access financial and non-financial services; 3) Increase engagement of civil society partners and young people in supporting

community development; and 4) Strengthen vocational guidance and labour market entrance/placement practices and services.

DJEP project is contributing towards a progress on the MDGs, The DJEP project also contributes to the Egypt UNDAF 2014-2016, Outcome 1.4 More and better skilled youth, women and other vulnerable groups have decent job opportunities.

### **Management strategy, roles and responsibilities**

#### **National level**

The ILO Office in Cairo is accountable for the project, and will provide technical and project management guidance to the Project Management Team. The project is run through the Egypt Project Management Team (PMT) which will consist of one unit based in Cairo and three units in the selected regions:

The project's manpower has been under estimated at the design phase given the level of planned of both multiple and diversified activities which become self-evident when implementation moved up to speed in all three governorates. Hence, enhancing the project staff was discussed and approved by the donor in May, 2013

The current structure includes: Cairo, this will be referred to as the Joint National Project Office (JNPO), and will provide overall administrative and financial support, as well as technical support and monitoring services. The Cairo Project Office will have the following personnel:

- A Project Manager/Chief Technical Advisor (CTA) based in Cairo. The CTA provides regular progress updates to his/her direct supervisor, the Director of the ILO Decent Work Support Team for North Africa in Cairo.
- A National Project Coordinator (NPC) who will work with the CTA. The National Project Coordinator will liaise with the Governorate Project Focal Points to ensure smooth operations of activities and will be involved in the M&E process.
- An Employment and Training Officer, will follow-up on the apprenticeship, career guidance (training for employment agreements, internships, job search clubs and employment fairs).
- Two program assistants and two administrative assistants are managing all the logistics, contracts and financial reporting obligations with regards of implementation.

#### **Governorate level**

Three Governorate Project Focal Points will be responsible for providing technical guidance and monitoring the activities at the regional and local level of the three Governorates and the selected locations. They give support to implementing agencies in developing and managing their interventions. They also manage relations with other agencies, and carrying out advocacy. They are responsible for administrative matters including internal financial reporting, and organisation of meetings at the regional and local level. They are based in the three selected Governorates. They liaise and coordinate with the NPC.



The implementation of the project during the period under review has faced a number of major challenges: the high political instability and security situation are the most significant constraints to the execution of the ILO programme and to the support to be offered to the constituents and other related key stakeholders. The constant cabinet reshuffles and change in governors since 2011 has delayed the implementation at the central and the regional level. Since 2011, eight ministers of labour have succeeded each other. All Ministers tend to rely heavily on the senior advisors that they appoint, and who leave upon their departure. Ministers usually appoint focal points for coordination with ILO projects only from among their advisors; this results in the need to frequently re-initiate advocacy efforts and negotiations with respect to project priorities and management arrangements

The political situation and the difficult economic situation makes it very challenging to work with employers, particularly in the tourism sector. The security situation in Port Said has made it almost impossible to conduct activities there for three months (December, 2012 to February, 2013). The human capacities and physical facilities at the governorate level are very weak, which is a major challenge for the project as well as the constant governors reshuffle. Such a high rotation at decision-making levels has also occurred within the local administrations that are led by government-appointed Governors.

The security situation in Egypt continues to constrain normal operations; terrorist attacks limit movements within Cairo and the country; missions into the country continue to be curtailed by UN DSS.

### **3. Purpose, SCOPE, CLIENTS OF THE EVALUATION**

#### *Purpose:*

As per article 4 of Annex A of the grant arrangement agreement signed between the ILO and the Department of Foreign Affairs Trade and Development Canada (DFATD), and in accordance with ILO evaluation policy, an independent mid-term evaluation is to be conducted. The independent evaluation serves two main purposes:

- i.* Give an independent assessment of progress to date of the project across the major outcomes; assessing performance as per the foreseen targets and indicators of achievement at output and outcome levels; strategies and implementation modalities chosen; partnership arrangements, constraints and opportunities;
- ii.* Provide strategic and operational recommendations as well as highlight successful interventions for scaling-up, and lessons to improve performance and delivery of project results

#### *Scope:*

- The evaluation will consider project implementation from 1 April 2011 to the present. It will also consider all geographical areas covered by the project activities; however the evaluator may determine whether a sample of localised interventions may be appropriate and sufficient for the evaluation.
- The evaluation should address issues of programme design, implementation, lessons learned, and recommendations for future programmes.

