

**ILO-Sida Partnership 2012-2013:
National Employment Policies (NEP) and Youth Employment (YE)
Final Independent Evaluation**

P&B Outcome:	Outcome 1 (indicator 1.1) Outcome 2 (indicator 2.5)
Title:	<u>Outcome 1, indicator 1.1 (NEP)</u> i) Global tools and capacity-building for governments and social partners to promote job-rich inclusive growth and national employment policies ii) National employment policy review and formulation <u>Outcome 2, indicator 2.5 (YEP)</u> iii) ILO/Sida Partnership on Youth Employment
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List of acronyms and abbreviations

ACI	Area of Critical Importance
ACTRAV	Oficina de Actividades para los Trabajadores
ANEP	Asociación Nacional de Empresa Privada
CEPOL	Country Employment Policy Unit
CPO	Country Programme Outcome
EVAL	Evaluation Unit (ILO)
FAO	Food and Agriculture Organization of the United Nations
GP	Global Product
ILO	International Labour Office
INJUVE	Instituto de la Juventud
IPEC	International Program on the Elimination of Child Labor
ITC	International Training Center
KAB	Know About Business
LDC	Least Developed Countries
MINECO	Ministerio de Economía
NEP	National Employment Policy
NEPAD	New Partnership for Africa's Development
NHREP	National Human Resources and Employment Policy
NOA	National Programme Officer
OBW	Outcome-based Workplan
P&B	Programme and Budget
PARDEV	Partnerships and Field Support
POM	Project Operations Manual
PP	Partnership Programme
PROESA	Promoción de Exportaciones e Inversiones de El Salvador
PTP	Programa de Transformación Productiva
RB	Regular budget
RBSA	Regular Budget Supplementary Account
RBTC	Regular budget for technical cooperation
SAM	Social Accounting Matrix
Sida	Swedish International Development Cooperation Agency
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
XBTC	Extra-budgetary Technical Cooperation
YE	Youth Employment

Executive Summary

Background & Context

In July 2009, the Swedish International Development Cooperation Agency (Sida) and the International Labour Organization (ILO) signed a Partnership Programme Agreement for the period 2009-13. The Programme is based on shared objectives and principles between Sweden and the ILO, underpinned by a rights-based approach to development, by support for increased aid effectiveness and results-based management and by a common desire to promote UN system-wide coordination of programmes. After consultations on 3 October 2011, Sweden and the ILO signed the agreement for the second phase of the Partnership Programme on 7 November 2011.

The ILO-Sweden Cooperation Programme has been fully harmonized with the ILO's medium-term planning decisions. Contrary to Phase I approach, the second phase (2012-2013) funding was no longer project- but **outcome-based** and, aligned with the Strategic Policy Framework (SPF) 2010-15 and the Programme and Budget (P&B) for 2012-13. The new strategy thus supported a reduction of earmarked project funding in favour of priority-oriented initiatives. Out of the 19 Decent Work Outcomes identified in the P&B 2012-2013, Outcomes 1 and 2 were selected to be part of this evaluation.

In total, 11 countries were supported in the development of their NEP of which six were in Africa (Botswana¹, Comoros, Lesotho, Liberia, Malawi, and Mozambique), two in Asia (Cambodia and Sri Lanka), one in Americas (El Salvador), one in Europe (Kyrgyzstan) and one in the Arab States (Yemen²). On the YE side, four countries participated to the initiatives: El Salvador, Indonesia, Jordan and Zambia. The total budget of the second phase amounted to US\$10.5 million, of which Outcome 1 accounted for the highest share (29.8% of the funds) while Youth Employment represented an additional 16.3%. The two components of the ILO-Sida partnership were managed within the Employment and Labour Market Policies Branch of the ILO's Employment Policy Department in Geneva. The NEP component was in charge of the Country Policy Development and Coordination Unit (CEPOL). On the other hand, the Youth Employment Unit (YEP) administered the YE component. Phase II of the Partnership concluded in December 2013, with an extension until the 31 March 2014. By that time this evaluation was conducted and both parties (ILO and Sida) were negotiating an additional extension of the agreement for the next biennium (2014-2015).

The direct beneficiaries of the NEP component were the Government structures (primarily labour administration, but also finance, central banks, statistics, education, agriculture, infrastructure, local development), workers' and employers' organizations, other stakeholders groups, such as youth associations or gender groups and local authorities. The ultimate beneficiaries are workers, employers, and society at large.

¹ Following an official request from ILO Pretoria, Botswana (target country) was added to the list of countries covered by Sida funds in the context of a strong commitment from the Government for the formulation and adoption of a National Employment Policy.

² After discussions with the field office in Beirut based on national demands and specific needs from constituents in the region, it was decided that Sida funds would support activities in Yemen rather than Oman.

Overview of Outcome 1 and Outcome 2

For the purposes of the evaluation, two Outcomes are considered: Outcome 1 (More women and men have access to productive employment, decent work and income opportunities) with indicator of progress 1.1 “number of member States that, with ILO support, integrate national, sectoral or local employment policies and programmes in their development frameworks” and Outcome 2 (Skills development increases the employability of workers, the competitiveness of enterprises, and the inclusiveness of growth) with indicator of progress 2.5 “number of member States that, with ILO support, develop and implement integrated policies and programmes to promote productive employment and decent work for young women and men”.

Outcome 1 is based on the promotion of inclusive job-rich growth and focuses on support given to governments to formulate and implement coordinated policies and programmes that make employment central to national development frameworks and poverty reduction strategies. The office strategy to support Outcome 1 is conducted through research and knowledge development; advocacy and dialogue on policy options; and capacity building. . The intervention specifically supported the achievement of indicator 1.1 related to the formulation and adoption of comprehensive **National Employment Policies (NEP)** through the development of Global Products (GP) tools and technical assistance to Country Programme Outcomes (CPOs).

The ILO/Sida Partnership Agreement for Youth Employment is related to three global ILO outcomes: 1, 2 and 3 (Sustainable enterprises create productive and decent jobs). It consists of a global product and four country interventions in Jordan, Indonesia, El Salvador and Zambia. The objectives of the country initiatives were to support ILO’s work in the achievement of at least two measurement criteria of the four considered in Indicator 2.5. The aim of this global product was to increase the knowledge base and the capacity building tools on youth employment. In addition to indicator 2.5, other indicators of outcome 2 and outcome 3 were addressed through the implementation of initiatives for skills development for youth (such as apprenticeships) and entrepreneurship development initiatives.

Purpose, scope and clients of the evaluation

The specific objectives of the evaluation are:

- To assess the results achieved through the Sida support to the ILO outcome 1 (in particular, Indicator 1.1) and YEP (in particular, Indicator 2.5) by evaluating the relevance, effectiveness, efficiency, impact and sustainability of their activities including assessing the results for the beneficiaries of the initiative;
- To measure progress of the two Outcomes against P&B indicators
- To provide recommendations for future work;
- To assess the ILO/Sida partnership’s NEP and YE components intervention and their linkages, focusing on what has worked, what has not worked, and why this was the case;
- To examine if the best approach was taken, and if it was optimally executed;
- Assess current impacts and the sustainability of the activities and where possible, identify evidence of pathways and indicators of long-term impact

The evaluation covered all activities under Phase II of the Partnership, that is, between January 2012 and December 2013. The evaluation should mostly concentrate on the linkages between the initiatives undertaken with Sida funding for indicators 1.1 (outcome 1) and 2.5 (outcome 2).

The evaluation scope of action was limited to the following components:

- NEP Component: Sri Lanka and El Salvador
- YE Component: Zambia and El Salvador
- Global products in Geneva

The primary clients of the evaluation are the ILO and the Swedish International Development Cooperation Agency (Sida).

Methodology of the evaluation

The evaluation adopted multiple paths to assess the performance under Outcome 1, indicator 1.1 (NEP) and Outcome 2, indicator 2.5 (YE). A first approach was the identification of the level of fulfilment of the criteria of indicator of progress 1.1 and indicator of progress 2.5, both under P&B 2012-2013. The indicator of progress (1.1) under the P&B is measured in terms of the **“number of member States that, with ILO support, integrate national, sectoral or local employment policies and programmes in their development frameworks”**. Regarding Youth Employment, CPOs report to the ILO’s specific indicator 2.5 (under Outcome 2) **“Number of member States that, with ILO support, develops and implements integrated policies and programmes to promote productive employment and decent work for young women and men”**.

The first group of questions for this evaluation refers to those inquiries that aimed at addressing issues of relevance, coherence, effectiveness, efficiency, impact and sustainability for the initiatives. The second list includes questions related to outcome-based funding, centralized and decentralized project management, the relevance of ACI and similar inquiries. The evaluation strategy followed a step-by-step approach described in the following terms: a) **Step 1: Desk review and preparation of the final questionnaire**; b) **Step 2: Fieldwork for data collection**; c) **Step 3: Systematization of information resource**; d) **Step 4: Report submission, review and completion**.

Three countries, from those being part of the NEP and YE components, were selected for this evaluation: El Salvador, Sri Lanka and Zambia. To identify the specific countries, the selection was based on the following criteria:

1. Be a representative of one of the three main regions: Africa, Americas and Asia.
2. There should be a balance between NEP and YE components.
3. El Salvador was the only country where the two components were having activities.

Documentation collected during the fieldwork and structured interviews with key stakeholders in Geneva and the three sampled countries were the main sources of information. The second major source of information was the direct interviews that the evaluator conducted in the sampled countries (Sri Lanka, Zambia and El Salvador). In this case, information was collected using a questionnaire. Three relevant respondents were contacted via Skype or email.

Main findings and conclusions

The ILO-Sida Partnership was a very relevant initiative that provided substantial funding and technical support to the countries considered in this evaluation. The Partnership supported ongoing efforts so its work varied depending on the country needs.

In El Salvador, social dialogue was the most important issue to consider. In Zambia, support to prepare and launch a youth employment action plan was at the top of the policy agenda. In Sri Lanka, consolidation of the NEP process was the key action.

Through Sida funding, work on the two components, NEP and YE, was able to implement a series of activities that support achievements in terms of Global Products and CPOs (for both NEP and YE). Resources from the Partnership allowed the achievement of the objectives fixed for the selected countries in El Salvador and Sri Lanka³ (NEP) and El Salvador and Zambia (YE). Global products were also prepared as part of the Agreement. The *Training Package on Decent work for Youth* and the *Global tools to enhance the employment content of growth and improve labour market policies* were the two GPs that the Partnership supported.

Efficiency and effectiveness were two of the aspects where the project shows strong points. All the expected outcomes proposed for each country were finally achieved both in terms of the validation of the output and the fulfilment of the evaluation criteria. In addition, Global Products were also important in terms of the consolidation of the institutional capacity building (Training Package on Decent Work for Youth) and in the construction of a network of information exchange.

Sustainability of results was one of the issues of major concern in these initiatives. The strong political commitment observed in the three countries visited by the evaluator, was a first indication that the achieved results may sustain over time. However, there are many other factors that may condition the long-run effects. For instance, a possible future allocation of Phase III funding is an element of critical importance. In addition, there is a need to strengthen youth-specific institutions in the selected countries, to expand training across constituents and to strengthen labour market information systems. Likely impacts of the initiatives are still yet to be observed. Although the stakeholders in all the visited countries were very motivated with the results of Phase II, they are aware that nothing is still completed until the different outcomes of the projects are implemented.

Four topics are distinguished in the evaluation: centralized-decentralized models, NEP-YE links, social dialogue and ACI 1 agenda. In relation to centralized-decentralized management models, the two alternatives proved to have advantages and disadvantages although local offices favour decentralized models while HQ staff is in favour of centralized approaches. Arguments in favour of centralized management include the enhanced capacity to overview the project, the higher level of clarity of the tasks to implement and achieve P&B outcomes and the methodological advantage to compare across countries. On the other hand, it is argued that decentralized management reinforce ownership, a higher degree of flexibility to adopt decisions and the proximity to the reality of the country.

³ Indeed, the three countries supported with Sida funding complete their respective CPOs.

Although there are natural links between NEP and YEP, only the experience of El Salvador was useful to approximate ideas of how to strengthen those links. Conclusions in this case show that appointing one coordinator is one critical step, especially if the person has previous experience and academic background to understand how both projects operate. However, it is also important to identify common points and promote a dialogue with local partners and constituents about the importance of generating synergies to improve thematic coordination, the scope of the activities and efficiency through resource sharing.

Social dialogue involving tripartite (government, employers and workers)/bipartite (employers and workers) partners became a key tool to motivate social and economic sectors to sit down and discuss employment problems and solutions. The examples of Sri Lanka and El Salvador are clear examples in this regard. However, there is an increasing pressure to involve more actors in the debate and this certainly brings positive outcomes (stronger political support to NEP) but at the same time it poses a series of challenges in terms of the capacity to effectively coordinate bigger groups with so many opinions and perspectives.

Lastly, the ACIs open a series of opportunities for the continuation of the work started in Phase II. Activities that were implemented in El Salvador such as the use of planning tools now have an interesting space in ACI 1 to be disseminated across countries. Different respondents visualize the work continuing with ACI2 in different ways. The first one is to strengthen the capacity of labour union representatives in terms of youth employment challenges and policy options. This goes in line with the already commented complain that workers' representatives usually have a low understanding of the labour market conditions. In a similar line, there is also an enormous potential to intensify training and capacity building of young people in the understanding of their own labour market situation, in their rights at work and in other areas related to entrepreneurship and labour unions work. The NEP global product component financed the development of a guide targeting trade unions. This guide is being finalized. It will be available by the end of May 2014 (printed version and eBook). Because capacity building is a continuous process where new topics emerge, ACI 2 also presents the opportunity to introduce novel contents in areas where no previous experience exists, has been poorly developed, as impact evaluation techniques applied to youth employment programs.

Lessons learned

Some lessons reflect that recurrent ILO principles and practices are still valid and relevant for the achievement of positive results.

1. Social dialogue can be expanded without necessarily affecting the capacity to reach agreements. The experience of Sri Lanka, with more than 45 stakeholders in the Steering Committee, shows that nationwide consensus can be reached even under such extraordinary circumstances.
2. There is a need to integrate employment objectives in sectoral policies to expand the potential impact of the CPOs. In El Salvador, the integration of employment objectives in the sectoral policies was considered one of the key achievements of the project because it improved the level of coherence of the policy in line with the Government priorities.

3. Improved chances of a good relationship between NEP and YE have been seen when the projects have only one coordinator with a top academic and professional background. This is perhaps the integrating element that will potentiate any identification of synergies in a more efficient and timely way.
4. There is no single, perfect model for project management. Some aspects of the project implementation, like the outcome-based funding, prove to be better than earmarked funds because of the type of incentives it creates to improve performance and transparency. However, other pieces of the puzzle, like the debate between centralized-decentralized management, are still inconclusive. The participants of the project had divided preferences for one or the other and each option has advantages and disadvantages to be considered. Centralized and decentralized project management proved to be applicable models in ILO projects but their suitability depends on the specific context and objectives of the initiative.
5. Any design of an ILO project should incorporate at least some initial considerations regarding pre-implementation arrangements. It was a widespread opinion that ILO should prepare itself to support implementation processes after the completion of the policy phase.
6. Capacity building continues to be a critical activity in any ILO project and one of the best ways the ILO responds to the needs of the stakeholders. The annual Employment Policy course in Turin has been the response of the ILO to fill those gaps in terms of labour market understanding while the Youth Employment Policy course, prepared as a GP, was an extraordinary example of how to integrate constituents in the formulation of the course.
7. The proposed time horizon of the project, two years, is definitely an insufficient period to complete at least the basic formulation of a NEP. The project was affected by unexpected factors like administrative requirements, slow institutional reaction of some constituents (like the Ministry of Labour and Social Security of El Salvador) to project implementation and long (though productive) discussions that take social dialogue longer than expected.

Good practices

Good practices were found in the following aspects:

1. An active involvement of non-traditional constituents beyond workers and employers clearly favoured the achievement of better technically grounded outcomes at the time it enhanced political support. The participation of the wide range of actors in the NHREP allowed the achievement of a very successful national consensus about the employment policy the different actors require.
2. The development of the National Economic Transformation Policy was a strategic synergy from the point of view of employment policy and articulate policies, as well as including non-traditional partners (Central Bank, Ministry of Economics, Export Promotion Agency) as leading partners and including the employment and human resource management strategies.

3. Two types of decisions enhanced flexibility in part of the initiatives that Sida funding sponsored. The first one was the decision to keep a separation between Sida as the financing agency and the ILO as the technical counterpart. This was recognized as an excellent alternative to project management because it gives the Office enough degrees of freedom to design the projects according to local needs. The second type of flexibility, decentralization, seems to have better impacts on project ownership, money management and consultant hiring than centralized options.
4. Outcome based funding proves to be an effective mechanism to orient funds and efforts to specific targets and has the following benefits as stated in the Final Report of the NEP Component (Kwong, 2014): Provides flexibility required in the context of NEP development in several countries. Outcome-based funding allows for (i) more flexibility between countries; (ii) to take in more countries (even for smaller interventions) and (iii) for cross-country sharing of expertise; activities are based and depend on constituents' needs and responsiveness as well as their commitment and ownership of the process; the flexibility of the funds allowed for reaction to the specific needs of each country, depending on where they stood in terms of NEP development. Reactions to changing realities were easily possible; given the big number of countries supported, centralization of allocation showed to be very efficient.
5. The YE component organized an inception workshop that was considered a practice that should be kept over time. Having an initial meeting with all the relevant stakeholders yielded some benefits: a) it allowed participants to understand the process, their role within the scope of the project; b) it improved communication between coordinators and constituents; c) it uniformed the language that the ILO uses in its projects.
6. The case of El Salvador exemplifies the potentials to improve coordination and efficiency between NEP and YE. Although additional experiences should be documented, this case shows that important synergies may be detected by appointing the same coordinator for both components, by identifying common areas of work with technically and politically strong institutions and by explicitly incorporating the discussion of those synergies in the social dialogue agenda. This process also allows the projects to enhance efficiency (through resource-sharing) and improve coordination of activities and program formulation.
7. . The information exchange platform with case studies from all over the world is an example of alternative measures to enhance capacity building impacts.
8. The formulation of the Training Package on Decent Work for Youth was among the most important products not only for the relevance of the topic itself but for the consensual way in which it was prepared, with participation of the stakeholders.
9. In addition, the annual employment policy course has proved to be an effective tool to bridge constituents' knowledge gaps in policymaking and to uniform the "language" that the ILO utilizes in its projects.
10. In El Salvador, the Youth Employment Action Plan did not receive too much political attention at the beginning. In order to enhance its relevance, the local office

promoted stronger links with the National Employment Policy formulation, an effort that received considerable support from the government.

Recommendations

The following list of recommendations was classified according to three criteria: a) recommendations on project design and project management guidelines; b) recommendations of future activities and c) recommendations on the ILO-Sida Partnership.