- Information gathering and analysis should be gender responsive. All data collected should be sex-disaggregated.

*Clients:*

The findings of this mid-term evaluation are destined primarily to the donor (DFATD), ILO's management (the DJEP team, the ILO DWT/CO Cairo, EMPLOYMENT, ENTERPRISE, SKILLS and the Regional Office for Africa) overseeing the implementation of the project, and key national partners involved: The Ministry of Manpower and Migration, Social Fund for Development and Governorates of Minya, Port Said and Red Sea as well as Universities in the three Governorates.

The knowledge generated by this evaluation will also benefit other stakeholders that may not be directly targeted by the project's intervention such as: key government institutions, civil society organizations, donors, UN agencies, international organizations that work in relevant fields, and other units within the ILO.

#### 4. EVALUATION CRITERIA AND QUESTIONS

The evaluation will address the following key evaluation criteria:

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

In line with the results-based approach applied by the ILO, the evaluation will focus on identifying and analysing results through addressing key questions related to the above evaluation criteria and the achievement of the outcomes/immediate objectives of the project using the logical framework indicators. Special attention to gender mainstreaming aspects should be considered. More specifically the evaluation will look at the following questions:

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

1. Were the project objectives consistent with the national key partners' needs, requirements, and the country needs?
2. How did the project contribute to the relevant International Labour Organisation Programme & Budget Outcomes and Decent Work Country Programmes and development priorities in Egypt?
3. Given the current political and socio-economic situation, has the project carried out a regular needs assessment to address emerging relevant needs? Did the result inform new interventions?
4. How did the project build on previous experience of the ILO in Egypt, and relevant experience of other local and international organizations in Egypt?

##### ***Validity of design,***

1. To what extent the project objectives and outputs are still valid?
2. Did the project implement the result-based-management approach? Was the logical framework coherent and realistic (inputs, activities, outputs, outcomes, indicators and means of verification; risk factors and mitigation plans)?
3. Has the project adequately taken into account the risks of blockage?

4. To what extent gender perspectives has been mainstreamed in the project?
5. To what extent interventions for environment sustainability have been integrated in the interventions

***Project progress and effectiveness,***

1. To what extent have the expected outputs and outcomes been achieved or are likely to be achieved?
2. Were outputs produced and delivered so far as per the work plan? Has the quantity and quality of these outputs been satisfactory? How do the stakeholders perceive them? Do the benefits accrue equally to men and women?
3. In case the project has amended its initial plans did the added activities/amendments contributed in achieving the objectives?
4. Did the foreseen risk factors and other constrains affect the progress? What were the alternative strategies? Were these new strategies effective and efficient?
5. What, if any, alternative strategies would have been more effective in achieving the project's objectives?
6. In which area (geographic, component, issue) does the project have the greatest achievements so far? Why and what have been the supporting factors?

***Efficiency of resource use,***

1. Have the financial resources been used efficiently?
2. Have activities supporting the strategy been cost-effective? Do the results justify the costs?
3. Have human resources (project staff and contractors) been allocated strategically to achieve objectives?
4. Were the project financial and human resources adequate to achieve the planned objectives?
5. Have synergies been created between different initiatives that allowed for more efficient use of resources?
6. Have project funds and activities been delivered in a timely manner?
7. Are the disbursements and project expenditures in line with expected budgetary plans? If not, what were the bottlenecks encountered?

***Effectiveness of management arrangements,***

1. How effective have the internal project management arrangements been? Cooperation and coordination among the project staff members.
2. Was there a clear understanding of roles and responsibilities by all parties involved in the project implementation?
3. How effective was the support provided by technical backstopping units in HQ and Cairo Office, and by administrative units in Cairo Office (programming admin/finance departments)?
4. How effective was the coordination and communication between the project staff and national partners?
5. Did the project effectively coordinate with other relevant ILO projects? How effectively the project management monitored the project performance and results? Was a monitoring and evaluation system in place and how effective as it? Was relevant information and data systematically collected and analysed?

***Impact orientation and sustainability,***

1. Is the project strategy and programme management steering towards impact and sustainability? How do you assess its progress towards achieving its impact?