Recommendations on project design and project management

- 1. All ILO employment projects should be designed with a broader involvement of social and economic actors in mind.** Employment-oriented projects are complex initiatives that require the interaction of multiple social and economic sectors that may go beyond the traditional tripartite approach. This may imply two things. One option is to include more “voices” in the discussions, actors that may vary depending on the main topic of the project. For instance, a more realistic approach to youth employment policies may require the considerations of youth representatives from the civil society that are neither workers nor employers. Another option is to keep the tripartite approach but to expand the number of participants in each category of constituent. For example, besides the Ministry of Labour, the Ministry of Economy is one potential actor with high relevance in the formulation of employment policies.
- 2. Define a short set of guidelines to orient the identification of the most suitable management model according to the characteristics and objectives of the project in place.** As it was mentioned above, both management options have strengths and weaknesses with some bias in favour of decentralization in local country offices and centralized management at the headquarters. In any case, it seems important for the future work under a possible Phase III to have a guideline and a decision rule to identify the best option according to a set of variables. In this way, the definition of the most suitable management model will depend on such factors like size of the budget, key objectives, availability of staff at the local offices and other similar variables. The second option is to move to an intermediate, mixed model where the initial design, the financial management and the backstopping is centralized while implementation and the internal arrangements remain in the hands of the local offices.
- 3. Maintain a flexible technical approach to adapt the project intervention to country specific needs.** ILO approach to employment policy is considered a very broad umbrella but some further detail may be needed. It is important to recognize, from the project design phase, that each country presents specific economic, social, institutional environments and demographic conditions that should be considered during policy formulation in order to get a tailor-made product according to particular needs. Therefore, employment related projects should be flexible enough to let countries consider the best technical approach to achieve the proposed outcome, given the criteria established under indicator 1.1. Several experiences in this regard emerged as part of the Partnership support. In El Salvador, for example, sectoral policies rather than NEP were the identified strategy to promote employment in the country. On the contrary, Sri

Lanka decided for a single, national employment policy.

4. **Promote synergies and complementarity between NEP and YE components, in countries where both projects coexist, by hiring one single coordinator and include into the social dialogue agenda an explicit point on the definition common areas of work.** Having one single coordinator is the starting point but many other elements play a critical role in the strengthening of the work of both components. For instance, the experience in El Salvador shows that having a strong local technical partner is relevant to understand the specific links between employment policy and youth employment conditions. In addition, the local project coordinator explicitly included the search of common points of work as part of the agenda with the constituents.

Recommendations focused on project activities

5. **Capacity building activities should continue and expand training to constituents in both the design and implementation of labour/employment-related policies.** Experience shows the existence of low capabilities to formulate a policy/plan but also major bottlenecks to prepare action plans and documents of similar scope. Thus, capacity building remains critical to enhance the skills of local policymakers and other stakeholders. The following global products prepared under this project were the basis for the capacity building activities that should be further promoted: Guide for the formulation of national employment policies; Annual Employment Policy Course; National employment policies; A guide for workers' organisations; the youth training package.
6. **Reinforce gender mainstreaming in ILO courses.** Although the gender dimension is included in the training courses delivered in this project, it seems that time devoted to this topic in the Employment Policy Course (90 minutes) is not enough for the participants to grasp the fundamentals of the topic. Expanded lectures seem to be an alternative to this bottleneck.
7. **Reinforce country's youth institutional capacities.** There is a special claim to involve the ILO in the improvement of their capabilities in a wide range of areas. This list includes youth employment policy formulation, project implementation skills, renewed administrative and organizational processes and program funding. For some of those needs, the ILO has a role to play, although there is a greater responsibility in hands of the governments in terms of financial allocations and staff appointments.

This recommendation does not mean, however, that a different or separate administrative unit must be created but to take advantage of the existing ones and improve their performance. Youth is a specific target group for employment policies. It is often counterproductive to create separate processes and structures for them, especially in countries with limited resources to allocate to employment. Economies of scale can be achieved by auditing existing structures, reviewing their mandate and needs accordingly and avoiding duplication of effort. The Youth Employment Training Course was a positively rated response to overcome some of the problems that local staff encounter.

8. **Introduce an inception phase as part of the design of the project.** This inception period would aim at identifying focal points at the institutions, at the negotiation of the main activities that will be implemented with the constituents and at the definition of the coordinating mechanisms. An inception workshop should be regarded as the opportunity to strengthen links with stakeholders and to give them the chance to take ownership of the project.
9. **Promote and introduce technical tables of discussion as a permanent body of debate of employment issues to identify and respond to local needs.** Both El Salvador and Sri Lanka conformed technical tables that permit an extended social dialogue on specific employment-related topics. In the latter, the inputs from the different committees were subsequently used to prepare the National Policy.
10. **Promote training to enhance the capacity of local stakeholders to implement.** Capacity building continues to be a critical activity in any ILO project. Overall, significant gaps exist between the level of technical skills of local stakeholders and the conditions required to participate in the initiatives. Projects will benefit if training is implemented during the first months after the launch of the process. Although some kind of “levelling the playing field” may be necessary so common courses are delivered to all participating countries and to all constituents inside the country, capacity building gaps assessments should be conducted to know specific needs. It is also relevant to reinforce such topics like “prioritization” among those attendants to the course on employment and to take this as a central issue during the formulation of the plans, as made by the employment policy course. The agenda of work of ACI 1 and ACI 2 should contemplate this issue.
11. **Promote data-generating activities for public use as part of the project, such as knowledge platforms for cross-countries experience sharing.** Lack of information for public use is a severe bottleneck in the countries under this evaluation. Thus, Phase III may be an opportunity to fund more initiatives in this line and, at the same time, create a link with some of the considerations established in ACI1 and ACI2.
12. **Enhance the participation of young people in the formulation of youth employment policies.** Although youth was among the target groups of the project, there was this perception that it was more a passive than an active actor. In other words, much of the analysis focused in describing the labour conditions of young people, but their voice was not as much considered as their supposed importance in the overall project. In the terms of one of the respondents: “*youth should be an actor, not just a beneficiary*”. This can be done by expanding the integration of discussion forums so young persons from the civil society are invited to expose their ideas.
13. **Increase the level of activities aimed at targeting underrepresented groups.** Actions oriented to improved access to the labour market among young people with disability were minimal. The most relevant activity, an awareness raising campaign, is not sufficient. Positive bias for these groups can be an alternative way to increase their participation in workshops and training.

14. **Expand the initial objectives established in the ILO/Sida Partnership to include implementation as a key activity, mainly in those countries that concluded Master Plans or Action Plan formulation.** This evaluation recommends continuation of the financial and technical support for those countries that already were beneficiaries of Phase II. However, for those countries that already adopted a NEP or a NEAP, continuation implies supporting the implementation of those policies/plans. For those ones that are still pipeline countries (i.e. that are in the planning state of NEP), the Partnership would support the formulation of the policy. It is important to highlight that this recommendation goes against the initial objective of the ILO-Sida Partnership to support the achievement of measurement criteria of target CPOs. Sida funding helped to support achievement of outcomes; one issue being that measurement criteria, for example under indicator 1.1, are quite stringent (adoption of the NEP). As it was referred in the conclusions section, the positive results in the formulation of NEP and NAP were accompanied by a strengthening of the social dialogue between constituents. Local stakeholders considered that, in order to promote the sustainability of these results, the Partnership should include, as part of Phase III, implementation activities. The ILO is expected to be the agency in charge of accompanying the countries during this process, in particular by providing support to implementing agencies (such as public employment services or tripartite national employment councils) and assisting in strengthening labour market information systems for strong monitoring and evaluation.

Recommendations on ILO-Sida Partnership

15. **Keep fund flexibility and outcome-based funding.** Less earmarked contributions provided more flexibility in project management and this was considered a strong point because it gives the Office more degrees of freedom to design the initiative according to country-specific conditions.
16. **Maintain some of the beneficiary countries, depending on their needs and the stage of their policy development as well as in accordance with Sida's priorities.** The need for continuity seems to be straightforward, but with variations. The technical support of the ILO was very positively scored at all levels and the general opinion is that the Office should maintain the same line of action across the beneficiary countries. Some changes, however, are proposed.
 - a. One recommendation suggests that the ILO should be more involved in the **implementation phase**. An active involvement of the ILO, given its participation in the design phase, is considered natural and necessary to strengthen the possibilities of success. Certainly, some of the projects incorporated implementing activities supported by Sida, but it seems that implementation is not always present in ILO projects. For example, in the NHREP in Sri Lanka, the ILO supported the formulation of the **Master Plan** for the Implementation of the Policy. Sri Lanka, for this reason, stands out as a good practice in terms of ILO's support to member States in the formulation and implementation of national employment policies. Time horizons seem to play a role in this type of decisions. One potential solution to this situation is to incorporate implementing activities depending on the level of advance of the process that is supported by Sida. For instance, if validation is the only missing step, then implementation can be part of the ILO tasks. Extending the project

time span is another possibility.

- b. Second, several institutions (especially Ministries) consider that technical support should come in the following areas: a) labour market information systems; b) training on specific topics such as policy action plan and program formulation (i.e. how to do action plans), pro-employment budgeting, employment indicators and similar areas.
- c. Finally, the capacity to increase awareness among relevant stakeholders (one of the main activities that ILO promote in YE initiatives) should be accompanied by the formulation of a communication strategy that includes a strong dissemination of the activities to do, particularly in rural settings.

1. Project background

1.1. Initial considerations

In July 2009, the Swedish International Development Cooperation Agency (Sida) and the International Labour Organization (ILO) signed a Partnership Programme Agreement for the period 2009-13. The Programme is based on shared objectives and principles between Sweden and the ILO, underpinned by a rights-based approach to development, by support for increased aid effectiveness and results-based management and by a common desire to promote UN system-wide coordination of programmes. After consultations on 3 October 2011, Sweden and the ILO signed the agreement for the second phase of the Partnership Programme on 7 November 2011.

The ILO-Sweden Cooperation Programme has been fully harmonized with the ILO’s medium-term planning decisions. Contrary to Phase I approach, the second phase (2012-2013) funding was no longer project- but **outcome-based** and aligned with the Strategic Policy Framework (SPF) 2010-15 and the Programme and Budget (P&B) for 2012-13. The new strategy thus supported a reduction of earmarked project funding in favour of priority-oriented initiatives. Out of the 19 Decent Work Outcomes identified in the P&B 2012-2013, 9 were supported with the Sida funding during this Phase II, including Outcomes 2 and 3 that were related with Youth Employment (see table 1). Outcomes 1 and 2 were selected to be part of this evaluation. The selection of Decent Work Outcomes supported by Sida was made based on the themes funded in the previous phase of the Partnership and Sida’s priorities: **employment policy; working conditions; the promotion of international labour standards and of social dialogue; mainstreaming gender equality; and finally an additional contribution for the promotion of youth employment.**

Table 1. SIDA supported Outcomes as identified in the P&B 2012-2013

Outcomes
Outcome 1 (Employment Policy)
Outcome 5 (Working Conditions)
Outcome 9 (Building employers capacity)
Outcome 10 (Building workers capacity)
Outcome 14 (Freedom of Association and Collective Bargaining)
Outcome 17 (Global Product on Gender Mainstreaming)
Outcome 18 (International Labour Standards)
Additional funding Youth Employment (Outcomes 1, 2 and 3)

Source: ILO-SIDA Partnership Agreement (2011)

1.2. Overview of Outcome 1 and Outcome 2

For the purposes of the evaluation, two Outcomes are considered: Outcome 1 (with indicator of progress 1.1) and Outcome 2 (with indicator of progress 2.5). The following paragraphs present a brief overview of each outcome and the rationale behind the selection of the corresponding Global Products and the CPOs, the two broad categories of interventions developed during the course of the initiatives.

Outcome 1: “More women and men have access to productive employment, decent work and income opportunities”, indicator of progress 1.1: “number of member States that, with ILO support, integrate national, sectoral or local employment policies and programmes in their development frameworks”.

Outcome 1 strategy is based on the promotion of inclusive job-rich growth and focuses on support given to governments to formulate and implement coordinated policies and programmes that make employment central to national development frameworks and poverty reduction strategies. This entails facilitation of country specific analysis and policy dialogue to review employment and growth patterns, promote pro-employment macroeconomic frameworks and sectoral strategies that target employment. A special emphasis is laid on coordinated action to promote youth employment, as well as multi-layered support to those working in rural and informal economies with a view to improve productivity and quality of employment and to support structural change and transition out of formality.

The Office strategy for Outcome 1 is conducted through research and knowledge development, advocacy, policy dialogue and capacity building. **Research and knowledge development** includes issues such as policy research incorporating country and multi-country assessment of macroeconomic policies and their employment outcomes; assessment of employment and labour market policies in countries at different levels of development, drawing lessons with respect to policy options and combinations that improve the employment content of growth and economic strategies and that foster more inclusive societies and development of policy briefs and diagnostic tools, such as methodologies to assess the employment impact of economic strategies, investment and public expenditures, guides and training modules for employment policy formulation, and evaluation, among others. **Advocacy** focuses primarily on a stronger articulation of employment policies with national development frameworks, including growth and poverty reduction strategies, and also employment targeting in sectoral, green growth and local development strategies, and national budgets. **Dialogue on policy options** and the promotion of policy coherence at country level is a fundamental dimension of the strategy. Efforts are geared in priority towards **enhancing the capacity of tripartite constituents** to apply innovative approaches, to set priorities and to influence the development and implementation of coordinated employment policies that are adapted to the diversity of local situations and contexts.

As it was mentioned above, **Global Products and CPOs** formulation were parts of the interventions supported under SIDA funding. In the case of the Global Products, their main objectives are:

1. Strengthened research and knowledge management to draw and share lessons regarding what works and what does not work, under which circumstances, to improve the employment element of growth, protect vulnerable groups and promote

decent work in constituents' policies and programmes.

2. Improved ability of governments and social partners to develop and implement comprehensive National Employment Policies that are aligned with the priorities of the country's national development framework.

For CPOs, the intervention supported outcome-based work plans under Outcome 1 (Indicator 1.1) and constituents to formulate comprehensive **National Employment Policies** that are aligned with the priorities of the national development frameworks.

For the whole Outcome, ILO support is provided through policy advice, facilitation of policy dialogue on policy options, institutional strengthening and generation of knowledge, practical tools, good practice reviews and evaluation of effective policies. The Swedish contribution was oriented to support 'target' and 'pipeline' countries that prioritize promotion of employment goals and targets in their national development strategies and/or that undertake to develop and review national employment strategies and action plans. The emphasis will be laid on developing countries including LDCs. The country-level work will be supported by continuous development of global products on employment promotion, including youth employment under the OBW.

Outcome 2: “Skills development increases the employability of workers, the competitiveness of enterprises, and the inclusiveness of growth”, indicator of progress 2.5: “number of member States that, with ILO support, develop and implement integrated policies and programmes to promote productive employment and decent work for young women and men”.

In the 2012 ILC, the Resolution “The youth employment crisis: A call for action” was adopted. It underlines the urgency for immediate and targeted interventions to tackle the unprecedented youth employment crisis that is affecting most countries across all regions. The Call for Action contained in the Resolution provides guiding principles to support constituents in shaping national strategies and action on youth employment. It proposes a multi-pronged and balanced approach to foster pro-employment growth and decent job creation through macroeconomic policies; education, training and skills; labour market policies; entrepreneurship and self-employment; and rights for young people. It also calls for the ILO to play an active role in providing global leadership and acting as a centre of excellence on youth employment, as well as in supporting action by governments, social partners and the multilateral system to address the youth employment crisis and promote decent work for youth at national, regional and global level. The YE Agreement is related to three global ILO outcomes:

Outcome 1: Create greater opportunities for women and men to secure productive employment and decent work

Outcome 2: Skills development increases the employability of workers, the competitiveness of enterprises, and the inclusiveness of growth

Outcome 3: Sustainable enterprises create productive and decent jobs

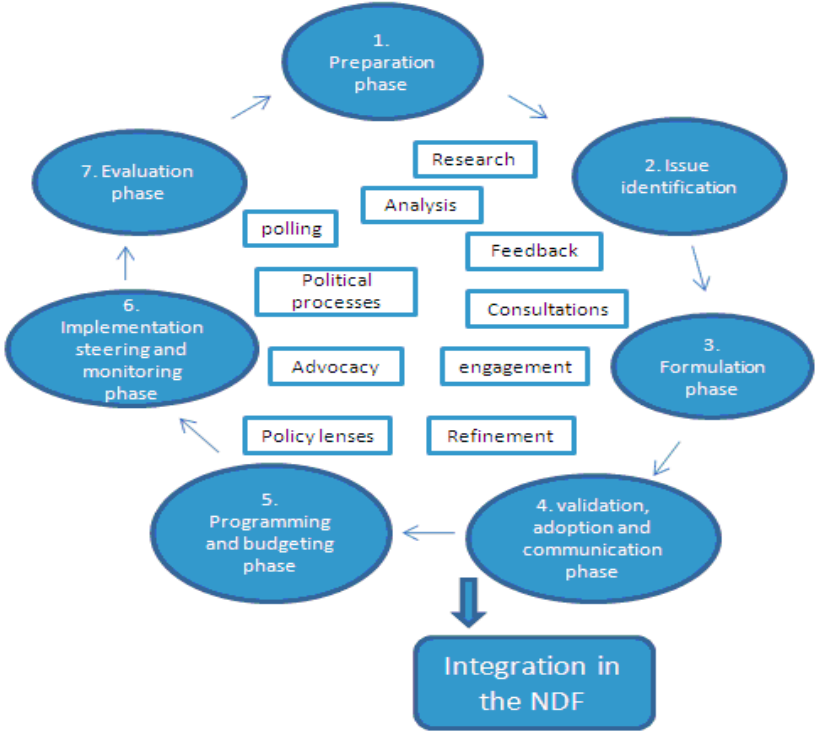
The ILO/Sida Partnership Agreement for Youth Employment consists of a global product and four country interventions in Jordan, Indonesia, El Salvador and Zambia. The objectives of the

country initiatives were to support ILO’s work in the achievement of at least one measurement criteria. The aim of this global product was to increase the knowledge base and the capacity building tools on youth employment in order to increase the technical support on youth employment to ILO member states. In addition to indicator 2.5, other indicators of outcome 2 and outcome 3 were addressed through the implementation of initiatives for skills development for youth (such as apprenticeships) and entrepreneurship development initiatives.

1.2. Intervention logic

The development of **Outcome 1** was based on the policy cycle approach of CEPOL’s framework at country level. Figure 1 below presents the seven steps included in this framework: **the policy review** (steps 1 and 2 - “preparatory phase” and “issue identification”); **the policy formulation** (step 3 - ‘formulation phase’) and the **Policy adoption, implementation and monitoring** (remaining phases). At this point of time, however, it is important to highlight that the actions taken during the course of NEP activities remain in the range of steps 1 to 4 (perhaps 5, depending on the speed of progress that the country achieves), so steps 6 and 7 are out of the scope of this evaluation. Also, it is important to mention that this model is adapted to specific country contexts and built on previous work or policy development in the country through joint collaboration with the field and headquarters. The 11 countries that are part of the NEP component were not all at the same stage in the policy development process. The outputs of the project will therefore not be applied to all the countries, but to select ones depending on where the national employment policy process stands and on the requests for support from the national constituents.

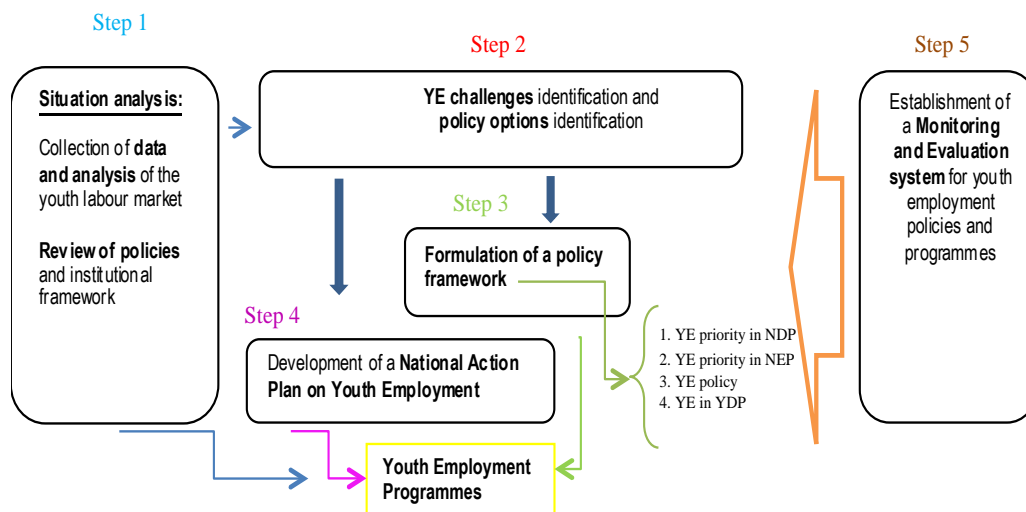
Figure 1. Sequence of steps in the CEPOL Model



On **Outcome 2** (indicator 2.5), the ILO strategy in support of country action on youth employment combines technical assistance to strengthen the policymaking process, while supporting institutional reforms, with direct interventions and pilot projects to demonstrate the effectiveness of youth employment programs. The youth employment intervention logic advocated by the ILO includes 5 main steps as showed in the figure below:

1. Situation analysis: Collection of data and analysis of the youth labour market and Review of policies and institutional framework
2. YE challenges identification and policy options identification
3. Formulation of a policy framework
4. Development of a National Action Plan for Youth Employment
5. Establishment of a Monitoring and Evaluation system for youth employment policies and programmes

Figure 2. Logic of the YE Component Development



1.3. Countries covered

In Outcome 1, 11 countries were finally part of SIDA funding of which six were in Africa (Botswana, Comoros, Lesotho, Liberia, Malawi, and Mozambique), two in Asia (Cambodia and Sri Lanka), one in Americas (El Salvador), one in Europe (Kyrgyzstan) and one in the Arab States (Yemen). All of them were in line with the conditions established in the different planning documents (P&B 2012-2013 and SF). Indeed, the ILO-Sida Partnership (2011: 2) stated “...the ILO will give priority to allocate funding to work in those countries that are part of the targets for the biennium 2012-13 and especially the Least Developed Countries (LDC). Allocations will be based on the resource requirements identified in the Outcome-Based Workplans (OBW)”.

To identify the specific countries, the selection was based on the following criteria:

1. Field consultations with ILO Decent Work Outcome coordinators, with priority given to work in those countries that are part of the targets for the biennium 2012-13.
2. Whether some work started under the previous phase of the Partnership Programme.

On the other hand, four countries participated in Youth Employment initiatives: El Salvador, Indonesia, Jordan and Zambia. These countries were selected on the bases of the following criteria: a- being target CPOs under indicator 2.5; b- there was a prioritization of youth employment issues by ILO constituents in the country; c- it was estimated that the funds made available will contribute to the achievement of the measurement criteria for youth employment.

1.4. Budget

The total budget of the second phase amounted to US\$10.5 million (72 million SKK) of which Outcome 1 accounted for the highest share (29.8% of the funds) while Youth Employment represented an additional 16.3%. Other Outcomes of relevance from the financial perspective were Outcome 14, Outcome 5 and Outcome 18 (38%). When individual budgets are measured in terms of the corresponding ILO Outcome spending, then the results of the last column in Table 2 show that Sida's funds represented between 0.8% (Outcome 10) and 6.3% (Outcome 14) of the category expenditures. Overall, and for the seven outcomes in the list below (YE-related outcomes were excluded), Sida accounted for less than 1.5% of the ILO spending in those outcomes.

Table 2. Distribution and individual participation of Phase II budget by Outcome⁴

Outcomes	Budget in US\$	% of SIDA funding	% ILO Outcome Expenditures
Outcome 1 (Employment Policy)	3,179,548	29.8%	1.3%
Outcome 5 (Working Conditions)	1,178,658	11.0%	3.2%
Outcome 9 (Building employers capacity)	556,065	5.2%	1.1%
Outcome 10 (Building workers capacity)	561,074	5.3%	0.8%
Outcome 14 (Freedom of Association and Collective Bargaining)	1,862,098	17.4%	6.3%
Outcome 17 (Global Product on Gender Mainstreaming)	540,429	5.1%	2.3%
Outcome 18 (International Labour Standards)	1,058,616	9.9%	1.1%
Additional funding Youth Employment (Outcomes 1, 2 and 3)	1,744,745	16.3%	1.6%
Total	10,681,232	100.0%	1.3%

Source: ILO-SIDA Partnership Agreement (2011)

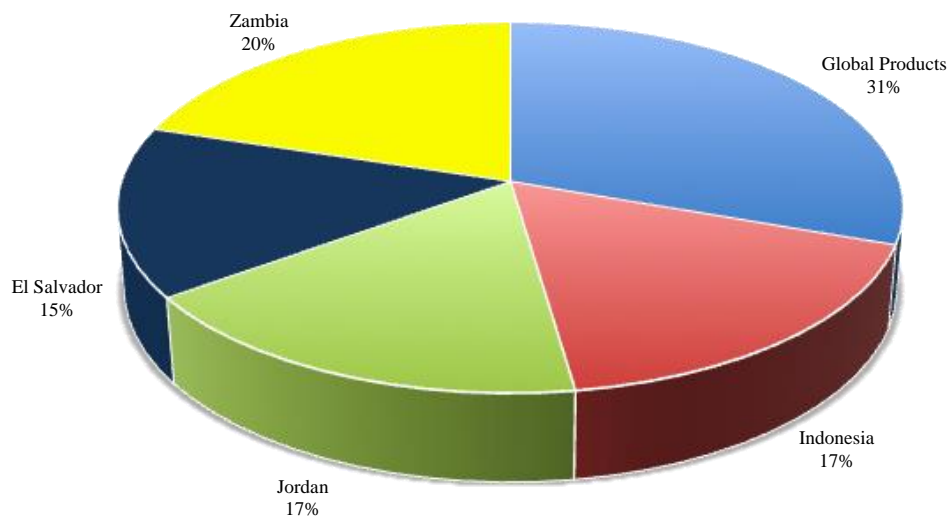
⁴ The final amount in American dollars depends on the exchange rate utilized to convert the 72 million SKK. For instance, the available information shows two figures. The first number corresponds to the total presented in Table 2; the second figure (that utilizes the exchange rate at the moment each Outcome received the money) was US\$ 10,728,930.

Individually speaking, Outcome 1 received an equivalent US\$ 3,179,548 reserved to initiatives related to national employment policies (NEP) and global products designed to directly support Country Programme Outcomes (CPO) in “target” or “pipeline” countries.

By destination of the funds, Global Products received 25% of the budget while the remaining 75% were allocated to CPOs. This distribution went in line with SIDA’s policy focus and agreed in the Phase II Partnership. Information dated from November 2013 showed that the levels of execution were 83.3% (GP) and 85.8% (CPOs).

Youth Employment initiatives received US\$1,758,275. Global products received about 31% of those funds while the four participating countries got 69.6% of them. The country with the largest YE budget was Zambia (US\$349,000) while El Salvador (US\$ 259,043) placed at the bottom of the list with 15% of that funding. Execution levels varied considerably. For instance, Indonesia and Zambia achieved almost full completion (98% of the budget) while Global Products and Jordan executed about two-thirds of their corresponding financial allocations.

Graph 1. Distribution of YE by destination



Source: Financial records of the Sida funding

1.5. Organizational arrangements

The two components of the ILO-Sida partnership were managed within the Employment and Labour Market Policies Branch of the ILO’s Employment Policy Department at Geneva. Two different units, however, managed the initiatives. The NEP component was in charge of the Country Policy Development and Coordination Unit (CEPOL). On the other hand, the Youth Employment Unit (YEU) administered YE.

Each component also organized its activities in a different way. The eleven countries of the NEP component and the Global Products followed a centralized approach. In other words,

CEPOL was in charge of the project management and budget administration while implementation was done at each country with the technical support of employment specialists in HQ and in the field and the recruitment of national officers in some countries.

Youth Employment followed a decentralized approach. In this case, the countries (i.e. local ILO offices) both managed and implemented the project and the budget. Hence, the mechanism allows for more flexibility in key tasks like personnel hiring and consultant contracting. Geneva YEU staff mainly monitored the progress of the initiative but their links with local projects were not as strong as in the centralized approach.

Regular monitoring activities were set since the inception of Phase II. Follow-up activities were in the hands of appointed officials; the ILO's Department for Partnerships and Development Cooperation also periodically reviewed projects while field specialists were responsible for M&E with CEPOL's support. As per ILO policy, 2 per cent of funds were reserved for independent final evaluation.

1.6. Target groups and final beneficiaries

The immediate beneficiaries of the project were, in the first place, the government agencies (primarily labour administration, but also finance, central banks, statistics, education, agriculture, infrastructure, local development) that received direct support to accelerate and complete on-going initiatives aimed at defining employment policies. Also, beneficiaries included public institutions with specific mandates to improve youth employment and small enterprise development.

Other key target groups were trade unions, employers' organizations, other stakeholders groups, such as youth associations or gender groups, and local authorities. The ultimate beneficiaries are workers, employers, and society at large. They were all relevant in the sense that they were given a voice to discuss the final version of the policy documents and to understand what would be the expected orientation of the employment/youth employment policy in each country. Workers and employers were also recipients of capacity building activities and other technical support during the policy development process.

Final beneficiaries depend on the specificities of each policy. In the National Human Resources and Employment Policy (NHREP) of Sri Lanka, the Policy explicitly recognizes women, youth, people with disability and other vulnerable groups, ageing population and under-developed regions as the target groups that the public interventions are expected to benefit. In Zambia, final beneficiaries included in-school youth aged between 16 and 23, who may need entrepreneurship as a viable career option, as well as out-of school youth aged between 16- 35 years. In El Salvador, the Youth Employment Plan targeted young people aged 15-24 years old in need of improved employability and better entrepreneurship skills, especially women, ethnical groups, youth with any type of disability and young people at risk.

1.7. Roles of the ILO, Sida and other partners

The Swedish International Development Cooperation Agency (Sida) was the funding entity of the Partnership while the ILO was in charge of the project design, implementation and monitoring. Sida gave the Office enough flexibility to define the conditions in which the project would operate. All the staff members interviewed as part of this evaluation positively valued this way of work and recommend its continuation in the future stages of the agreement.

The most important activities the Office undertook are:

1. Technical assistance that support the preparation of documentation (e.g. sectoral assessments and policy reviews), social dialogue processes, the establishment of national technical teams/consultants and the preparation of communication and promotional strategies;
2. Development of Global Products tools aimed at building constituents' capacities in the policy making process either at ITC Turin or in-country;
3. Administrative support to those projects with a centralized management;
4. Project monitoring by preparing one annual follow-up report and one final report, in addition to day-to-day consultations.

Other multiple actors were also actively involved in technical discussions. In El Salvador, besides the Central Bank and the Ministry of Economy, the Export Promotion Agency was among the top institutions to advocate employment generation as a priority. In Sri Lanka, the Steering Committee included roughly 20 different non-public organizations that were directly involved in the preparation of thematic discussions and related policy proposals.

2. Evaluation background

2.1. Purpose and primary use of the evaluation

Initially, the evaluation was conceived to review and assess the implementation strategy of each of the Outcomes considered in this exercise. This process should allow the target audience to understand the most important achievements of the different initiatives as well as the factors that affected the consecution of the component objectives.

According to the Terms of Reference, the objectives of the final evaluation are:

- To assess the results achieved through the Sida support to the ILO outcome 1, in particular indicator 1.1, and outcome 2, in particular indicator 2.5, by evaluating the relevance, effectiveness, efficiency, impact and sustainability of their activities including assessing the results for the beneficiaries of the initiative;
- To measure progress of the two components against P&B outcomes;
- To provide recommendations for future work;
- To assess the ILO/Sida partnership's NEP and YE components intervention and their linkages, focusing on what has worked, what has not worked, and why this was the case;
- To examine if the best approach was taken, and if it was optimally executed;
- Assess current impacts and the sustainability of the activities and, where possible, identify evidence of pathways and indicators of long-term impact.

The evaluation will be used in the following ways:

- Findings and recommendations will be used to strengthen the achievement of the objectives and to improve the strategy and operations design of future initiatives;
- Findings may support policy decisions regarding Sida funding strategies;
- Linkages between the two components will serve for improving future initiatives and overall work on NEP and YE at the ILO;
- The evaluation report will be disseminated in the ILO for organizational learning through the EVAL's i-Track evaluation database. A summary of the evaluation will be made available publicly through EVAL's websites.

2.2. Scope of the evaluation

The evaluation covered all activities under Phase II of the Partnership, that is, between January 2012 and December 2013. The evaluation should mostly concentrate in the linkages between the initiatives undertaken with Sida funding for indicators 1.1 and 2.5 of outcomes 1 and 2 respectively, including GPs in the countries selected for this evaluation. This should generate findings on the six evaluation criteria and compare the lessons learnt from other countries' implementation.

The evaluation scope of action was limited to the following components:

- NEP Component: Sri Lanka and El Salvador
- YE Component: Zambia and El Salvador
- Global products in Geneva

2.3. Dates of the evaluation

The evaluation was conducted between February 24th and March 31st, 2014. During the first week (February 24th-February 28th), the evaluator conducted a desk review with the inputs provided by the NEP and YE teams. In this period, the Inception Report (in Annex) was submitted for consideration of the ILO counterpart.

The period between March 6th and March 17th corresponded to the fieldwork. This stage comprises visits to four places: ILO headquarters, Geneva (March 6th and 7th); Colombo, Sri Lanka (March 10th and 11th); Lusaka, Zambia (March 13th and 14th) and San Salvador, El Salvador (March 17th). In each place, the evaluator interviewed key participants and collected several digital and paper-based documentation.

Annex 1 presents the list of contacts with which the evaluator met during the field visit. In Geneva, meetings include ILO staff members of CEPOL, PARDEV, DEVINVEST, EVAL, NEP and YE components teams. In each sampled country, the agenda included meetings with local ILO staff and the most relevant stakeholders that were available at the time of the visit. El Salvador was the only exception because the two ILO staff were not in the country during the week of March 17th although they were contacted and their inputs and opinions duly collected. Because both NEP and YE initiatives were characterized by the participation of a wide range of social and economic actors and institutions, the evaluation design motivated the inclusion of non-traditional stakeholders besides the three core constituents that usually participate in ILO projects (government, workers and employers). For this reason, the fieldwork agenda included meetings with institutions such as the Central Bank and the Ministry of Economy, among others.

In order to get the opinion of some ILO staff that actively participated in the projects but are based in countries other than the sampled ones, the evaluator contacted them via Skype or email, depending on their individual availability. The three staff members that responded the questionnaire are Gerson Martínez (El Salvador), Mauricio Dierckxsens (Costa Rica), and Sher Verick (India).

The last stage of the evaluation comprised the preparation of the report. This period went from March 18th to April 30st.

2.4. Clients of the evaluation and main audience of the report

The primary clients of the evaluation are the ILO and Sida. The evaluation findings and recommendations will be useful to support future decisions regarding the ILO-Sida Partnership. For instance, future work of the agreement if realized, may define issues related to the level of funding to be allocated, the selection of Outcomes and the definition of beneficiary

countries, among others.

Secondary clients are the constituents of the sampled countries. In this case, however, the target group goes beyond the tripartite constituents and includes other entities that participated of the initiatives such as the Payment Commission in Sri Lanka.

2.5. Independent Evaluator

Mr. Jose Francisco Pacheco-Jimenez, independent evaluator, conducted the exercise. Mr. Pacheco is an economist with over 14 years of professional experience in the fields of healthcare, social protection, education and poverty analysis. Previous works include assignments in over 30 countries around the world, including Latin America and the Caribbean, Africa, South East Asia, Central Asia and Eastern Europe.

3. Methodology

3.1. Evaluation criteria

The evaluation adopted multiple paths to assess the contribution of the Sida funding to Outcome 1 (NEP) and Outcome 2 (YE). A first strategy was the identification of the key activities that the Partnership supported and that were relevant to fulfil the criteria of indicator of progress 1.1 and indicator of progress 2.5, both under P&B 2012-2013.

The indicator of progress (1.1) under the P&B is measured in terms of the “**number of member States that, with ILO support, integrate national, sectoral or local employment policies and programmes in their development frameworks**”. Results must meet the following two criteria:

- National development frameworks (five-year plans, poverty reduction strategies) that prioritize productive employment, decent work and income opportunities within their macro analysis, sectoral or economic stimulus strategies.
- Comprehensive national employment policies and/or sector strategies are developed, in consultation with social partners, and endorsed by government (cabinet, parliament, or inter-ministerial committees).

Regarding Youth Employment, CPOs report to the ILO’s specific indicator 2.5 (under Outcome 2) “**Number of member States that, with ILO support, develops and implements integrated policies and programmes to promote productive employment and decent work for young women and men**”. The indicator has four measurement criteria but results must meet at least two of the following:

- i. Youth employment is a priority of national development strategies or national employment policies;
- ii. National plans promoting youth employment are developed by the government and the social partners and contain priority measures as well as human and financial resources for their implementation;
- iii. National programmes promoting decent employment of disadvantaged youth are implemented by the government with the support of the social partners;
- iv. An information dissemination, awareness-raising, training or outreach strategy on youth employment is implemented, as documented through evidence of, for example, establishment of hotlines and brochures, training courses, services or recruitment campaigns by employers’ or workers’ organizations.

In addition, in order to understand the contribution of Sida funds to CPO formulation, the evaluation is interested in a series of additional topics that were recommended by ILO and Sida:

- Links between GPs and CPOs of NEP and YE
- Alternatives to promote sustainability and ownership of the results

- Advantages and disadvantages of centralized and decentralized management models
- Role of social dialogue
- Good practices and lessons for next phase of the Partnership
- Perspectives about future work under the Partnership and the ACI
- Social/poverty outcomes and possibly impact that the ILO programmes achieved
- Beneficiaries and how have they been affected and benefited
- Positive and negative effects of the ILO programme and the national Action Plans on decent and productive employment and people living in poverty
- Relationship with environmental, social and economic (poverty) relevance and focus on rights based approach
- Effects on power relations among the stakeholders with a focus on people living in poverty
- Relevance of Sida funding in the achievement of GP and CPOs in selected countries
- Assess the progress, made possible by the contribution of Swedish funds, towards ILO Outcome 1 and 2, by the stakeholders;
- Linkages between current efforts and previous experiences and/or synergies realized with other ILO interventions and sources of funding (i.e. RB, RBTC, XBTC, RBSA);
- Assess how the two components have influenced ILO's tripartite constituents on employment policy issues;
- Examine if the best approach was taken, and if it was optimally executed.