2. Have the achieved results enabled the environment towards achieving the developmental objective of the project?
3. Has the project strengthened the institutional and organizational capacities of the key national partners? Are there any indicators of institutional and organizational developments?
4. What are the emerging impacts of the project and the changes that can be linked to the project's intervention?
5. Have the achieved results and lessons learned been documented?
6. What are the realistic long-term effects of the project?
7. Are the key national partners able to continue the project?

#### **Lessons learned**

1. What good practices can be learned from the project that can be applied in the next phase and to similar future projects?
2. What should have been different, and should be avoided in the next phase of the projects

## **5. METHODOLOGY**

Based on the above criteria and considering the participatory approach in implementation between the national stakeholders and the DJEP on the national and regional level, the evaluation methodology is based on the following steps:

1. Desk review: desk review of all relevant documents: project document and its logical framework, funding agreement, relevant minute sheets, implementation plan, performance evaluation plan, progress reports, other relevant documents and studies.
2. Meetings with the project staff: the evaluator will meet the project staff to reach a common understanding for the evaluation process in Cairo and in the governorates.
3. Meetings with backstopping units and the donor: the evaluator will meet with the technical backstopping in the DWT Cairo and possibly in HQ if needed through Skype calls. These meetings aim to reach a common understanding in relation of the technical and financial status of the project.
4. Field visits, collection of data, and interview with stakeholders: the evaluator will meet with the national key partners of the project on the national and regional level. The evaluator will meet with number of project beneficiaries (youth) and organize focus group discussions with them.
5. Debriefing phase: the evaluator will organize a debriefing meeting with the project management and back-stoppers in DWT/Cairo, in addition to the donor. A debriefing meeting for the key national partners and relevant stakeholders will be organised to present and discuss the preliminary findings and the lessons learned.
6. Submission of the first draft of the report: the evaluator will submit the first draft of the report to the evaluation manager, who will circulate it to the backstopping units, the donor, the key national partners, and relevant stakeholders for comment
7. Collection of feedback on the first draft: the evaluation manager will collect the feedback on the first draft, consolidate and submit it to the evaluator.
8. Submission of the final report: the evaluator will incorporate the feedback as appropriate, and send the final report to the evaluation manager.
9. Quality of the report: the evaluation manager and ILO Evaluation Unit will ensure the quality of the report.

10. Amendments: based on the above step (No.9) the evaluator may need to insert some amendments to the report.

The evaluator should pay a particular attention to the following:

1. All data should be sex-disaggregated,
2. Different needs of women and men should be identified and considered throughout the evaluation process,
3. Efficiency and effectiveness of gender mainstreaming in the evaluation should be ensured

### ***Key stakeholders to be consulted***

#### Key national partners:

1. The Ministry of Manpower and Migration (Employment and Training Departments)
2. The Governorates of Minya, Port Said and Red Sea (Governors, Universities, NGOs, Members of the regional advisory committees, Youth Graduate Employment Agency, end beneficiaries)
3. Ministry of Local Development
4. Ministry of Planning and Administrative Development
5. Ministry of Education
6. Ministry of Youth
7. Ministry of State of for Environmental Affairs
8. Ministry of Industry and Trade and its affiliation Industrial Training Center
9. The Social Fund for Development
10. Central Agency for Public Mobilisation and Statistics (CAPMAS)

And the following workers' and employers' organizations:

#### *Workers:*

- Independent Trade Union Federation
- Regional Independent Trade Union In Port Said

#### *Employers:*

- Federation of Egyptian Industries
- Bilateral Chambers of Commerce
- Investors' Associations in Port Said, Minia and Red Sea,

#### Other stakeholders

##### *Donor:*

- Foreign Affairs, Trade and Development-Canada (DFATD), Embassy of Canada in Egypt

##### *ILO:*

- Project staff based in Cairo and in the Governorates
- Director and relevant officials and projects based on the ILO DWT Cairo and North Africa

Others:

- Other development partners involved in Youth Employment (GIZ, World Bank, UNIDO, IOM, )
- Other projects funded by DFTATD and operating in Egypt
- NGOs (Masr Elkheir, Ebtessama, Evangelical, El Taqwa and Iman Association, Business Women Association in Minia, Shalateen Handicraft Association in Red Sea, ...etc.
- End beneficiaries: sample of youth in the three governorates.