3.2. Evaluation questions

The Terms of Reference identified two groups of questions. The first group refers to those inquiries that aimed at responding to issues regarding relevance, coherence, effectiveness, efficiency, impact and sustainability of the initiatives. The scope and rationale of each category can be visualized in Table 3. The evaluation also showed interest in a series of specific questions (see section 3.1.) that can be found in Annex 1 (Terms of Reference).

Table 3. Evaluation category and related questions

<p>Relevance: To what extent is the design of the ILO initiatives relevant to the strategy outlined in the P&B for Outcome 1 and 2 and to the Global product and CPOs it aims to support?</p>	<p>Coherence: To what extent are the various activities in the initiatives' implementation strategy coherent and complementary (in its design and implementation) with regard to the vertical and horizontal elements of Outcome 1 and 2 within the ILO's Strategic Framework?</p>
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<p>Effectiveness: Have the initiatives outputs been effective in supporting the achievement of the outcomes objectives, integrate national employment policies and programs in countries' development frameworks, and develop and implement integrated policies and programs to promote productive employment and decent work for young women and men; and help meet targets and indicators.</p>	<p>Efficiency: To what extent are the initiatives' resources (technical and financial) are being used efficiently?</p>
<p>Impact: To what extent have the initiatives actions produce immediate and midterm impacts towards ten achievements of Outcome 1 and 2 objectives?</p>	<p>Sustainability Do the initiatives have an implementation strategy that involves tripartite constituents and development partners to establish synergies that could enhance impacts and sustainability?</p>

3.3. Sample selection

Three countries were selected for this evaluation: El Salvador, Sri Lanka and Zambia. The final decision was initially done based on two main criteria:

- Be a representative of one of the three main regions: Africa, Americas and Asia.
- There should be a balance between NEP and YE components.
- El Salvador was the only country where the two components were having activities.

Individually, each selected country presented some additional advantages. Zambia, for example, was the only African country with YE component and, it held the largest budget for youth employment activities. El Salvador was the only country with NEP and YE, so its incorporation was very useful to analyse the links between both components and the implementation of the centralized and decentralized approaches in one single country. Sri Lanka was the only Asian country with NEP component.

3.4. Evaluation methods and data collection instruments: presentation and justification

The evaluation strategy followed a step-by-step approach described in the following terms:

1. **Step 1: Desk review and preparation of the final questionnaire.** This first part of the evaluation consisted in the review of the relevant documents and the Terms of Reference in order to have a clear perspective of the scope of Outcomes 1 (indicator 1.1) and 2 (indicator 2.5) and to refine the list of questions to be included in the tool. An inception report was prepared and was shared with the stakeholders.
2. **Step 2: Fieldwork for data collection.** As it was explained before, the fieldwork comprised a two-week mission that included the ILO headquarters and the three sample countries.
3. **Step 3: Systematization of information resources.** Information collected during the mission was systematized and grouped around the core topics of Table 3. This grouping included the expanded list of topics requested by ILO and Sida.

4. **Step 4: Report submission, review and completion.** The last step includes the preparation and submission of the draft report, the review by different stakeholders and the inclusion of comments in the final version.

The data collection instrument was prepared with the questions included in the Terms of Reference (Annex 1). Not all the inquiries, however, were applied to all participants of the interviews. For example, questions regarding relevance, coherence, impact, sustainability, ownership, social dialogue and Sida funding were applied to those participants with no role in the Partnership management. Other issues like effectiveness and efficiency of the interventions, links between NEP and YE, future relationships with ACIs and centralized/decentralized performance were excluded from their questionnaire because of their low involvement in project management or their few information about certain aspects (financial data, for example). These sections were addressed to ILO staff both at Geneva and the local offices.

3.5. Sources of information/data

Documentation shared by the NEP and YE teams in HQ, including PARDEV, collected during the fieldwork, as well as structured interviews with key stakeholders in Geneva and the three sampled countries were the main sources of information.

In particular, data and information about the nature and scope of the project, the ILO-Sida Partnership (Phase II), the budgetary allocations and their distribution and execution, progress and final reports and all the relevant ILO planning documents (SPF, P&B 2012-2013, etc.). Other ILO staff members provided outcome-specific or country specific documentation that provided insights about the activities implemented or the products prepared. One example of the latter was Sri Lanka's National Human Resources and Employment Policy.

The second major source of information was the direct interviews that the evaluator conducted in the sampled countries (Sri Lanka, Zambia and El Salvador). In this case, information was collected using the questions presented in the table above in addition of topics identified in the ToR. Annex 2 presents the list of meetings conducted during the field visit, by city and country. In total, the evaluator assisted to roughly 30 interviews during the fieldwork period.

Moreover, three relevant respondents were contacted via Skype or email, as it was already mentioned.

3.6. Limitations

In general, all the relevant information was submitted in a timely manner and the meetings ran without major complications. Time constraints, however, limited the possibility to devote more days in the field, although it was jointly decided, with the evaluation manager and the NEP and YE teams, that the 2 days spent in each participant country were enough to cover all the relevant stakeholders and constituents.

One situation deserves a short comment. In Zambia, three of the meetings were conducted without the attendance of the key respondent. This imposes a limitation because the person

who attended the meeting did not always have full understanding of the project. As expected, some points of the questionnaire were not developed. This situation happened even though the local office scheduled the visit with more than one week in advance.

Although not necessarily considered a constraint, it seems critical to clarify that the evaluation has a very limited quantitative nature. The design of the initiatives does not follow the typical Logical Framework approach with components, activities and indicators as it is usually observed in standard project formulation. Thus, measurement of achievement is done differently, using indicators of progress, with a strong qualitative nature.

As a result, there may exist some bias in the responses when discussing about the performance of the NEP or YE components, although the respondents showed a high professional attitude and provided a well-balanced overview about the strengths and limitations of the initiatives.

3.7. Description and rationale for stakeholder participation in the evaluation

Participatory evaluation, says Zukoski and Luluquisen (2002), is highly relevant for the evaluation process because those who played active role in the implementation of the initiatives, have essential data regarding the design of the project, the implementation context and main obstacles found over the course of the work and in the identification of lessons, recommendations and dissemination of good practices.

The results that will be observed in Main Findings (section 4 of this report) are not of a quantitative nature. To collect the multiple insights and prepare an adequate assessment, it was critical to have the opinion of the staff (qualitative data) working in the field. In this regard, the evaluation design identified the following stakeholders to interview during the fieldwork:

1. Government officials. Although the Ministry of Labor of each country seemed to be the natural constituent that would support the evaluation process, other public participants like the Ministries of Sports and Youth were also fundamental and subject of fieldwork visits.
2. Employers' organization representatives
3. Worker's organization representatives
4. ILO staff
5. Other public entities with core responsibilities during the initiatives like the Central Bank (in Sri Lanka and El Salvador), Ministry of Economy (El Salvador) and the National Youth Development Council (Zambia)

Tripartite constituents are hardly a singular entity. For instance, the workers' sector is usually a conglomerate of different labor unions with different objectives. So in order to have a better idea of the position of this constituent, it is necessary to have contact with two or three of those representatives. Similar considerations apply to the employers' sector. All this makes even more complex the agenda of visits⁵. During the field visits, the evaluator was able to interview at least one stakeholder from each constituent group. In some specific cases, more than one

⁵ Indeed, increasing complexity is observed since the design of the project. For example, how many (and which ones) representatives of the workers/employers side should be included in each project?

group was considered. In Sri Lanka, for instance, two labour union representatives were interviewed and a visit to the Steering Committee (with representatives of all key groups) was organized. In the three countries, at least two public entities were part of the list. In El Salvador, for example, the evaluator held meetings with staff members of the Central Bank, the Ministry of Economy and INJUVE. In Sri Lanka, meetings with public representatives included the Secretary of the Ministry of Labour and Labour Relations and the CEO/Secretary of the Senior Ministers' Secretariat. In Zambia, Ministry of Youth and Sport and the Ministry of Labour were also considered. There was a wide consensus that employment-based projects need the participation of many stakeholders and not only those with direct interest in the topic. The experiences in Sri Lanka and El Salvador clearly illustrate this position with representatives of the education sector and the Central Bank having an active role in the formulation of the policies.

Finally, the evaluation did not consider an interview with representatives of the Swedish Cooperation. Their perspective about the Partnership with the ILO and the future pathway of the Sida funding were partially found in the report "*Cross partnership review of outcome-based funding modality (Ireland, Norway, Sweden)*" prepared by Dermot Shields (2013).

3.8. Evaluation norms, standards and ethics

The evaluation followed the ILO evaluation standards as defined by the ILO's Evaluation Department (EVAL). UN Evaluation Norms and Standards and OECD/DAC Evaluation Quality Standards were also considered.⁶

⁶ For further information the reader can visit http://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_176814.pdf and a list of guidelines and templates can be found in http://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_176814.pdf

4. Main findings

4.1. Relevance and coherence

The first part of the results' evaluation includes topics related to the relevance, design and some implementation considerations of the project.

4.1.1. Relevance

Respondents from the three countries in the sample confirmed the alignment of the Sida initiatives to employment national priorities. According to the opinion of the respondents, the Partnership responded, in all cases, to **explicit initiatives that the country was already developing or implementing**. In other words, the project supported on-going efforts and government priorities in order to avoid duplications in case the ILO decided to launch any initiative from zero. In this regard, the project was coherent with the reality of the labour market in the selected countries.

In Zambia, for instance, the project supported youth employment, one of the top policy priorities as defined by the Government. Thus, any support to YE implied a connection with overall employment policies (Component 1). The project promoted the mainstreaming of youth employment in the Revised Sixth National Development Plan. As a result, this document now has a chapter on employment. In addition, the National Action plan developed under the YE project recommends that there should be a link between the macroeconomic policies and youth employment. The initiative was also relevant to Outcome 2 strategy in the way it supported specific topics such as the delivery and assessment of policies and programs on skills development, disability and employment services. This particular initiative was in line with the view of strengthening the national capacity of the Ministry of Youth and Sports to improve the efficiency and impact of skills and employment systems for youth. The Partnership, through support to the Ministry of Labour and Social Security and the Zambia Federation of Employers, was able to contribute towards strengthening public-private partnerships to expand quality apprenticeships.

In Sri Lanka, the Partnership presented a similar scope. There, support was given to the development and implementation of the National Human Resources and Employment Policy where women and youth employment were included as cross-cutting issues along all the components of the Policy. The vision of putting employment as an integral part of the national development plan was already expressed in *Mahinda Chintana* (10 year National Development Plan 2010-2020 – Vision for the Future).

In El Salvador, where NEP and YE coexisted, the proposed outputs were defined in terms of the “Plan Quinquenal de Desarrollo” (Five-year Development Plan). The Plan Quinquenal was laid out at the beginning of the current Government and employment was included as a priority. Indeed, one of the presidential objectives was the creation of 400,000 new jobs.

In the specific case of NEP-El Salvador, the synergy of the national growth strategies and the employment strategies was achieved by linking the employment objectives with the

diversification policy of the Ministry of Economy. This connection allowed to an enhanced participation of the Ministry itself, the Central Bank and PROESA as vocal actors in promoting employment. With respect to YEP, INJUVE, the communication strategy of the Ministry of Labor, employers' and workers' organizations generated strategies to foster the needs of youth.

4.1.2. Relevance of Sida Funding

In the three countries consensus existed about the importance of Sida funding to achieve the objectives. Indeed, for some particular initiatives, Sida were the only source of resources, so it play a critical role in the achievement of the positive results observed in the assessed countries in terms of finalization of ongoing efforts or in the launch of initiatives than could be completed in a following phase of the Partnership. That was the case of the NAP preparation in Zambia, where the ILO played the critical technical role while all the activities were funded with Sida Partnership funding.

4.1.3. Coherence

Coherence existed in the link created between ILO Global Products and other policy-making documents and the policy advice provided to the countries. Many toolkits were used and adapted, such as the National Employment Policy Guidelines, the Guidelines for the National Jobs Pact, SAM, Know About Business (KAB) and social dialogue recommendations. This reinforced the technical capacity of the Office as an agency that generates, shares and disseminates knowledge. Some of the opinions in this regard highlighted two positive features about the work of the ILO in their countries. The first one is the flexibility of the instruments and their capacity to adapt to the country context. There was a general opinion that the National Employment Policy Guidelines give enough degrees of freedom to local stakeholders to modify specific issues if the case deserves a different path. That is, the step-by-step approach helped the different actors to follow a path but they could be partially adapted to the dynamics of the situation.

The second opinion, mostly coming from the ILO staff in Geneva, emphasized the continuous cycle that exist between ILO policy tools and the experience in the field. They considered that, even though the guidelines oriented the preparation of country initiatives/activities, there was enough space to modify them if the reality pointed to other type of strategies. There was, consequently, a continuous feedback between the tools and country contexts.

One dissident opinion about the relevance of the outputs produced under the project came from a respondent in Zambia. In the opinion of this person, *“outputs have been effective but not sufficient in supporting the achievement of the outcomes”*. The main argument considered that, in order to fully meet indicators 2 and 3 of the YE component, there is a need to support the implementation of the NAP through the next phase of the project. If implementation is not considered, neither relevance nor effectiveness can be considered completed (*“relevance only applies if the plan is implemented”*).

4.2. Effectiveness

This section analyses issues related to the achievement of the objectives and the involvement of key actors during the project.

4.2.1. Overall achievement

Activities supported by the ILO-Sida Partnership were very pertinent to achieve concrete and specific relevant outcomes. The final outcome-based reports for Outcome 1 and Youth Employment clearly show that all the countries that received funds from the Partnership (and, in particular, those ones included in the evaluation sample) successfully completed their individual CPOs and this situation pushes for the fulfilment of the criteria in Outcomes 1 and 2. For instance, the NEP: during 2012-13, Sida funding contributed directly to 4 (Sri Lanka, El Salvador, Comoros, Kyrgyzstan) out of 12 member States for which the ILO reported biennial results under Indicator 1.1. In addition, funding also covered the preparation of GP, showing in both cases full completion of the output.

Global Products

On the Global Products, the Partnership contributed to the preparation and implementation of multiple outcomes through research, knowledge management and capacity building. In the case of YE, perhaps the main product and one of the most critical results of this project was the **Training Package on Decent Work for Youth** that was part of the Youth employment global product. This course aimed at enhancing the capacity of ILO constituents' to deal with youth employment problems and their potential solutions. The guide includes two parts. The first part addresses the youth employment policy cycle and is based in the ILO's youth employment intervention model. The second part highlights the five policy areas in the 2012 ILC resolution "The youth employment crisis: A call for action": macroeconomic policies, labour market policies, employability and skills, entrepreneurship and rights for young people. The Youth Employment Global Product also included two additional outcomes: the finalization of the youth employment project operations manual (POM) and ILO capacity support to the African region, which were successfully completed with Sida funding.

In the case of NEP, the Partnership supported the preparation of Global Product 102: "Global tools to enhance the employment content of growth and improve labour market policies". Specifically, main outcomes in this regard included:

- Support to the development of a global knowledge base on employment policies. By the end of 2013, information on national development frameworks and National Employment Policies from 63 countries were included in the database.
- Capacity-building of tripartite constituents: contributions include support to participants of the annual two-week employment policy course at ITC Turin and the sub-regional course on employment policy for Francophone African countries in Dakar, Senegal.
- Publications:
 - Publication of the "Guide for the formulation of national employment policies"

in the three ILO official languages (English, French and Spanish) and in Portuguese, Khmer, Arabic and Russian..

- Draft guidelines on pro-employment public budgeting in Africa.
- A first draft of the guide "National Employment Policies: A Guide for Workers' Organizations" was jointly developed with ACTRAV.

Country Programme Outcomes

Links and consistency with ILO planning can be approached from different perspectives. One possibility is to analyse the design of the NEP component with the conditions expressed in the ILO planning strategy. Out of the 67 requests from member countries to receive technical assistance to formulate national employment policies, the initiative selected 11. The 11 countries included in the Partnership were selected within the CPOs under Indicator 1.1, Outcome 1 (pipeline and target countries). This decision created a link with P&B and other planning documents. Similar conditions existed in the YE component. The selected countries were defined based on their relationship with target CPOs under indicator 2.5 and the level of prioritization that the country gave to youth employment.

NEP Component

In El Salvador, the Sida funding supported the preparation of the CPO called "*El país, con el apoyo de la OIT, fomenta la creación de empleo productivo y trabajo decente, con enfoque de género, a través del reforzamiento de sus políticas de mercado de trabajo y el apoyo a las MIPYMES*" (SLV128). In Sri Lanka, the CPO was called "The Government and its social partners develop and implement employment policies and programmes in line with ILO principles" (LKA101).

The table below shows the relationship between Outcome 1 criteria and the CPOs. The cells present the name of the policy or strategy that allowed the country to fulfil the criterion. **In Sri Lanka**, the NHREP, adopted in 2012, was the main achievement and accomplished the first condition. Beyond the adoption of this output as part of the Government's agenda, there are some other features that deserve comments. The first one is that the policy received massive political support from the 47 members of the Steering Committee, a clear signal of what should be the orientation of the government in the next years. Second, the achievements exceeded the original planning. For instance, the preparation of the Master Plan is a step further that was not considered as part of the project but that shows the high level of motivation that prevailed in the country.

In the case of **El Salvador**, there is an explicit decision from the Economic Cabinet of the Republic to incorporate employment as a priority in the "Diversification and Economic Transformation Policy". During the field visits, discussions with members of the Ministry of Economy and the Central Bank reveal their commitment to orient the future policy in terms of employment creation. In fact, part of the actions in this regard included the identification of those sectors that will be part of the future economic policy. One of the criteria to select them was employment generation.

Table 4. Outcome 1 measurement criteria and achievements per country

Criteria	Sri Lanka	El Salvador
Name of the CPO	The Government and its social partners develop and implement employment policies and programmes in line with ILO principles	El país, con el apoyo de la OIT, fomenta la creación de empleo productivo y trabajo decente, con enfoque de género, a través del reforzamiento de sus políticas de mercado de trabajo y el apoyo a las MIPYMES
<i>National development frameworks (five-year plans, poverty reduction strategies) prioritize productive employment, decent work and income opportunities within their macro analysis, sectoral or economic stimulus strategies.</i>	Master Plan for Human Resources Development and Employment, in line with the National Development Plan (2010-2016)	The Economic Cabinet explicitly included the employment objective in the “Diversification and Economic Transformation Policy”
<i>Comprehensive national employment policies and/or sector strategies are developed, in consultation with social partners, and endorsed by government (cabinet, parliament, or inter-ministerial committees)</i>	National Human Resources and Employment Policy (NHREP) formulated and adopted in 2012 National and sectoral programmes designed and commenced	Development of an employment registry that helped in the assessment of the impact of public expenditure and investment on generating employment. Similar efforts were conducted to developed an employment registry mechanism at the sectoral level.

Source: Interviews, Kwong (2014) and Dierckxsens (2014)

Youth Employment

Results on the YE side also show significant achievements. In both cases (El Salvador and Zambia) the project allowed the countries to fulfil three of the four criteria considered under Outcome 2. In Zambia, the results that allowed the country to meet the criteria were:

- Youth employment was part of the Sixth National Development Plan of Zambia and the Industrialization and Job Creation Strategy
- The government adopted the National Action Plan on Youth Employment for the period 2012-2014.
- Implementation of the Business Development Services (BDS), access to finance for young women and men while young entrepreneurs associations and cooperatives provide more valuable support services.
- Outreach strategy for increasing awareness on decent work for young people, with special focus on disadvantaged youth.

In El Salvador, the key products were:

- Adoption of the National Action Plan on Youth Employment for the period 2012-2014.
- Training and capacity building of workers and employers to promote youth leadership, entrepreneurial skills and employability
- Development of a promotional strategy for the dissemination of information to access youth employment programmes (Mi Primer Empleo, RENACEMPLERO, Ventanilla única para jóvenes).

Table 5. Outcome 2 measurement criteria and achievements per country

Criteria	El Salvador	Zambia
Name of CPO	El Salvador (SLV 126: “The country, with the ILO support, improves vocational training opportunities and employment for the young population, incorporating the specific needs of women”)	CPO ZMB127: Enhanced employment and self-employment opportunities for young people through access to skills development)
<i>1. Youth employment is a priority of national development strategies or national employment policies</i>		Youth employment is part of the Sixth National Development Plan of Zambia and the Industrialization and Job Creation Strategy
<i>2. National Plans promoting youth employment are developed by the government and the social partners and contain priority measures as well as human and financial resources for their implementation</i>	The government adopted the National Action Plan on Youth Employment for the period 2012-2014.	The government adopted the National Action Plan on Youth Employment for the period 2012-2014.
<i>3. National programmes promoting decent employment of disadvantaged youth were implemented by the government with the support of the social partners</i>	Capabilities of workers and employers to promote youth leadership and entrepreneurial skills. Training and youth employment promotion to increase the employability	Business Development Services (BDS), access to finance for young women and men from and finance for the promotion of self-employment has improved. Youth entrepreneurs associations and cooperatives provide more valuable support services.
<i>4. An information, dissemination, awareness-raising, training or outreach strategy on youth employment is implemented by one or more of the tripartite constituents, as documented through evidence, of, establishment of hotlines and brochures, training courses, services or recruitment campaigns</i>	The Ministry of Labour together with the National Institute for Youth developed a promotional strategy for the dissemination of information to access youth employment programmes (Mi Primer Empleo, RENACEMPLEO, Ventanilla única para jóvenes).	Outreach strategy for increasing awareness on decent work for young people, with special focus on disadvantaged youth. Other activities included a national forum, a national campaign that consisted of the organization of youth employment exhibitions, the publication of a youth employment newsletter and the establishment of a national platform to discuss action to be taken on youth employment.

Source: Interviews, Prieto (2004) and Dierckxsens (2014)

4.2.2. Activities of relevance promoted under the Agreement

As it was stated in section 4.1.2, Sida funding was essential to complete/advance the work on CPOs and, in this way, contribute to the achievement of the criteria for Outcomes 1 and 2. The link between resources and results were all those activities that drove the project to the expected outputs. The following paragraphs present those key activities, by country.

It is important to bear in mind that the project has multiple faces and therefore the implementation of the activities differed depending on two issues: the main topic of the project (NEP or YE) and the existing situation of the country at the moment of launching the Phase II of the Partnership. There was not a single line of action or a homogeneous design in which one-size-fits-all.

The definition of NEP or YE implied a different project management approach and therefore two different ways of doing things. In addition, the final design, configuration and schedule of

work depended on the specific moment in which the project was launched. Each country departed from very different circumstances and needs. In some cases, the country was in urgent need to define an employment policy while in others the starting point was a well-advanced discussion about the youth unemployment situation and the required actions to improve the current situation. Needs varied across the countries. In El Salvador, social dialogue was the most important issue to consider. In Zambia, support to prepare and launch a youth employment plan was at the top of the policy agenda. In Sri Lanka, consolidation of the NEP process was the key action in employment terms.

El Salvador

In relation to the NEP component, the initial diagnosis in El Salvador included an assessment of the impact of public spending and investments on employment generation (December 2012 – February 2013) and a study that identified the multiplier effects that employment multipliers and employment generating sectors have in the Salvadoran economy. This latter research used a Social Accounting Matrix to estimate the corresponding parameters.

As a result of both studies, the country validated a methodology for registration of employment generated by public action and delivered a training course on SAM methodologies to a group of professionals of the Central Bank, constituents and universities. A second set of activities included the preparation and launch of sectoral studies and tools as part of the "Diversification and Economic Transformation Policy" that the government adopted and that identified the following sectors as priority ones: textile manufacturing, electronics, aeronautics, chemical-pharmaceutical, remote business services. Eight workshops dialogues between employers of six key economic sectors and public institutions were developed. Technical support covered March-November 2013.

Training activities were also a critical part of the project. Capacity building included courses on employment policy, the abovementioned course on "Social Accountability Matrix, economic policies and employment" and publication of "The informal economy and decent work: A policy resource guide, supporting transitions to formality" in Spanish.

National tripartite dialogues in El Salvador were also extensive. The project organized group-specific dialogue sessions with workers and employers that included the preparation of a diagnosis that identifies challenges and priorities of each group, workshops to validate the document and final **position papers** with the perspective of each constituent about what employment policy should include.

Regarding the YEP component, the main objective was the implementation of the Youth Employment Plan. As part of this, the Partnership collaborate with the "Emprender, Sé empresario" workshop, an initiative that was part of the Support to the Implementation of the Action Plan for Youth Employment in El Salvador. The objectives of the workshop were defined as follows:

- To contribute in the development of entrepreneurship skills among participating young persons
- To constitute a group of original initiatives with trained participants

- To strengthen and improve business already ran by young people or those ones that emerge after the training
- To promote free enterprise
- To motivate youth to become entrepreneurs

In addition to the support in “Emprender, Sé empresario”, the project contributed with skills and leadership strengthening trainings for the youth sections of labour unions (55 young persons) and communication campaigns on young persons and decent work.

The case of INJUVE deserves special attention. The National Institute for Youth plays a critical role in the implementation of many of the initiatives of the Action Plan. INJUVE offers comprehensive services for youth including career guidance, vocational training, entrepreneurship and a culture of peace. With the support of the ILO and in partnership with the Ministry of Labour, INJUVE launched the one-stop-shop model piloted in two municipalities outside San Salvador. Initial results seem to be very positive. For instance, information gathered during the interview showed that roughly 40% of the young people who received training on entrepreneurship set up their own business. Although the number of beneficiaries was reduced (19 persons), the general results seem to be promissory.

Multiple links connected the work of INJUVE with the YE component. Besides the active role as a consultation partner, INJUVE benefited from the **communication strategy** prepared by the YE project that aimed at promoting decent work for young people. Secondly, the Integrated Model for Youth Employment and Entrepreneurship was formulated jointly with INJUVE in order to articulate and execute youth-oriented policies in four areas: vocational orientation, capacity building for entrepreneurship skills enhancement, application of the ISUN (Start your Business) and GIN (Generate your Business Idea) methodologies and life-oriented training. Finally, the third link consisted in the joint design of the Directory of Young People Services. This Directory gathers information about public, private and non-public institutions that offer information of interest for young job-searchers.

Sri Lanka

In Sri Lanka, the main objective was the consolidation of the NEP process. The design and validation of the new employment policy was a complex exercise that involved 47 national stakeholders (Steering Committee), including public institutions, workers, employers and other non-traditional stakeholders. The ILO also provided financial and technical support for the formulation processes, involving regional and national consultations, policy document translation and dissemination.

The project provided support in the form of research to assess the Public Employment Services of the country and to prepare selected action plans per area of work. The project was also highly relevant, as per the opinion of the members of the Steering Committee, in the promotion of social dialogue and in guiding the discussions to finally complete the policy document. As a result, the country validated the National Human Resources and Employment Policy (NHREP) in October 2012. A public launch was organized with a large diversified audience with the

policy document translated into both Tamil and Sinhala (local languages) and a summary widely disseminated through the press. In addition, the country was able to formulate and validate the Master Plan with the support of the project. Later efforts should include the setting-up of a monitoring and reporting system to support results-based management of policy implementation. A management consultant was engaged to design a template and coordinate various inputs of thematic inter-ministerial sub-committees for the development of a Human Resources and Employment Master Plan while two other national consultants were recruited to consolidate and facilitate sub-committee meetings for the formulation of the Action Plan of the NREHP. In addition, five subcommittees based on the five pillars on the NHREP were set up and initial meetings to direct the master planning were held. As a result, the work produced a list of monitoring indicators and budget-linked action plans.

Capacity building included workshops and training sessions as well as background papers to discuss Convention 122 of ILO at the country level. An Executive Summary and Policy Document of the National Human Resources and Employment Policy were finalized, translated into two local languages (Tamil and Sinhala) and widely disseminated. A special issue on NHREP was published through various local newspapers to maximize the dissemination of the NHREP on the same occasion.

Zambia

The YEP component in Zambia was supported through five critical activities: analysis of the School to Work Transition Survey (W4Y Project) and the Labour Force Survey; a review of effectiveness of country policies and programs on youth employment; national campaigns and other awareness raising activities such as media-based promotion, programs, campaigns and newsletters. Finally, training included sessions on ceramic production, Gender Entrepreneurship, Improve Your Exhibition Skills Training and Value Chains in partnership that comprised 145 young persons trained.

Table 6. Main activities implemented by country

El Salvador	Sri Lanka	Zambia
NATIONAL EMPLOYMENT POLICY	NATIONAL EMPLOYMENT POLICY	YOUTH COMPONENT
Use of Social Accounting Matrix for Economic Policies and Employment in ES	National Human Resources and Employment Policy (NHREP) finalized and endorsed by the Government	Data were collected and analysed (through the School to Work Transition Survey (W4Y Project) and Labour Force Survey
Social dialogues to strengthen employment objectives within the framework of Policy of Diversification and Economic Transformation.	National implementation strategy and selected action plans completed and adopted	A review of effectiveness of country policies and programmes on youth employment
Seminar with presentation of results of the previous point	National Coordination Unit to implement and coordinate employment Policy set up.	Specific youth employment issues were identified to review the National Plan of Action
Social dialogues to strengthen employment objectives within the framework of Policy of Diversification and Economic	National and sectoral programmes designed and commenced	Attitude of young women and men towards entrepreneurship has improved through media-based promotion, programmes, campaigns and newsletters

Transformation, workers' perspective		
Preparation of technical inputs and support to the process of information and knowledge exchange about economic transformation and employment generation in El Salvador	Training workshop on Public Employment Services (65 trainees)	Trainings: Ceramic production (23 youth trained); Gender Entrepreneurship Training (30 trainees); Improve Your Exhibition Skills Training (72 Youths trained); Value Chains in partnership with Commonwealth Youth programme and Zambian Breweries (120 youths trained)
Support to the process of exchange of experiences	An assessment of Public Employment Services in Sri Lanka was conducted	
Facilitation of social dialogues with employers' organizations	Training workshop on results-based-management and the theory of change (65 trainees)	
Support to Employment Registry methodology to assess the impact of public expenditure and investment on generating employment	Individual work plans in line with the Master Plan	
YOUTH COMPONENT	A background paper and translation of C 122 have been prepared and a tripartite workshop on the preparedness for the ratification of the ILO C122	
“Emprender, Sé empresario” Project		
Skills and leadership strengthening trainings to labor unions youth (55 young persons)		
Training on entrepreneurship (19 trainees)		
Communication campaign on young persons and employment		
Youth Employment Plan		

Source: Prieto (2014), Kwong (2014) and Dierckxsens (2014)

Despite the positive comments about the progress in the YE components, there was one issue that required special attention. In the case of criteria 3, the initiatives contributed only indirectly to progress in that area through capacity building and broad financing mechanisms that would support young people projects. In other words, there was a perception that the project lacked specific initiatives aimed at targeting young people with disabilities. Some efforts, like an outreach campaign in Zambia, focused its message in improving the working conditions of young persons, particularly those ones with disability. However, many other efforts seem to be necessary.

NEP

As recalled from the Project Background (section 1), the ILO strategy to achieve outcome 1 was conducted through three instruments: **(a) research and knowledge development (b) policy dialogue and advocacy and (c) capacity building**. The table below presents key activities separated by strategic component. For research and knowledge development, the project made use of Global Products and country-specific studies. Global Products were important to consolidate methodologies and to disseminate worldwide experiences on good practices in the formulation and implementation of employment policies. At the local level, the project financed diagnoses, the development of methodological inputs and the preparation of

sectoral assessments and tools.

Tripartite dialogue was strongly supported in all the countries and played a fundamental role in the validation of the NHREP and the preparation of the position papers from workers and employers in El Salvador. These papers were directly linked with the activities in the NEP component.

Despite the positive role that social dialogue gave to the overall implementation of the project, some respondents mentioned that they observed some problems that are recurrent across countries and that are affecting this practice. In particular, they pinpointed the following challenges:

- General problems in the understanding of the nature and conceptual framework of the NEP/YE process
- Problems with the understanding of their particular role
- Poor understanding of the problems in the labour sector beyond unemployment issues

In relation to the former, the general opinion was that labour union representatives presented serious gaps in all the three points presented above. This view prevailed even among the respondents the workers' sector. This is why the Guide for Worker's Organizations, aimed at providing elements of capacity building to enable trade unions to effectively engage in employment policy-making, was considered a critical output to level the playing field. Other capacity building actions complemented those activities by giving some groups sufficient knowledge to understand the scope of the NEP or YE projects.

Table 7. Activities implement under the NEP Component, by strategic component

Instruments	Sri Lanka	El Salvador
Policy research and knowledge building to inform the policy making process	<ul style="list-style-type: none"> • An assessment of Public Employment Services in Sri Lanka was conducted. 	<ul style="list-style-type: none"> • Employment Registry methodology • Identification of employment multipliers and employment generating sectors (SAM) • A Sectoral study or sectoral tools (tourism and another sector) in the framework of the recently approved "Diversification and Economic Transformation Policy"
Facilitation of national tripartite dialogues	<ul style="list-style-type: none"> • Support to the work of the National Steering Committee under the leadership of the Senior Minister for Human Resources • National implementation strategy and selected action plans 	<ul style="list-style-type: none"> • Consultants recruited to conduct support dialogue with workers and employers organizations (independent efforts). This work included the following: a) Sectoral diagnosis; b) Identification of sectoral priorities for future employment policy; c) Intra-sectoral workshops for workers/employers organizations on the NEP policy priorities and d) Document on priorities since the perspective of each group. Preparation of position papers. • Three common themes to be strengthened in Workers' and Employers' organizations: social protection, salaries and analysis of economic sectors with

<p>Capacity building of constituents</p>	<ul style="list-style-type: none"> • A training workshop on Public Employment Services for District level PES officers • Training and capacity building on issues of results-based-management and the theory of change. • A background paper and translation of Convention 122; a tripartite workshop on the preparedness for the ratification of the ILO C122 	<p>potential for employment generation.</p> <ul style="list-style-type: none"> • Two participants trained at the employment policy course at the ITC-ILO • Training course on “Social Accountability Matrix, economic policies and employment” (San Salvador, 22-24 May 2013) • Tool on “The informal economy and decent work: A policy resource guide, supporting transitions to formality”
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Source: Kwong (2014) and Dierckxsens (2014)

4.2.3. Level of involvement of social partners and government departments

One of the key features of the overall project was the strong involvement of many constituents and stakeholders, especially in the government side. In Sri Lanka, for instance, 46 members integrated the Steering Committee out of which 27 were public institutions. Many other groups were also part of the 10 thematic working groups that supported the preparation of the policy draft. Among others, the NHREP reported the participation of the Central Bank of Sri Lanka, the Department of Education, the University of Colombo, the Ministry of Higher Education, the Industrial Technology Institute, the Board of Investment and the Ministry of Agriculture.

In El Salvador, as it was noted earlier, the Ministry of Economy and the Central Bank played a critical role in the coordination of efforts to link employment policy with the industrial policy that both institutions were promoting.

Capacity building and workshops were one of the most effective ways to get constituents and stakeholders involved in the particularities of the project. **All capacity-building activities** were addressed to the ILO’s tripartite constituents: in-country workshops, sub-regional meetings and training courses and courses at the ITC in Turin. Besides, as it was presented in Table 5, some of the strategies the Partnership implemented to enhanced constituents’ and stakeholders’ voices were:

1. Consultations to identify their needs and the way the project can respond to those challenges. Capacity building needs were part of this identification process.
2. Consultations as part of the different sectoral assessments in order to understand the factors influencing and/or causing employment problems in each country.
3. Support to elaborate position papers, such as in El Salvador, that were later used as inputs to the National Employment Policy.
4. Give workers and employers the possibility of chairing discussions and participate in the draft of the NEP, such as in Sri Lanka or in the development of the Youth Employment Action Plan as in Zambia.

Having a voice in any of the Outcomes is just one dimension of the level of involvement in the project. However, this may not be sufficient to accurately evaluate this issue. For this reason, the evaluation also explores the **degree** of involvement of the different stakeholders. In this

case, it was possible to find divergent opinions.

From the different persons interviewed, it was possible to observe two situations. In general, the most comprehensive level of involvement of public institutions was observed in Sri Lanka where over 25 government entities belonged to the Steering Committee. They were all distributed in the working groups and contributed to a least one of the five pillars in which the Master Plan was divided.

In El Salvador and Zambia, public sector participation was even more limited. In fact, the Ministry of Labour of Zambia considered that its contribution to the Action Plan was small; there, the Ministry of Youth was the fundamental entity. In El Salvador, the Ministry of Labour was withdrawn from the project implementation due to the slow implementation of activities.

Among workers and employers, complains came in two forms. In Sri Lanka, the representative of the *Employers' Federation of Ceylon* considered that a significant share of its employment agenda was left out of the final policy document (one example of this was the limited scope of the labour relations dimension). They argued that there was an inherent contradiction between the policy and the public discourse because what they proposed was exactly part of the initial program that the Government promoted to increase employment and improved working conditions.

The *Movimiento de Unidad Sindical y Gremial de El Salvador* (trade union) had a similar position. In their opinion, their participation was limited to the attendance of a YE workshop, with very poor involvement in the subsequent activities. Their contribution to NEP discussions was much more active, mainly in the sector's position paper. The way NEP activities were implemented facilitated a better contribution of their representatives, especially young members.

4.3. Efficiency

The section on efficiency assessment analyses three topics: partnership arrangements, ILO contribution to the project and optimal use of resources.

4.3.1. General conclusions

Measuring performance is difficult under the conditions in which the ILO-Sida Partnership operated. First, there were no specific indicators to calculate the performance in this area, i.e. efficiency. Second, in some countries the agreement did not finance all the operation, conducted for Outcome 1 or Outcome 2, which breaks any direct tie between use of resources and final products. In other words, it is critical to consider that the different initiatives under Sida were developed to support employment policy formulation and national programs aimed at creating more and better employment opportunities for young persons, especially women, so they were part of already on-going efforts. The YE component of Zambia, for example, worked with the Ministry of Youth and Sport with an overall objective of supporting the implementation of the National Youth Policy launched in 2006. It is also important to note that ILO resources have been used for leveraging or as "seed resource" for actions. Through the participation of ILO, the national partners developed and implemented measures that also

required additional resources from their side (for example, entrepreneurship for youth by INJUVE, or the PTP by MINECO).