## 6. MAIN DELIVERABLES

1. An inception report including evaluation work-plan and methodology. Data gathering tools to be submitted as annex to inception report.
2. Report on the debriefing phase (see step No. 5 of Methodology above), to be presented in the debriefing workshop,
3. Draft report that should follow the ILO evaluation report structure outlined below:
  - Cover page with key project and evaluation data
  - Executive Summary
  - Acronyms
  - Description of the project
  - Purpose, Scope and Clients of the evaluation,
  - Methodology,
  - Clearly identified findings for each criterion
  - Conclusions,
  - Lessons learned and best practices (as per the ILO template/guide)
  - Recommendations,
  - Annexes:
    - ✓ TORs,
    - ✓ List of persons met and consulted,
    - ✓ List of meetings and interviews,
    - ✓ Other relevant documents.
4. Final evaluation report and evaluation summary report following ILO policy guidelines.

## 7. MANAGEMENT ARRANGEMENTS

### ***Management arrangements of this evaluation***

Composition of the evaluation team

The evaluation team will consist of one international evaluation consultant and one independent national consultant. The international consultant will be the team leader and will have responsibility for the evaluation report. He/she will be a highly qualified senior evaluation specialist with extensive experience from evaluations and ideally also the subject matter in question: skills for youth employment and rural development. The national consultant will have clear understanding of the implementation context and particular experience in the areas of youth employment and skills development. The international consultant will submit an inception report two weeks after the signature of the contract. This

is will detail the methodology, the workplan of the evaluation in line with the ToRs for approval by ILO. The national consultant will work under the supervision of the international consultant.

#### Evaluation Manager

The evaluation team will report to the evaluation manager (Mrs. Nashwa Belal, [belal@ilo.org](mailto:belal@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 support and services of the DJEP project in Cairo and in the governorates with the administrative support of the DJEP Project in Cairo and the project's offices in the three governorates, noting that all costs of logistics within Egypt will be paid directly by the project.

#### Requirements:

Both International and national evaluators should send to the evaluation manager an updated CV, short sample of similar previous work before 15th November 2014.

### 8. TIMETABLE AND PAYMENT

The evaluation will be undertaken over 2 months during July 2015 – August 2015

Fees: To be agreed upon with the evaluator. All logistics costs will be covered by the project.

#### Payment breakdown:

- First payment 20% upon the submission of final inception report in addition to the cost of the international travel and 80% of the DSA according to the resident addresses of the evaluators.
- Second payment (40%) after submission of an acceptable draft report and the 20% of the DSA.
- Third payment represents (40%) upon completion of work and submission of the final report to the satisfaction of the ILO.

### 9. LEGAL AND ETHICAL MATTERS

The evaluation will comply with UN Norms and Standards. By agreeing to undertake this work, the evaluator guarantees he/she does not have any stakes or prior involvement with the project implementation, nor any links to project management or any other conflict of interest that would compromise the independence of the evaluation.

### 10. COMPETENCIES REQUIRED

The International evaluator should have the following qualifications:

- Master degree in development, economics, business management or related qualifications,
- A minimum of 10 years of professional experience in evaluating international programmes and projects, development initiatives, logical framework and other strategic approaches, M&E methods and approaches, and information analysis and report writing,
- Understanding of the development context in Egypt,
- Excellent communication and interview skills,
- Excellent report writing skills,

- Demonstrated ability to deliver quality results within strict deadlines,
- Excellent knowledge of English and Arabic languages and excellent drafting skills in both languages.

**The national evaluator should have the following qualifications:**

- Master degree in development, economics, business management or related qualifications,
- A minimum of 5 years of professional experience in evaluating national programmes and projects, logical framework and other strategic approaches, M&E methods and approaches, and information analysis and report writing,
- Understanding of the development context in Egypt,
- Excellent communication and interview skills,
- Demonstrated ability to deliver quality results within strict deadlines, Excellent knowledge of English and Arabic languages and excellent drafting skills in both languages

**ANNEXES 1. Inception report outline.**



## ANNEX 1. INCEPTION REPORT OUTLINE

### OVERVIEW

Title of project being evaluated	
TC Code	
Administrative Unit responsible for administrating the project	
Technical Unit(s) responsible for backstopping the project	
Type of evaluation (e.g. independent, internal)	
Timing of evaluation (e.g. mid-term, final)	

### BACKGROUND

#### PURPOSE, SCOPE, CLIENTS

**EVALUATION ANALYTICAL FRAMEWORK** (questions and related methodological approach)

#### MAIN DELIVERABLES

#### WORKPLAN

#### ANNEXES

## Appendix 7: Bibliography

1.	AfDB	Egypt: 2007-2011 Country Strategy Paper Mid-Term Review Progress Report
2.	AfDB	The Arab Republic of Egypt Global Competitiveness Report (2010 update);
3.	A.Murata	Designing Youth Employment Policies in Egypt: Global Economy & Development Working Paper No. 68 (Jan. 2014);
4.	CIDA	"Grant Arrangement" Amendment # 1: Approval of No-Cost Budget Revision/Re-allocation of Budget Line Items (5th July 2013)
5.	CIDA	CIDA-Results-Based Management (December 2000)
6.	CIDA	Grant Arrangement Amendment # 1 (5th July 2013);
7.	CIDA/ILO	Grant Arrangement Agreement (24th March 2011);
8.	EU	Egypt: 2007-2013 Country Strategy Paper (2007)
9.	GoE	Egypt Vision 2030 - Sustainable Development Strategy
10.	GoE	Egyptian Forum for Youth Employment Promotion - Consolidated Policy Recommendations (2014);
11.	GoE	Seventh Five-Year Economic and Social Development Plan (2012-2017)
12.	GoE	Sixth Five-Year Economic and Social Development Plan (2007-2012)
13.	GoE	Strategic Framework for Economic and Social Development Plan, 2012-2022
14.	GoE	Sustainable Development Strategy: Egypt's Vision 2030 and Medium Term Investment Framework 2014/2015 – 2018/2019;
15.	ILO	"Grant Arrangement" Amendment # 1: Request for Approval of No-Cost Budget Revision/Re-allocation of Budget Line Items (4th July 2013)
16.	ILO	Asia-Pacific Working Paper Series- Promoting youth employment in the Philippines: policy and action project: A final independent evaluation report (December 2009)
17.	ILO	Decent Work Agenda for Africa (2007-2015);
18.	ILO	DJEP Program Status September 2014 (by AmidEast);
19.	ILO	DJEP Project Document (2011);
20.	ILO	Employment for Stability and Socio-Economic Progress in North Africa; Strategy for North Africa (2011-2015);
21.	ILO	Employment Working Paper No. 85; Growth, Employment Policies and Economic Linkages: Egypt (2011);
22.	ILO	Global Employment Trends 2013 - Recovering from a second jobs dip (2013)
23.	ILO	Growth, Employment Policies and Economic Linkages: Employment Working Paper No. 85 (2011);
24.	ILO	Independent Evaluation of the ILO's DWCP strategies and activities in North-Africa: 2010-2013;
25.	ILO	Labour market transitions of young women and men in Egypt - Youth Employment Programme (June 2014)
26.	ILO	Labour Market Transitions of Young Women and Men in Egypt (June 2014);
27.	ILO	Programme and Budget for Biennium 2013-2014;
28.	ILO	Project Approval Minute Sheet – EGY/11/02/CAN (20th May 2011);
29.	ILO	Project Monitoring Framework (PMF);
30.	ILO	Technical Cooperation Progress Report – TCPR (April 2011-March 2012)
31.	ILO	Technical Cooperation Progress Report – TCPR (April 2012-March 2013)
32.	ILO	Technical Cooperation Progress Report – TCPR (April 2013-March 2014)
33.	ILO	Technical Cooperation Progress Report – TCPR (April 2014-March 2015)
34.	ILO	TORs: Decent Jobs for Egypt's Young People Project - Tackling the Challenge Together; Monitoring and Evaluation of the DJEP CANADA Project (Sep 2014)
35.	ILO	Decent Work Agenda in Africa:2007–2015; Eleventh African Regional Meeting; Addis Ababa (April 2007);
36.	ILO	Towards Decent Work in North Africa No. 1: Poverty, Employment and Policy-Making in Egypt
37.	ILO	Youth Employment Interventions in Africa: A Mapping Report of the Employment & Labour Sub-Cluster of the Regional Coordination Mechanism (RCM) for Africa (2012)
38.	ILO	DWT and Country Office, Cairo: TC Management and Operations Guidelines (Updated: March 2015)
39.	ILO	DWT and Country Office, Cairo: Operations Guidelines- Forms and Templates
40.	ILO/AusAid	Final Independent Evaluation of Sister ILO/AusAid DJEP Project in Agricultural Sector in Aswan (April 2015)
41.	ILO/CIDA	Grant Agreement between the Government of Canada and the ILO (24 <sup>th</sup> March 2011)
42.	ILO/CIDA	Grant Arrangement Amendment # 1 (5th July 2013);
43.	ILO/CIDA	Revised Logical Framework Project (undated);
44.	ILO/GoE	Egypt: Youth Employment National Action Plan; 2010-2015 (January 2010)
45.	ILO/GoE	Decent Work Country Program (2010 – 2014)
46.	M. Hassan/ C. Sassanpour	Labor Market Pressures in Egypt: Why is the Unemployment Rate Stubbornly High? (March 2008);
47.	MoMM	Egypt: Youth Employment National Action Plan (2010-2015);
48.	MoMM	National Plan for Training for Employment (Proposal - January 2015);
49.	UN	Decent work and the Millennium Development Goals - A promising partnership (Sep 2010);
50.	UN	UNDAF 2007-2011 - Situational Analysis Report: Key Development Challenges Facing Egypt (Nov. 2010);
51.	UN	United Nations Development Assistance Framework (2007-2011) for Egypt;
52.	UN	United Nations Development Assistance Framework (2013-2017) for Egypt;
53.	UNDP	Egypt Human Development Report (2005) - Choosing Our Future: Towards a New Social Contract
54.	UNDP	The UNDP Egypt CO Gender Equality Strategy (2013 - 2017);