Despite these considerations, there are some practices that clearly promoted efficiency in the different initiatives. For instance, in Zambia, efficiency comes, according to local ILO staff, in the form of **strategic partnerships**. There, the ILO partnered with several other organizations to provide technical and financial support. This meant that more or greater outputs were achieved with limited resources. An example is the Review of the National Youth Policy which was done in collaboration with UNESCO, UNICEF and UNFPA. In El Salvador and Zambia, the YE projects were developed and implemented in coordination with the project "Gender Mainstreaming on Youth Employment Actions" also financed by Sida.

In a similar line, the use of previously developed tools (by other partners) was a way to maximize the use of existing resources to approach a specific problem or situation. In El Salvador, the Technical Secretariat identified (through ILO support) the need of calculating the employment-generation impact of public contracts (investment, purchases, etc). Using El Salvador Social Accounting Matrix (in the hands of the Central Bank), the exercise allowed the Secretariat to know the direct implications of those activities in the labour market.

Social dialogue itself is conceptualised as an efficiency-promoting practice. In Sri Lanka, the formulation of the NHREP has involved tripartite constituents and development partners in a manner that goes far beyond the typical assistance ILO provides to member States in the area of national employment policies. Also, supporting this type of activities, where multiple stakeholders sit and discuss about employment, create synergies and allow the country to concentrate efforts in one objective instead of having multiple individual positions. In Zambia, for instance, all the tripartite partners have been actively involved and have developed programs that are sustainable. The Ministry of Labour and the Employers developed a National Internship Program while the Workers have developed a Youth Program to promote decent work for youth. These programs involved a wide range of stakeholders who can fund them.

Forward efficiency links complemented backward efficiency links described in the previous paragraphs. Some of the outcomes achieved under the support of the project were quickly taken as referential points for the decisions of other entities or bodies. In Sri Lanka, the Pay Commission adopted the NHREP as the main policy for their internal discussions. As part of this work, the Commission identified minimum wages, Decent Work Agenda and education policy as the major topics for their own agenda.

4.3.2. Partnership arrangements: centralized and decentralized project implementation

The two models of project management arrangements, centralized and decentralized, were subject of interest for this evaluation. As it was mentioned before, NEP initiatives worked under the centralized approach while YE operated with a decentralized model. Opinions about the best management approach differed across participants in the project. Both approaches presented advantages and disadvantages, as it was concluded from the different interviews. However, from what could be noted during the interviews, local offices tended to support decentralization, while HQ staff were more prone to consider centralized management as the best option.

For those arguing in favour of decentralized projects, enhanced ownership and greater flexibility to organize its own agenda and to hire consultants were frequently referred as two of the strengths of the approach. In particular, the *sense of ownership* was often cited as the most important advantage of the approach. This ownership perception has a double meaning. On one hand, the possibility of managing the project and having the opportunity to keep closer contacts with local stakeholders seemed to be very relevant. This, at the same time, seemed to be an incentive to improve planning practices and be more organized with the implementation of certain activities. On the other hand, “money ownership” also motivated managers because they had almost full control of the administrative operations. As a result, some administrative processes (like consultant contracting processes) required less time to be implemented (consulting-related reimbursements last fewer days). This last point has an additional externality: local projects benefit from the greater understanding of the context that a national coordinator may have. As it was stated by the ILO (2014), “...*management across country borders involving backstopping by ILO headquarters has worked satisfactorily, but bureaucratic inertia and the remoteness of decision-making have repeatedly impeded programme implementation. Decentralized management structures tended to be more responsive to country needs, especially when supported by local management and clearly established support lines.*” Local expertise is incorporated into the design of the project and consequently the possibility of committing key strategic mistakes is reduced.

Despite this, the relative simplicity of the decentralized organization required a tighter monitoring strategy and an improved communication plan between the ILO and the local offices. Indeed, one of the main complaints with this type of management model was the continuous breakdown of the communication between the two parties due to a “pervasive incentive” in local managers that feel independent. In addition, some Geneva staff members considered that ILO-country dialogue about the nature, scope and implementation of the project takes longer periods under decentralized models.

Supporters of the centralized model mentioned as advantages the closer relationship that exists between the ILO headquarters and the local implementing office in terms of technical support and other backstopping tasks. This connection improves the overview of the project, creates a better coordination of the activities and enhances the capacity of the Office to control the allocation of funds. When the coordination is centralized, the ILO is in better position to “push” those countries that experience implementation lags. The former does not imply that in a decentralized model this connection does not exist; it is more an issue of “distance” (i.e. more or less proximity with local offices).

Perhaps the most important drawback of centralized management is the higher administrative costs that they usually entail to the ILO, according to the responses of some ILO staff. In the case of the NEP, some respondents mentioned that the overall management of the project was fine while others considered that administering 11 countries was a quite a heavy load on their shoulders.

Some respondents also considered other variables as relevant to decide whether to use a centralized or a decentralized management model. For instance, if there is a specific interest in comparing different experiences, then centralized management seems to be the option because

in this way the analysis isolates the effects that different implementing strategies may have in the results. If, on the other hand, the project supports on-going initiatives that are specific to each country (like this Partnership) or there are many countries with many different conditions, decentralization is the alternative.

Other point of interesting debate emerged regarding which model is more suitable in large, multi-country projects. According to a group of respondents, in initiatives with many participants, the centralized administration is the answer because they are easier to manage and gives the opportunity to have one overall approach and a single coordination. The NEP component, with 11 countries, proved to be efficiently managed in a short period with a centralized approach. In other words, the Office staff (either the one working at headquarters or in the field) were able to take over administrative, technical and managerial responsibilities and achieve concrete results despite the large number of participating countries. In some cases, indeed, employment specialists in headquarters and in the field shared the coordination of activities, without any particular problem.

Contradictory opinions also appeared. Decentralized management works, in the opinion of centralized supporters, in small projects covering countries in the same geographical region. The limited number of qualified staff in local offices may cast doubts about the relevance of leaving them with complex projects. In a fully opposite perspective, some respondents mentioned that centralized management may be useful in projects with a small number of countries and limited technical staff in the local countries because the heavy workload that relies on ILO staff should affect the synchronized implementation of the project.

One alternative is to consider mix models of project management, as mentioned in the recommendation 2 (section 5.4). For instance, overall technical design, technical backstopping and financial management can be centrally managed while design adaptation to local conditions and implementation should be decentralized with the support of National Coordinators in the field.

4.3.3. Links between NEP and YE

One of the relevant issues for this evaluation was the understanding of the links between the NEP and the YE. Although El Salvador was the only case with both components, respondents of Sri Lanka and Zambia agreed that, in the current context of their labour markets, any effort to improve the youth employment situation should be considered part of the national employment policy. Similarly, no employment policy would be complete if youth employment is not considered. Consequently, there are strong links between the two topics even if the Sida Partnership did not finance formal initiatives in both of them.

In the specific case of El Salvador, the project created special synergies between both components using several mechanisms. The first one was **the appointment of the same coordinator** for NEP and YE, Mr. Gerson Martinez. With the two components in his hands, the coordinator had a clearer understanding of the scope, objectives and activities in each component and consequently he was able to observe the synergies that emerged between activities. The identification of these overarching areas allowed for a better organization of the work (avoiding duplication of efforts and waste of resources), improved the communication

with constituents because the same person was managing the activities in both fronts and promoted the preparation of policy documents where the two visions were included. In addition, Government, Workers and Employers organizations recognized the need to include youth employment as a priority in a future National Employment Policy.

Overall, this was critical for the successful implementation of both projects. First, the coordinator was in a position to “create” a different view and a different message as if the two components were separately considered. For instance, from the point of view of the employers, young people had no role in the employment policy of the country. They were not even mentioned as a relevant group. After a series of meetings and workshops with the ILO local team, that position varied and the employers finally decided to implement a programme of entrepreneurship skills for young persons.

Second, communication was also greatly benefitted because the image that emerged from the project was that both NEP and YE issues can be regarded as part of the same discourse (i.e no employment policy can be formulated without a youth employment component).

Third, the constituents also considered that having one coordinator was positive in terms of efficiency and cost control. Synergies affect not only the technical dimension of the components but the overall financial and administrative realms.

“**Intentional dialogue**” was another mechanism identified to understand the link between NEP and YE. For the coordinator in El Salvador, the project deliberately talked with specific stakeholders about the main employment projects and the need to visualize NEP and YE as two components with strong links. In that sense, two factors became critical. The first one is the identification of those synergies, as explained in the previous paragraphs. The second one is the formulation (explicitly or implicitly) of a communication strategy with a limited number of messages that should be presented at meetings. This intentional dialogue, was the way to approach stakeholders with the clear intention of revealing the synergies and how they can be translated into concrete activities. The technical round tables in El Salvador can be regarded as the opportunity, along with individual workshops, to present the messages.

The third aspect that was highlighted as critical was the **identification of focal partners** that act as the “driving technical committees” and accompany the projects. The experience in El Salvador was interesting in this regards because the Technical Secretary of the Presidency (TSP) was the key supporting agency. The TSP is the national coordinator of economic and social policies and thus its support was critical to push the initiatives. For the coordinator of the projects in this country, this “partnership” with the TSP favoured the NEP-YE links in many ways:

- The TSP supported the analysis of the links between the two projects and the activities that should be conducted;
- The Secretary brought the required coherence between the proposed activities and the government priorities. This was done after a period of sensitization with the TSP to identify the institution’s opinion about the common objectives and actions ;

- The Secretary also allowed the ILO team to better understand the institutions that may accompany the activities described in the previous point.

Both workers and employers organizations were also heavily involved in the identification of synergies. The strategy was clear. The ILO met each group and explicitly brought the issue to the discussion. In other words, one of the points in the agenda was the identification of the common areas of interest between the Youth Employment Action Plan and the formulation of the National Employment Policy. Before those meetings, the Youth Employment Action Plan was conceived as an isolated effort without the necessary political strength to be propelled. Indeed, the work in El Salvador was not limited to creating links between NEP and YE but to finding connections between other projects like the Gender Mainstreaming (GM) initiative. In this case, as part of the strategy on Decent Work for young people, the document included a module on eradication of gender stereotypes that allow YE and GM to share resources and coordinate the thematic approach to be implemented.

Although not formally established, the project in Zambia also created links between employment and youth employment. For instance, the internship program that the Ministry of Labour of Zambia developed considered young people as one of its target groups. The National Action Plan (NAP) itself was in relation with Outcome 1 of the strategy whereby the policy review and the NAP itself contributed towards the strengthening of development frameworks and programs in the formulation of job creation initiatives (with a focus on youth in this case). The case of Sri Lanka also exemplifies the this. Support to policy was coherent and complementary as it covered various elements of Outcome 1 and 2 (especially in the context of skills development). Therefore, the office (especially specialists in the Decent Work Team in Delhi and Geneva) provided technical contributions on various dimensions not only on employment.

In order to organize the approach followed in El Salvador to promote synergies among NEP and YE, below is a list of steps and conditions that this particular case implemented:

1. Appointment of one coordinator duly qualified in terms of their understanding of NEP and YE;
2. Identification of common objectives and areas of work by the coordinator;
3. Consolidation of a message, within ILO, that promotes ideas and activities in both components. Definition of a communication plan;
4. Identification of a focal partner with enough political force to guide and refine the initial ideas;
5. Introduce, as an explicit point of the agenda with workers and employers, the discussion of the synergies between the two components.

There are, indeed, critical preconditions for a successful connection between projects. The first one is to have a well-trained coordinator with enough conceptual clarity about: a) the methodological considerations of each type of work (NEP and YE); b) the scope of the projects; c) the management skills required to implement policies in both sides; d) the local network of institutions in charge of each topic in the country; e) the macro and social context in

which the projects move; and f) the challenges ahead in the labour market and in youth employment. The second is the identification of the correct *focal partner* which is not just an entity with enough technical capacity and experience but an agent with political connections and a clear understanding of the government objectives.

4.3.4. Links with other initiatives and sources of funds (RB, RBTC, XBTC, RBSA)

As it was mentioned in precedent sections, the Partnership relied on on-going efforts promoted by the government and on other initiatives that were supported during Phase I or at any other moment by ILO.

However, those were not the only links that the project created with other initiatives. The NEP component in El Salvador was launched in parallel with the ILO support to the implementation of the Global Jobs Pact in 2010. With RBSA funds, the ILO provided technical assistance to prepare a mid-term evaluation about Employment, Public Investment and Public Policies that was later used in the NEP component.

The YE side in El Salvador worked in parallel with: (i) the Joint Programme: "Violence Prevention and Building Social Capital" implemented by different UN agencies that support young entrepreneurs in the Municipality of San Salvador and (ii) the Work for Youth project (W4Y) of the ILO that implanted a survey on the school-to-work transition. Additionally, the IPEC project in El Salvador - that considers elements of income generation as a strategy to address the causes of child labour - coordinated actions with the ILO/Sida project in El Salvador.

The YE component of Zambia also created several types of ties with other institutions. For instance, the project created the bases of the UN Joint Programme on Sustainable Livelihoods for Young People "Decent Work and Food Security through development of Rural-based Young Entrepreneurs" funded by Sida, that is part of a broader initiative sponsored by ILO, FAO and NEPAD. Internally, there was close work with ILO's Work 4 Youth project. The ILO/Sida project also worked hand in hand with the project INCLUDE, which enhances vocational training for persons with disabilities.

In **Sri Lanka**, the development of the NHREP had close connections with the Global Employment Agenda and the Decent Work agenda. Other initiatives with which the Partnership built ties were the Labour Migration Policy, the Sri Lanka component of Green Jobs in Asia Project, the Worst Forms of Child Labour road map to 2016, the Youth Employment NAP and Road Map and the Local Empowerment through Economic Development project, among the most important.

Other countries not considered in the sample also benefited from the Sida funding. The First Annual Progress Report for the year 2012 stated "*examples include PP funded work under Outcome 1 (Employment policy) in Cambodia and Malawi. These countries benefitted from guides and tools on Enabling Environment for Sustainable Enterprises that were developed in Barbados, Indonesia, Kyrgyzstan, Oman, Saudi Arabia and Swaziland. In addition, the policy development process in Cambodia has benefitted from the employment diagnostic tool developed in phase I and has forged partnership with the Asian Development Bank*".

4.4. Sustainability and impact

The final section of the evaluation analyses sustainability and impact, and identifies potential factors that may affect or spur the outcomes achieved under the project.

4.4.1. Sustainability

The policies and programs of the Partnership will remain as points of reference in employment/unemployment issues over the next years. In all cases, and in part due to the social dialogue promoted by ILO, the political and social support was strong and the governments defined the implementation of the different policies as one of their priorities. A key example of this was the launch of the NHREP in Sri Lanka where 47 different government, workers and employers groups supported the initiative.

There are, however, specific issues of concern. Most of the interviewees understood that the sustainability of the policies/programs would depend on the capacity of the country to implement them. In particular, it was clear that there are substantial institutional and financial constraints to support the initiatives. One clear example of this situation is the National Youth Council of Zambia, initially the implementing agency of the action plan for youth employment. At the moment of the evaluation visit, the Council had 11 staff members, out of which 9 were administrative workers.

Financial barriers are also a factor that may threaten the sustainability of the efforts. In Sri Lanka, for example, some respondents mentioned that the long list of objectives may complicate prioritization and final implementation of activities because of the prominent resource needs to proceed.

In other cases, like El Salvador, discussions about the sustainability of the policy concentrated on the changes that the new administration would introduce. Even though the same political party won the elections, movements in the key executive staff positions may also imply different priorities and perceptions about which employment policy works for the country.

Four additional aspects deserve some attention. The first one refers to the importance of taking advantage of the *sense of opportunity* that the Partnership opened by motivating different stakeholders to debate about employment and take decisions about the pertinent policies. This moment, however, should not be considered eternal. If no more actions are adopted (for example, moving from policies to programs and action plans), then employment as a “hot topic” may lose political relevance and it may finally end up as only good intentions. It is thus, critical, to keep motivation and maintain an agenda that share the same objectives and principles of the initiatives supported under ILO-Sida. Implementing the proposed strategies, albeit partially, may lead to positive signals to the rest of the stakeholders about the importance of employment policies in the overall policy agenda.

The second issue relates to the future of the Sida funding. As it was explained before, the Partnership accounted for a significant share of resources in each one of the countries included in this evaluation. All the participants clearly expressed that, without those funds, no progress

would have been made. With the end of this Phase, some questions emerged. Answering these questions might give some lights about the sustainability of the work. Inquiries that arise regarding the future of the Partnership include:

1. Is the Partnership supporting the same countries and Outcomes?
2. What would be the level of resources and the time horizon to work?
3. Will priority be given to design or to implementation?

The third element in this discussion is communication. In Zambia, most respondents mentioned that sustainability and impact depend on reaching young citizens in rural areas. The experience with the Youth Development Fund, where practically all the beneficiaries belonged to the urban area, points to the importance of disseminating this type of initiatives across the country and to the largest number of target groups.

Finally, despite progress in the formulation of NEP and NAP in Sri Lanka and Zambia respectively, several actors considered that prioritization and activity sequencing were weak. This may affect sustainability if the different groups do not agree on an organized list of things to implement. Perhaps Sri Lanka's NHREP and its Master Plan are the key examples. The NHREP, for instance, has 17 thematic groups and there are over 200 activities in the Master Plan. At the moment of conducting the field visits, some groups (like the Employers' Federation of Ceylon -EFC-) expressed their concerns about the agenda and immediate actions that will be implemented given the extensive list of activities. For those opposing this long list, it will be very difficult to reach consensus on which areas should come first. Indeed, the EFC considered that there was a separation between the original employment agenda of the government and the final outcome in the NHREP. For those supporting the final design of the policy, the document had to be comprehensive because no topic should be left out of the discussion so they can have at least one minimum space in the agenda. This decision of having a short or a long list was an internal decision of the Steering Committee because the ILO staff that supported the NEP component in Sri Lanka clearly stated the recommendation of having a less ambitious agenda.

4.4.2. Expected impacts on poor population

It is difficult to refer to any (long term) impact at this point of time. The outcomes achieved with the Partnership were enough to support the preparation of employment/youth employment policies (Sri Lanka) or strategies (Zambia) and to create some environment to place employment issues at the top of the policy agenda. Although impact evaluation is not included as part of this type of agreements, the actions adopted in these projects were proposed based on previous evidence that proved that they generate positive effects on employment variables. In El Salvador, for instance, young people started receiving training on entrepreneurship and employability and some of them have already their own business. Efforts to reduce stigma against "*mareros*" (gangsters) are critical given the sense that all young people belong to gangs, this being a barrier of entry to the labour market.

In line with this, the priority status of the youth employment issue (formerly not present in the agendas of those countries) is already a gain by giving voice and presence to young people in

the economic debate. Nevertheless, more is required. As it was indicated in several sections of this report, one key achievement of social dialogue is the opportunity to give stakeholders a chance to express their opinion and to recommend initiatives. In the case of young people, it seems that the group is more a passive agent than an active one when discussion comes about their employment problem. As expressed by a local coordinator, it means that groups like young people and poor people should be included in each step of the policy model.

Another issue refers to the potential impact of programs on the generation of employment. This is certainly difficult to assess if there is no clarity about the level of implementation of the program itself. However, based on international evidence and previous ILO experience, it is possible to observe very positive effects on employment outcomes given the focus on active labour market initiatives (i.e. vocational training, education, etc.). For example, Vangjeli et al (2012) assessed the impact of such programs in Albania and estimated that on-the-job training increases the probability of employability by 30% in contrast to workers that received secondary school. Nording (2009) reaches a similar conclusion on the effects of special training.