## Appendix 8: Emerging Lessons Learned

<b>ILO Lesson Learned Template</b>	
<b>Project Title:</b> Decent Jobs for Egypt's Young People (DJEP): Tackling the Challenge Together <b>Project TC/SYMBOL:</b> EGY/11/02M/CAN <b>Name of Evaluator:</b> Stanley Karuga <b>Date:</b> 1 <sup>st</sup> July – 5 <sup>th</sup> December 2015	
<b>The following lessons learned were identified during the course of the evaluation. Further text explaining the lesson are included in the full evaluation report.</b>	
<b>LL Element</b>	<b>Text</b>
<b>Brief description of lesson learned (link to specific action or task)</b>	Key lessons learned included: (i) The need for strategic thinking and forward planning where a multidimensional and integrated approach is applied due to its high demand in terms of the need for in-depth mapping of potential strategic partners at all levels, identification of an effective framework for coordination and collaboration between and among multiple stakeholders; identification of the required range of project staff expertise to cater for the various needs of different stakeholders and across various sectors; (ii) The need for flexibility in project implementation in fluid socio-political and economic situations as it allows for quick and strategic responses by seizing opportunities whenever they occurs; (iii) The need to maintain easy access to administrative and technical backstopping on the part of PMUs; (iv) The need to have a full time in-country CTA – especially for complex projects such as DJEP; (v) the need to be realistic in terms geographical scope, timeline and monitorable indicators of achievement and targets; (vi) the need to have indicators of achievement that are attributable to project activities and/or within the control of the PMU; (vii) the need to provide adequate staffing; (viii) the need to have communication and exit strategies in place at the early stages of the project; (ix) the need for market access or linkages where MSME business development is a key intervention.
<b>Context and any related preconditions</b>	The context and preconditions underpinning these lessons related to the prevailing socio-economic and political conditions in Egypt, lack of employment and poverty facing the youth and the weak capacity of key institutions as well target ultimate beneficiaries.
<b>Targeted users / Beneficiaries</b>	Intermediate target beneficiaries included the Ministry of Manpower and Migration - Employment and Training Departments, and other relevant Government Ministries; business services providers; PES organizations; VTCs; Universities and Schools; Governors and other administrators; Selected NGOs; members of the regional advisory committees; Youth Graduate Employment Agency; Workers and employers' organizations. Ultimate beneficiaries were young men and women, and marginalized groups in the selected project areas. Target users of the evaluation include PMU; ILO DWT/CO Cairo; ILO Departments and Units including EMP/POLICY, EMP/ELM, EMP/ENTERPRISE, EMP/SKILLS and EVAL Unit; and ROAF; key national partners including MoMM, the SFD, Governorates in Minya, Port Said and Red Sea as well as Universities in the three beneficiary Governorates.
<b>Challenges/negative lessons - Causal factors</b>	Key challenges encountered included: (i) High political instability and insecurity situations that adversely affected implementation; (ii) High rate of cabinet reshuffles and turnover of key managerial and technical staff of key government institutions and at the governorates level; (iii) Weak human capacity and limited physical facilities at the governorate level; (iv) Disruptions caused by the postponement of implementation activities for NAP for Youth Employment by MoMM against the backdrop of the new National Action Plan for Training for Employment; (v) Cumbersome approval processes for funds release making work with CSOs rather difficult and slow; (vi) Difficulties in convincing government officials to participate in the project implementation as part of their regular jobs without additional incentives; (vii) Disruptions of project implementation at governorate and administrative levels by the several political elections that have occurred during the life of the project; (viii) Bureaucratic challenges associated with the new requirement for advance notification to the Ministry of Foreign Affairs of any upcoming activities of all donor-supported projects and programmes as well as planned meetings with agencies and all meetings with senior level officials at the governorate level which now require prior approval.