One negative aspect found as part of this evaluation was the existence of gaps in access to the proposed measures. In particular, young people in rural areas and young people with disability are facing the most important barriers. For the former, information about the existence of specific programs is not reaching them adequately. For the latter, the group is practically absent from most of the initiatives designed until now. These are two points that should be carefully considered.

One final thought about the potential effects of these programs on the poor refers to the way training reaches those individuals and, at the same time, how the policy is connected to sectoral/economic policies. High GDP growth may not translate into benefits for the poor and poorest if they do not have the skills to participate in the labour market. For this reason, the policy should have one eye in the economic side and the other in the labour market (guided by Decent Work Agenda principles) so the conditions in the first one guide the type of policy the country need in the second one.

In addition, the critical aspects that may incite or limit the final effects on the beneficiary population (women, young people, rural residents, etc.) can be discussed. It seems that the final impact will depend on a series of intermediate outcomes that link the design with the day-to-day work. Financial availability, institutional strengthening and inter-institutional coordination are essential to improve the chances of success. For instance, elimination of duplicated activities and the use of common resources for similar activities are part of the efficiency gains that the future work may experience through better coordination of programs. Although political support is fundamental, the experience in those three countries confirms the existence of a positive environment fostering employment programs.

The other two factors (funds and institutional capacity) may challenge implementation. For instance, in Sri Lanka, an initial estimation indicates that implementing the NHREP, that is meant to be jointly implemented by various national stakeholders – across various ministries, may cost about 7 times the current budget of the Ministry of Labour and Labour Relations.

From an institutional standpoint, the final results may depend on the availability and technical qualifications of the staff, the goals established in the different programs and the capacity of the head ministry to create partnerships with other entities. The already commented case of Zambia's Youth Council reduced staff exemplifies the initial problems that the future Action Plan may face.

Target setting may also influence the expected impact. A limited goal may be relevant but insufficient to reduce youth unemployment. This is the case found by the evaluation in some of the cases visited during the fieldwork. One example is INJUVE's (El Salvador) training on entrepreneurship skills. The initiative was highly successful and the rate of young people that got a job or launch a business in the area where he/she was trained exceed 40% of the initial group. However, only 19 young persons received the course. Certainly this type of efforts is important and may be taken as pilot exercises but a significant impact on the population will require more massive actions.

4.4.3. The gender dimension

Most of the documents prepared under the support of ILO-Sida Partnership considered the gender dimension as part of the target groups to benefit from future actions. For instance, in the National Human Resources and Employment Policy of Sri Lanka, gender equality appears as a cross cutting area. The project was implemented together with the Gender Mainstreaming project of the ILO/Sida Partnership in Zambia and El Salvador.

The Technical Cooperation Outcome-Based Report (Kwong, 2014) recognizes the following channels through which the gender dimension was introduced into the different initiatives of the Partnership:

1. Use of sex-disaggregated data and analysis on gender issues in the background and thematic studies commissioned as well as in the presentations at the workshops. In El Salvador, the process of training in Social Accounting Matrix (SAM) included a special emphasis on "gender sensitive" variables of impact of economic policies.
2. Capacity-building activities of constituents to raise awareness of gender issues in employment policies. One example is the module dedicated to "Gender in employment policies" at the Employment Policy course ITC/Turin (September 2012/2013). All training programs were balanced with at least 50% women;
3. A fully participatory process is encouraged in all technical advice as required by Convention 122. For each consultation and workshop, invitation of participants from women's groups and associations were systematically encouraged to ensure gender-balanced participation.
4. Women have been identified as one of the target groups of the situation analyses and policy interventions in the National Employment Policies and/or Action Plans underway or finalized (Sri Lanka, for instance);
5. Gender experts/consultants were brought into all working groups to ensure that gender was mainstreamed into all chapters of the Policy. In Sri Lanka, Women's Ministry was involved in the formulation process; the key backstopping officer who

provided technical support from ILO headquarters in Geneva was also the Gender Coordinator for the Employment Policy Department and the Task Manager in the Sri Lanka office was the Gender Focal Point in the country office. Technical advice was provided to the staff members of the Gender Bureau of the Salvadorian Ministry of Labour. Also, several technical recommendations were oriented to ensure that the Youth Employment Plan incorporated the gender dimension at all stages of implementation and to eliminate any gender stereotype;

6. Mentorship programmes for young women; dialogue conference for women and young women with decision makers and financial services providers were conducted.

Despite this, it seems that more efforts should be conducted in some instances in order to fulfil the requirements of the stakeholders. For instance, the NEP Final Report mentions that in the evaluation of the Employment Policy Course (September 2013), the category “gender dimension in the training” received a final score of 73 (out of 100), the second lowest score across all the dimensions included in the evaluation. The short time devoted to gender issues (90 minutes) may have influenced this low assessment.

4.4.4. Future work in the context of ACIs

Eight areas of critical importance (ACIs) were introduced in the Program and Budget for 2014-15 to encourage the Office “to achieve greater focus and collaborative action on key issues in the world of work” and, in particular, to “focus on work that can only be pursued drawing from inputs from different technical fields”.

Initially, none of the interviewed persons saw the transition to Areas of Critical Importance (ACI) to be a barrier to continue the efforts consolidated under this project. In the case of ACI1 (**Promoting more and better jobs for inclusive growth**), respondents visualize a one-to-one relationship between Outcome 1 and ACI1 because, as it has been stated by the ILO itself, “*the ambition is to further strengthen ILO’s capacity in a number of interrelated topics that promote more and better jobs for inclusive growth under different circumstances, stages of development and endowments, and in response to crises and transitions*”.

Some initial efforts conducted as part of the Partnership were already aligned with those areas. For example, in the case of El Salvador, the current concentration of the ACI1 is on generating more good quality jobs, and this reasoning goes in line with the industrial and economic transformation policies for economic expansion that the Central Bank and the Ministry of Economy promotes. Practices like the SAM matrix and the diagnosis of employment at the sectoral level are part of those links with ACI1 on “Employment-friendly and inclusive macroeconomic frameworks”.

Initially, ACI 1 provides a rich field of work to continue some of the pending issues that remains from the Phase II of the Partnership, entailing the ILO’s policy advice; policy research, and capacity-building in the area of employment policies “to increase job intensity and inclusiveness of growth”. In line with the Action Plan, areas where further country work is required (among those in the sample) include the use of policy tools for diagnosis and policy

mix formulation, improvement of institutional capabilities to implement policies and programs (particularly Ministry of Labour and related entities), green jobs (as in Sri Lanka, where there is an on-going project) and the links between employment and social protection policies, of which the ILO itself has conducted some previous efforts. There are, however, some concerns regarding the broad scope of the ACI and, therefore, the distribution of funds across so many topics of relevance.

Other particular considerations appeared in relation to ACI 2 (**Jobs and skills for youth**). In this case, it is important to remember that the strategy has two parts. The first part (“*what works for youth employment*”) builds on previous cumulative ILO work including knowledge, tools and technical cooperation at country level (ILO, 2014) with a clear intention to disseminate that information in order to reduce or eliminate knowledge gaps, to balance between supply and demand side policy interventions and to enhance the capacity to evaluate the effectiveness of policies. The second part of the strategy (*building the capacity or “know-how” of constituents to be able to implement effective strategies in their specific context*) is mainly oriented to strengthen the capacity of the constituents to implement strategies in their specific context. ACI2 places more emphasis on the “What works” part based on a three-pronged strategy with the following components:

- Knowledge development and dissemination
- Capacity building on what works for youth employment
- Impact evaluation and country-level approaches

In this regards, the opinion of the consulted stakeholders is that the transition to the ACI 2 will not represent a significant break with the activities implemented during this Partnership. For instance, the formulation of the course on Youth Employment Policies is an example of a product that matches with the contents of the second front of the three-pronged strategy.

Different respondents visualized the work continuing with ACI2 in different ways. The first one is to strengthen the capacity of labour union representatives in terms of youth employment challenges and policy options. This goes in line with the already commented complain that workers’ representatives usually have a low understanding of the labour market conditions. In a similar line, there is also an enormous potential to intensify training and capacity building of young people in the understanding of their own labour market situation, in their rights at work and in other areas related to entrepreneurship and labour unions’ work. Because capacity building is a continuous process where new topics emerge, ACI 2 also presents the opportunity to introduce novel contents in areas where no previous experience exists (or it has been poorly developed) as impact evaluation techniques applied to youth employment programs.

There is some concern however regarding the emphasis on “What works” and the low profile that “Know-how” is currently having in the ACI2. Given the expressed urgency to improve the capabilities of the stakeholders to implement programs (something expected in the next phase of the work), some respondents casted doubts about the spaces that the ILO may have to reinforce those skills.

5. Conclusions

This section synthesizes the most important ideas, facts and recommendations developed along the evaluation.

5.1. Conclusions

Key conclusions of the report can be summarized as follows:

1. Thanks to the Sida funding, the ILO was able to support in the implementation a series of activities that contributed to achievements in terms of Global Products and CPOs (for both NEP and YE). Resources from the Partnership allowed the achievement of the CPOs in El Salvador and Sri Lanka⁷ on the NEP side, and El Salvador and Zambia on the YE part. Global products were also developed and/or expanded as part of the Partnership: The Training Package on Decent work for Youth under the YE component; and various global tools to enhance the employment content of growth and improve labour market policies including the Employment Policy course held annually, the Employment Policy Gateway under the NEP component.
2. Overall, the NEP and YE initiatives revealed to be very relevant. This can be assessed using three perspectives. The first one is **country relevance**: working with on-going initiatives that were considered a priority by Governments and other constituents created a direct link between needs and technical/financial support. Second, the Partnership was designed in line with ILO P&B 2012-2013 priorities so its activities provided a strong support to the fulfilment of Outcome 1 and Outcome 2 criteria. Finally, the third is **financial relevance**. Sida funding was definitely the key (and sometimes the only) source of funds for the projects discussed in this evaluation. As the interviewees mentioned, it would have been very difficult to support the implementation of the different activities without the participation of Sida. In Sri Lanka, for example, where raising extra budgetary resources is quite difficult, the successful completion of the Policy (in particular, the integration and work of the Steering Committee) would not have been possible without those resources. In some countries like El Salvador, Sida represented over 70% of the total country budget in the project.
3. The division of roles between Sida and ILO represented a strong point for the implementation of the projects. This outcome-based funding modality allowed for greater flexibility in the different activities programming, in the administration of funds and in the creation of synergies and links with other country partners and projects.
4. The project was effective in achieving the proposed outcomes either in terms of Global Products or country-specific results. On the GP side, the project promoted the dissemination and exchange of knowledge about employment policies around the world through, for instance, the annual two weeks employment policy course held annually in ITC-Turin. This practice allowed country coordinators and other project staff members to access highly valuable information for local purposes while strengthening

⁷ Indeed, the countries supported with Sida funding complete their respective CPOs.

constituents' understanding of policymaking process. The formulation of the **Training Package on Decent Work for Youth** is an example of an outcome that responded to the needs of the constituents, promoted knowledge sharing among participants and is expected to have a long run effect on the capacities of the participants. The Training Package was, indeed, the culmination of an initiative that many constituents around the world were requesting for many years.

5. The Partnership also played a critical role in the achievement of the outcomes that each country considered as fundamental given their specific context. In Sri Lanka, the project contributed to the formulation, validation, adoption and launch of the NHREP and its corresponding Master Plan while in Zambia the most important product was the Youth Employment Action Plan (not yet officially launched). In El Salvador the project was crucial to consolidate a process of social dialogue aimed at developing a national employment policy. Based on the criteria for Outcome 1 and Outcome 2, it is possible to conclude that the Partnership activities were also appropriate to achieve positive results in terms of increasing awareness, capacity building and skills development among constituents, strengthen social dialogue and enhance the participation of employment and youth employment in the policy agenda of the countries.
6. There was a general thought among respondents that the project showed, although informally measured, high levels of efficiency. This is just an expert criterion that emerged from the comparison of budget versus final outcomes. Certainly the Partnership supported on-going measures but in most of the countries included in the evaluation sample the Sida funding was the only (or the most relevant) source of funds. Enhanced efficiency was achieved through strategic partnerships (so other institutions conducted required diagnoses or currencies at low or none cost for Sida), links with previous efforts supported in Phase I, synergies with other donors and Global Products that covered a wide range of beneficiaries.
7. Sustainability of results was one of the issues of major concern in this project. The strong political commitment observed in the three countries was a first indication that the achieved results may sustain over time. However, there are many other factors that may condition the long-term effects. For instance, the possible allocation of a Phase III funding would be an element of critical importance. This decision depends on the responses given to a series of questions in terms of future beneficiary countries and priority areas of work (design or implementation).
8. There is another factor that may affect future sustainability: commitment. The report is clear that employment issues are enjoying a special moment that should be taken as an advantage in order to promote more focus on implementation. The commitment of the different stakeholders and their trust on the employment policies (and related processes), however, may diminish if no implementation is conducted in the short term or if the results are poor or not in line with the initial objectives.
9. Implementation may also depend on the technical considerations included in the Plan. Some voices showed concern about the feasibility of implementing the Master Plan in Sri Lanka, for instance, given the high number of objectives and indicators to follow-up. Although it is clear that labour market issues are complex and that mentioning a

specific issue creates political commitment with that topic, the key to success in this type of cases is correct prioritization.

10. Two years were considered a very short time to implement the initiatives, to see results and, as expected, to observe impacts. Respondents pointed to the excessive time that it takes to start-up projects due to administrative tasks.
11. The debate between centralized and decentralized models of management is still inconclusive. Although local offices prefer decentralized management while HQ staff favours the centralized one, there are enough motivations to think that both alternatives may work even though there is no consensus on which conditions maximize results. Even the opinions of the respondents reflect diverging positions on the same topic (which model works better in large sample projects?) and consequently there is no uniform criterion. Moving to mixed models is an alternative to explore.
12. The experience in El Salvador shows that there may be an important space to promote synergies between NEP and YE when both components coexist in a country. Although having one single coordinator is the central piece promoting a closer relationship between both projects, it is not the only component. Other elements seem to be relevant like the support of local stakeholders, the professional capacities of the coordinator, the type of message that the coordinator defines and the inclusion of the “synergy issue” in the social dialogue agenda. As it was mentioned in Zambia and Sri Lanka, the link between both topics exists but in certain cases one of them (usually youth employment) is not considered as a main relevant topic.
13. There is a common opinion from several sectors that employment related policies and programs should incorporate more social and economic sectors in the discussion of the Decent Work Agenda. This project was a proof that success is likely to increase if those guidelines are followed. The case of Sri Lanka, where over 20 non-public sectors were involved in the discussion of the Policy, is a clear example. The contributions of the Ministry of Economy and the Central Bank of El Salvador were fundamental to improve the technical quality of the basic inputs that were later considered in employment a youth employment policy discussions.
14. In line with that, an important number of respondents mentioned the need to include the Ministries of Finance (MoF) as permanent stakeholders. Indeed, many opinions went beyond and insisted that the MoF should be the leader of projects in order to provide a feasible opinion about the possibilities of implementing the policy/plan.
15. Capacity building was one of the most solid and useful components of the Partnership during this Phase. Both from the perspectives of the Global Products or from the side of country-specific needs, training and knowledge dissemination played a key role in the progress observed in the different countries. Opinions in the three sampled countries, however, agreed on one particular point: trade union representatives usually show some lag between their technical understanding of the scope of the project and the expected role they would have in the different discussions. Certainly the project advanced in many fronts in this regard. For instance, in El Salvador young trade union members

were trained in issues related to employment and the specific workers guidelines were a step further in order to increase skills and capacities in the sector.

16. One discussion that emerged during the interviews dealt with the idea of whether the ILO should organize its work following a logic sequence between policies, plans and related products. There was some concern that, in some countries, NAP for youth employment was not inserted in a broader context of a NEP. So it was “strange” to have a practical document (i.e. an Action Plan) not sustained on the grounds of a policy document (i.e. the National Employment Policy). Other interviewees opposed that criticism arguing two things. The first one is that NAP responds to urgent matters, not to an ideal vision of planning. So if the priority is the reduction of youth unemployment, then the focus of action should be the preparation of a strategic document aimed at tackling that problem. The second argument against that consideration is that every NAP is developed taking into account the country’s (youth) employment policy framework and it is based on a situation analysis and a policy review.
17. No serious change was observed in the transition to ACIs. Some of the work prepared in Phase II of the Partnership presents similarities with the agenda of activities in ACI1 and ACI2 in terms of training, use of policy tools and pending researches in target countries. However, there are two points of concern about this new modality of work. The first one refers to the wide range of areas of work in, for example ACI1, and the distribution of the available funds. This expanded list of topics posts a challenge for the ILO and the level of funding that each topic will receive. The second issue of concern refers to the orientation of capacity building activities. There are some doubts regarding the emphasis on “What works” and the low profile that “Know-how” is currently having in the ACI2. Given the expressed urgency to improve the capabilities of the stakeholders to implement programs (something expected in the next phase of the work), some respondents casted doubts about the spaces that the ILO may have to reinforce those skills.
18. Although it is not possible to identify an impact on the final beneficiaries of the policies, the path seems to go in the correct direction. Based on previous ILO experience and international evidence on the field, the prospects are promising.

5.2. Lessons learned

Some lessons reflect that recurrent ILO principles and practices are still valid and relevant for the achievement of positive results.

1. Social dialogue can be expanded without necessarily affecting the capacity to reach agreements. The experience of Sri Lanka, with more than 45 stakeholders in the Steering Committee, shows that nationwide consensus can be reached even under such extraordinary circumstances.
2. There is a need to integrate employment objectives in sectoral policies to expand the potential impact of the CPOs. In El Salvador, the integration of employment objectives in the sectoral policies was considered one of the key achievements of the project

because it improved the level of coherence of the policy in line with the Government priorities.

3. Improved chances of a good relationship between NEP and YE have been seen when the projects have only one coordinator with a top academic and professional background. This is perhaps the integrating element that will potentiate any identification of synergies in a more efficient and timely way.
4. There is no single, perfect model for project management. Some aspects of the project implementation, like the outcome-based funding, proved to be better than earmarked funds because of the type of incentives it creates to improve performance and transparency. However, other pieces of the puzzle, like the debate between centralized-decentralized management, are still inconclusive. The participants of the project had divided preferences for one or the other and each option has advantages and disadvantages to be considered. Centralized and decentralized project management proved to be applicable models in ILO projects but their suitability depends on the specific context and objectives of the initiative.
5. Any design of an ILO project should incorporate at least some initial considerations regarding pre-implementation arrangements. It was a widespread opinion that ILO should prepare itself to support implementation processes after the completion of the policy phase.
6. Capacity building continues to be a critical activity in any ILO project and one of the best ways the ILO responds to the needs of the stakeholders. The annual Employment Policy course in Turin has been the response of the ILO to fill those gaps in terms of labour market understanding while the Youth Employment Policy course, prepared as a GP, was an extraordinary example of how to integrate constituents in the formulation of the course.
7. The proposed timeline of the project, two years, is definitely an insufficient period to complete even the basic formulation of a NEP. The project was affected by unexpected factors like administrative requirements, slow institutional reaction of some constituents (like the Ministry of Labour and Social Security of El Salvador) to project implementation and long (though productive) discussions that take longer than expected.