<b>Success / Positive Issues - Causal factors</b>	Key factors that had positive causal effects primarily included: (i) relevance of interventions to the socio-economic development aspirations of intermediate and ultimate beneficiaries; (ii) solid foundational base upon which the project was conceptualized and designed; (iii) qualified and committed PMU staff; (iv) flexibility of implementation approach; (v) smooth flow of funds; (vi) strong administrative and technical backstopping by relevant ILO field and HQ units; (vii) use of partnership building approach.
<b>ILO Administrative Issues (staff, resources, design, implementation)</b>	Key administrative issues identified included: (i) the need to have engaged full-time M&E and communication officers; (ii) the need to have in place communication and exit strategies at the early stages of project implementation; (iii) the need to have an electronic (web-based) M&E system for more effective monitoring and reporting; (iv) the need to have provided for the position of an agribusiness officer (which will be even more critical in the new phase).

## Appendix 9: Emerging Good Practices

### ILO Emerging Good Practice Template

**Project Title:** Decent Jobs for Egypt's Young People (DJEP): Tackling the Challenge Together

**Project TC/SYMBOL:** EGY/11/02M/CAN

**Name of Evaluator:** Stanley Karuga

**Date:** 1<sup>st</sup> July – 5<sup>th</sup> December 2015

The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

GP Element	Text
<b>Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)</b>	Key emerging good practices included: (i) Relevance and strategic fit of project interventions, synergy, networking and partnership building of the project; (ii) Use of multidimensional and integrated approach which was effective in addressing project objectives and delivery on planned outputs and anticipated outcomes; (iii) Flexibility of project implementation approach in fluid and rapidly changing socio-economic and political situations as it allowed for quick and strategic responses by seizing opportunities whenever they occur – which allowed not just the continuation of project implementation, but also saving of overhead costs; (iv) use of partnership approaches with local stakeholders.
<b>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</b>	The multidimensional and integrated approach is replicable in any country or region that is faced with high unemployment including for the youth and marginalized groups. However, preconditions that are likely to underpin its success include: (i) strategic thinking and forward planning due to its high demand in terms of the need for in-depth mapping of potential strategic partners at national, regional and local levels, their respective capacities and their potential roles; the need to identify an effective framework for coordination and collaboration between, and among multiple stakeholders; the need to identify the required range of project staff expertise to cater for the various needs of different stakeholders and across various sectors; and the need for adequate timeline for project preparation and design as well as implementation. (ii) Existence of high unemployment rates and poverty; (iii) high-level concern and commitment by national and regional governments towards addressing the problems of unemployment and poverty; and (iv) existence of socio-political, economic and institutional stability.
<b>Establish a clear cause-effect relationship</b>	There is a clear, sound and plausible cause-effect relationship (theory of change) between project interventions which included: (i) Capacity building of GoE, MoMM and other key stakeholders towards effective implementation of NAP for youth employment; (ii) Building partnerships for empowerment and improved implementation capacity at the regional and local levels; (iii) Promoting youth employment by matching supply and demand—by way of enhancing their employability through the introduction of modern apprenticeship schemes, entrepreneurship education, vocational rehabilitation of People With Disabilities, and Active Labour Market Policies for targeted groups on the supply side on the one hand; and promoting entrepreneurship culture, eliciting support by financial institutions, promoting business development services, coaching and mentoring of businesses on the demand side, on the other hand – with matching supply and demand being also supported by promotion of employment services, job clubs, school-to-work programmes, advocacy for peoples' rights and improved employers' services.

<p><b>Indicate measurable impact and targeted beneficiaries</b></p>	<p>The above listed good practices underpinned project achievements in the following areas: (i) <b>Employment Generation</b>– where in collaboration with the PES offices, the project managed to create decent jobs for more than 2,000 young men and women (including employment of 333 young men and women by the SE Wiring Company in Port Said) with an additional 602 young people currently undergoing selection processes; employment of 400 young women in the handicrafts industry in Red Sea; employment of 50 young PWDs in the tourism sector in collaboration with the Ebtisama Foundation and the Red Sea Governorate; (ii) <b>Capacity Building</b> through training– where 21,7000 graduates from the 21 ETCPs and 9,700 graduates from 40 PVTD of the MoTI have benefited from training using ILO entrepreneurship education programmes training modules including KAB, SIYB, Generate Your Business Idea, GET Ahead for Women in Enterprise, Business Skills for Artists, and Start Your Waste Recycling Business; the on-going training in Port Said to employ 1,200 workers in the ready-made garment factories with 650 placements have been achieved to date; the on-going training for employment schemes for 500 young men and women in the food industry in Minya; the ongoing training for employment of 500 young people in the hotel and tourism sector under the auspices of the Forum for Training and Employment in Red Sea - with more than 100 placements having been achieved to date; (iii) <b>Matching of Labour Supply and Demand</b>–where the project has rolled out seven (7) job search club trainings for 134 young men and women, providing 82 employment internships opportunities in Minya and Port Said during the summer of 2014; six (6) Youth Units have successfully been established in six (6) PES offices and training of PES staff successfully completed; and decent employment of more than 2,000 young men and women created as mentioned above with an additional 602 young people currently undergoing selection processes.</p>
<p><b>Potential for replication and by whom</b></p>	<p>Potential replicability and scale up by any organization including national governments, regional organizations and development partners is high as long as the following key pre-conditions prevail: (i) project interventions are relevant to the socio-economic development aspirations of target stakeholders which is essential for boosting prospects for buy-in, ownership and support; (ii) existence of socio-political, economic and institutional stability; and (iii) involvement of target beneficiaries and building of partnerships with other relevant agencies.</p>
<p><b>Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)</b></p>	<p>The project is well linked to higher ILO goals including: (i) ILO's Strategic Policy Framework (2010-2015) - particularly with respect to three (3) priority outcomes, namely: Employment promotion; skills development and social security; (ii) ILO's P&amp;B the Bienniums 2012-2013; 2013-2014 - especially in relation to: (a) Outcome 1 on "More women and men have access to productive employment, decent work and income opportunities"; (b) Outcome 2 on "Skills development increases the employability of workers, the competitiveness of enterprises, and the inclusiveness of growth"; and (c) Outcome 3 on "Sustainable enterprises create productive and decent jobs"; and (iii) ILO's Decent Work Agenda for Africa (2007-2015)-whose one of the priority areas is "promotion of full and productive employment and enterprise development"; (iv) ILO Strategy on Employment for Stability and Socio-Economic Progress for North Africa (2011-2015) – whose main development goal is to "contribute to social justice, socioeconomic development and stability in the reform process in North Africa".</p>
<p><b>Other documents or relevant comments</b></p>	<p>While the project has high prospects for positive impact on youth employment, this is being undermined persistent socio-political instability and insecurity situations; high turnover of key relevant government staff including frequent reshuffle of Cabinet Ministers –especially in the case of the MoMM, and also in the case of governors; weak coordination and poor cooperation culture among key national institutions.</p>