5.3. Good practices

Good practices were found in the following aspects:

1. An active involvement of non-traditional constituents beyond workers and employers clearly favoured the achievement of better technically grounded outcomes at the time it enhanced political support. The participation of the wide range of actors in the NHREP allowed the achievement of a very successful national consensus about the employment policy the different groups require. Also, in El Salvador, the involvement of the Ministry of Economy created an important link between employment and economic policy.
2. The development of the National Economic Transformation Policy was a strategic

synergy from the point of view of employment policy and articulate policies, as well as including non-traditional partners (Central Bank, Ministry of Economics, Export Promotion Agency) as leading partners and including the employment and human resource management strategies. In order to enhance the chances of impact on final beneficiaries, all labour-related projects should create a link with economic policies.

3. Two types of decisions enhanced flexibility in part of the initiatives that Sida funding sponsored. The first one was the decision to keep a separation between Sida as the financing agency and the ILO as the technical counterpart. This was recognized as an excellent alternative to project management because it gives the Office enough degrees of freedom to design the projects according to local needs. The second type of flexibility, decentralization, seems to have better impacts on project ownership, money management and consultant hiring than centralized options.
4. Outcome based funding proves to be an effective mechanism to orient funds and efforts to specific targets and has the following benefits as stated in the Final Report of the NEP Component (Kwong, 2014)
 1. Provides flexibility required in the context of NEP development in several countries. Outcome-based funding allows for (i) more flexibility between countries; (ii) to take in more countries (even for smaller interventions) and (iii) for cross-country sharing of expertise;
 2. Activities are based and depend on constituents' needs and responsiveness as well as their commitment and ownership of the process. Any unexpected change in the country's environment, such as the political situation and elections of a new government, are important variables which cannot be influenced but will directly impact on the achievement of the interventions;
 3. The flexibility of the funds allowed for reaction to the specific needs of each country, depending on where they stood in terms of NEP development. Reactions to changing realities were easily possible;
 4. Given the big number of countries supported, centralization of allocation showed to be very efficient. Depending on the size of activities within a country, project teams in some cases took over administrative, technical or managerial responsibilities.
5. The YE component organized an inception workshop that was considered a practice that should be kept over time. Having an initial meeting with all the relevant stakeholders yielded some benefits: a) it allowed participants to understand the process, the scope in the project their role; b) it improved communication between coordinators and constituents; c) it uniformed the language that the ILO uses in its projects.
6. The case of El Salvador exemplifies the potentials to improve coordination and efficiency between NEP and YE. Although additional experiences should be documented, this case shows that important synergies may be detected by appointing the same coordinator for both components, by identifying common areas

of work with technically and politically strong institutions and by explicitly incorporating the discussion of those synergies in the social dialogue agenda. This process also allows the projects to enhance efficiency (through resource-sharing) and improve coordination of activities and program formulation.

7. The information exchange platform with case studies from all over the world is an example of alternative measures to enhance capacity building impacts.
8. Also, the formulation of the Training Package on Decent Work for Youth was among the most important products not only for the relevance of the topic itself but for the consensual way in which it was prepared, with participation of the stakeholders. There are two areas in which this Package can be defined as a good practice. The first one is that the course responds to explicit requests from constituents across a wide range of countries that participated in the YE component. In other words, it was a demand-driven course intended to fill a gap in the understanding of youth employment dynamics in developing countries and its potential policy options. Second, the definition of the course contents and the methodology was the result of the same participating countries that reach some type of “consensus”. This can be taken as a small-scale social dialogue practice.
9. In addition, the annual employment policy course has proved to be an effective tool to bridge constituents’ knowledge gaps in policymaking and to uniform the “language” that the ILO utilizes in its projects.
10. In El Salvador, the Youth Employment Action Plan did not receive too much political attention at the beginning. In order to enhance its relevance, the local office promoted stronger links with the National Employment Policy formulation, an effort that received considerable support from the government. In this way, awareness about the importance of youth unemployment, for instance, increased thanks to the synergies between both components and the implementation of joint activities.

5.4. Recommendations

The following list of recommendations was classified according to three criteria: a) recommendations on project design and project management guidelines; b) recommendations of future activities and c) recommendations on the ILO-Sida Partnership.

Recommendations on project design and project management

1. **All ILO employment projects should be designed with a broader involvement of social and economic actors in mind.** Employment-oriented projects are complex initiatives that require the interaction of multiple social and economic actors that may go beyond the traditional tripartite approach. This may imply two things. One option is to include more “voices” in the discussions, actors that may vary depending on the main topic of the project. For instance, a more realistic approach to youth employment policies may require the considerations of youth representatives from the civil society that are neither workers nor employers. Another option is to keep the tripartite approach but to expand the number of participants in each category of constituent. For example, besides the Ministry of Labour, the Ministry of Economy is one potential actor with

high relevance in the formulation of employment policies.

2. **Define a short set of guidelines to orient the identification of the most suitable management model according to the characteristics and objectives of the project in place.** As it was mentioned above, both management options have strengths and weaknesses with some bias in favour of decentralization in local country offices and centralized management at the headquarters. In any case, it seems important for the future work under a possible Phase III to have a guideline and a decision rule to identify the best option according to a set of variables. In this way, the definition of the most suitable management model will depend on such factors like size of the budget, key objectives, availability of staff at the local offices and other similar variables. The second option is to move to an intermediate, mixed model where the initial design, the financial management and the backstopping is centralized while implementation and the internal arrangements remain in the hands of the local offices.
3. **Maintain a flexible technical approach to adapt the the project intervention to country specific needs.** ILO approach to employment policy is considered a very broad umbrella but some further detail may be needed. It is important to recognize, from the project design phase, that each country presents specific economic, social, institutional environments and demographic conditions that should be considered during policy formulation in order to get a tailor-made product according to particular needs. Therefore, employment projects should be flexible enough to let countries consider the best technical approach to achieve the proposed outcome, given the criteria established under indicator 1.1. Several experiences in this regard emerged as part of the Partnership support. In El Salvador, for example, sectoral policies rather than NEP were the identified strategy to promote employment in the country. On the contrary, Sri Lanka decided for a single, national policy.
4. **Promote synergies and complementarity between NEP and YE components, in countries where both projects coexist, by hiring one single coordinator and include into the social dialogue agenda an explicit point on the definition common areas of work.** Having one single coordinator is the starting point but many other elements play a critical role in the strengthening of the work of both components. For instance, the experience in El Salvador shows that having a strong local technical partner is relevant to understand the specific links between employment policy and youth employment conditions. In addition, the local project coordinator explicitly included the search of common points of work as part of the agenda with the constituents.

Recommendations focused on project activities

5. **Capacity building activities should continue and expand training to constituents in both the design and implementation of labour/employment-related policies.** Experience shows the existence of low capabilities to formulate a policy/plan but also major bottlenecks to prepare action plans and documents of similar scope. Thus, capacity building remains critical to enhance the skills of local policymakers and other stakeholders. The following global products prepared under this project were the basis for the capacity building activities that should be further promoted: Guide for the formulation of national employment policies; Annual Employment Policy Course;

National employment policies; A guide for workers' organisations; the youth training package.

6. **Reinforce gender mainstreaming in ILO courses.** Although the gender dimension is included in the training courses delivered in this project, it seems that time devoted to this topic in the Employment Policy Course (90 minutes) is not enough for the participants to grasp the fundamentals of the topic. Expanded lectures seem to be an alternative to this bottleneck.
7. **Reinforce country's youth institutional capacities.** There is a special claim to involve the ILO in the improvement of their capabilities in a wide range of areas. This list includes youth employment policy formulation, project implementation skills, renewed administrative and organizational processes and program funding. For some of those needs, the ILO has a role to play, although there is a greater responsibility in hands of the governments in terms of financial allocations and staff appointments.

This recommendation does not mean, however, that a different or separate administrative unit must be created but to take advantage of the existing ones and improve their performance. Youth is a specific target group for employment policies. It is often counterproductive to create separate processes and structures for them, especially in countries with limited resources to allocate to employment. Economies of scale can be achieved by auditing existing structures, reviewing their mandate and needs accordingly and avoiding duplication of effort. The Youth Employment Training Course was a positively rated response to overcome some of the problems that local staff encounter.

8. **Introduce an inception phase as part of the design of the project.** This inception period would aim at identifying focal points at the institutions, at the negotiation of the main activities that will be implemented with the constituents and at the definition of the coordinating mechanisms. An inception workshop should be regarded as the opportunity to strengthen links with stakeholders and to give them the chance to take ownership of the project.
9. **Promote and introduce technical tables of discussion as a permanent body of debate of employment issues to identify and respond to local needs.** Both El Salvador and Sri Lanka conformed technical tables that permit an extended social dialogue on specific employment-related topics. In the latter, the inputs from the different committees were subsequently used to prepare the National Policy.
10. **Promote training to enhance the capacity of local stakeholders to implement.** Capacity building continues to be a critical activity in any ILO project. Overall, significant gaps exist between the level of technical skills of local stakeholders and the conditions required to participate in the initiatives. Projects will benefit if training is implemented during the first months after the launch of the process. Although some kind of "levelling the playing field" may be necessary so common courses are delivered to all participating countries and to all constituents inside the country, capacity building gaps assessments should be conducted to know specific needs. It is also relevant to reinforce such topics like "prioritization" among those attendants to the course on employment and to take this as a central issue during the formulation of the plans, as made by the employment policy course. The agenda of work of ACI 1 and ACI 2

should contemplate this issue.

11. **Promote data-generating activities for public use as part of the project, such as knowledge platforms for cross-countries experience sharing.** Lack of information for public use is a severe bottleneck in the countries under this evaluation. Thus, Phase III may be an opportunity to fund more initiatives in this line and, at the same time, create a link with some of the considerations established in ACI1 and ACI2.
12. **Enhance the participation of young people in the formulation of youth employment policies.** Although youth was among the target groups of the project, there was this perception that it was more a passive than an active actor. In other words, much of the analysis focused in describing the labour conditions of young people, but their voice was not as much considered as their supposed importance in the overall project. In the terms of one of the respondents: “*youth should be an actor, not just a beneficiary*”. This can be done by expanding the integration of discussion forums so young persons from the civil society are invited to expose their ideas.
13. **Increase the level of activities aimed at targeting underrepresented groups.** Actions oriented to improved access to the labour market among young people with disability were minimal. The most relevant activity, an awareness raising campaign, is not sufficient. Positive bias for these groups can be an alternative way to increase their participation in workshops and training.
14. **Expand the initial objectives established in the ILO/Sida Partnership to include implementation as a key activity, mainly in those countries that concluded Master Plans or Action Plan formulation.** This evaluation recommends continuation of the financial and technical support for those countries that already were beneficiaries of Phase II. However, for those countries that already adopted a NEP or a NEAP, continuation implies supporting the implementation of those policies/plans. For those ones that are still pipeline countries (i.e. that are in the planning state of NEP), the Partnership would support the formulation of the policy. It is important to highlight that this recommendation goes against the initial objective of the ILO-Sida Partnership to support the achievement of measurement criteria of target CPOs. Sida funding helped to support achievement of outcomes; one issue being that measurement criteria, for example under indicator 1.1, are quite stringent (adoption of the NEP). As it was referred in the conclusions section, the positive results in the formulation of NEP and NAP were accompanied by a strengthening of the social dialogue between constituents. Local stakeholders considered that, in order to promote the sustainability of these results, the Partnership should include, as part of Phase III, implementation activities. The ILO is expected to be the agency in charge of accompanying the countries during this process, in particular by providing support to implementing agencies (such as public employment services or tripartite national employment councils) and assisting in strengthening labour market information systems for strong monitoring and evaluation.

Recommendations on ILO-Sida Partnership

15. **Keep fund flexibility and outcome-based funding.** Less earmarked contributions provided more flexibility in project management and this was considered a strong point

because it gives the Office more degrees of freedom to design the initiative according to country-specific conditions.

16. Maintain some of the beneficiary countries, depending on their needs and the stage of their policy development as well as in accordance with Sida's priorities.

The need for continuity seems to be straightforward, but with variations. The technical support of the ILO was very positively scored at all levels and the general opinion is that the Office should maintain the same line of action across the beneficiary countries. Some changes, however, are proposed.

- d. One recommendation suggests that the ILO should be more involved in the **implementation phase**. An active involvement of the ILO, given its participation in the design phase, is considered natural and necessary to strengthen the possibilities of success. Certainly, some of the projects incorporated implementing activities supported by Sida, but it seems that implementation is not always present in ILO projects. For example, in the NHREP in Sri Lanka, the ILO supported the formulation of the **Master Plan** for the Implementation of the Policy. Sri Lanka, for this reason, stands out as a good practice in terms of ILO's support to member States in the formulation and implementation of national employment policies. Time horizons seem to play a role in this type of decisions. One potential solution to this situation is to incorporate implementing activities depending on the level of advance of the process that is supported by Sida. For instance, if validation is the only missing step, then implementation can be part of the ILO tasks. Extending the project time span is another possibility.
- e. Second, several institutions (especially Ministries) consider that technical support should come in the following areas: a) labour market information systems; b) training on specific topics such as policy action plan and program formulation (i.e. how to do action plans), pro-employment budgeting, employment indicators and similar areas.
- f. Finally, the capacity to increase awareness among relevant stakeholders (one of the main activities that ILO promote in YE initiatives) should be accompanied by the formulation of a communication strategy that includes a strong dissemination of the activities to do, particularly in rural settings.

6. Annexes

Annex 1. Terms of Reference

Terms of Reference for a final evaluation ILO-Sida Partnership: National Employment Policies and Youth Employment

P&B Outcome:	<i>Outcome 1 (1.1)</i> <i>Outcome 2</i>
Title:	<i>Outcome 1</i> <i>i) Global tools and capacity-building for governments and social partners to promote job-rich inclusive growth and national employment policies</i> <i>ii) National employment policy review and formulation</i> <i>Outcome 2</i> <i>iii) ILO/Sida Partnership on Youth Employment</i>
TC Code:	<i>i) GLO/11/53/SID (global product)</i> <i>ii) INT/12/51/SID (Outcome 1 (1.1), includes 10 countries)</i> <i>iii) ELS/12/50/SID, INS/12/51/SID, JOR/12/51/SID, ZAM/12/52/SID (4 country projects) and GLO/11/60/SID (global product)</i>
Administrative unit:	<i>EMP/POLICY (Employment Policy Department) and for YE country offices</i>
Technical Backstopping Unit:	<i>Country Policy development and Coordination Unit (CEPOL), Youth Employment Unit (YEU)</i>
Type of evaluation:	<i>Internal evaluation</i>
Timing of evaluation:	<i>Final</i>
Budget of the project:	<i>i) 794,839 USD</i> <i>ii) 2,384,708 USD</i> <i>iii) 1,700,000 USD (approx.)</i>

1. Background and context

In 2012-2013, the International Labour Organization (ILO) entered into the second phase of its partnership agreement (2009-2013) with the Swedish International Development Agency (Sida).

Strategic approach

For the first phase of the partnership agreement (2009-2011), support was provided for individual projects to develop global products piloted at country level.

In the second phase (2012-2013), funding is no longer project but outcome-based and aligned with the Strategic Policy Framework (SPF) 2010-15 and the Programme and Budget (P&B) for 2012-13. The intention was to move towards less earmarked support, providing support directly to selected priorities expressed in the ILO's programming framework that are of particular interest for Sida. The donor is contributing over USD 10.5 million, spread over 9 of the 19 Decent Work Outcomes. More than USD 3 million is reserved to outcome 1, especially indicator 1.1 on national employment policies (NEP). In

addition, over USD 1.7 million go to youth employment (YE) initiatives, including outcome 1, 2 and 3.1 These global outcomes are designed to directly support Country Programme Outcomes (CPO) in “target” or “pipeline” countries.

Under the ILO’s SPF 2010-2015, the Office’s support for national employment policy is included in one of the nineteen strategic outcomes.

Outcome 1: *“More women and men have access to productive employment, decent work and income opportunities”*

The indicator of progress (1.1) under the P&B is measured in the *“number of member States that, with ILO support, integrate national, sectoral or local employment policies and programmes in their development frameworks”*. Results must meet the following two criteria:

- National development frameworks (five-year plans, poverty reduction strategies) prioritize productive employment, decent work and income opportunities within their macro analysis, sectoral or economic stimulus strategies.
- Comprehensive national employment policies and/or sector strategies are developed, in consultation with social partners, and endorsed by government (cabinet, parliament, or inter-ministerial committees).

The overall target is to report progress, based on the measurement criteria above, in at least 14 member States by end of 2013.

Outcome 2: *“Skills development increases the employability of workers, the competitiveness of enterprises, and the inclusiveness of growth”*

The indicator of progress is 2.5: *“Number of member States that, with ILO support, develop and implement integrated policies and programmes to promote productive employment and decent work for young women and men”*. Finally, results must meet at least two of the following criteria:

- Youth employment is a priority of national development strategies or national employment policies.
- National plans promoting youth employment are developed by the government and the social partners and contain priority measures as well as human and financial resources for their implementation.
- National programmes promoting decent employment of disadvantaged youth are implemented by the government with the support of the social partners.
- An information dissemination, awareness-raising, training or outreach strategy on youth employment is implemented by one or more of the tripartite constituents, as documented through evidence of, for example, establishment of hotlines and brochures, training courses, services or recruitment campaigns.

In this case, the overall target is to report progress, based on the measurement criteria above, in at least 13 member States by end of 2013.

The ILO-Sida Partnership Programme 2012-13 has a direct impact on the achievement of outcome 1 and 2, and a positive impact on other ILO outcomes, such as outcome 3 on sustainable enterprises; outcome 4 (social security); outcomes 5 (working conditions), 7 (labour migration), 9 (employers organizations) , 10 (workers organizations) ; 11 (labour administration and labour law), etc.

In addition, the mainstreaming of gender equality and non-discriminatory employment approaches in

national and sectoral policies were guided by the gender dimensions of the Global Employment Agenda implementation framework.

Intervention logic

On Outcome 1, the intervention is based on the policy cycle approach of CEPOL's framework at country level. The approach is divided into several steps: the policy review (steps 1 and 2 - "preparatory phase" and "issue identification"); the policy formulation (step 3 - 'formulation phase') and the Policy adoption, implementation and monitoring (remaining phases).² This model is adapted to specific country contexts depending on where the national employment policy process stands and on the requests for support from the national constituents.

On Outcome 2, indicator 2.5, the ILO strategy in support of country action on youth employment combines technical assistance to strengthen the policymaking process, while supporting institutional reforms, with direct interventions and pilot projects to demonstrate the effectiveness of youth employment programmes. This illustrates that the ILO approach to youth employment does not rely on stand-alone, fragmented or dispersed interventions. Rather, it is based on the development of gender-sensitive interventions that involve a wide array of partners, including several ministries, the social partners and other organizations that represent the interests of young people.

At the country level, actions have taken place, for the **NEP** in Africa (Botswana, Comoros, Liberia, Malawi, and Mozambique), Asia (Cambodia, Sri Lanka), Europe and Central Asia (Kyrgyzstan), Latin America (El Salvador) and Middle East (Yemen). And for **Youth Employment** for the NEP in Africa (Zambia), Asia (Indonesia), Latin America (El Salvador) and Middle East (Jordan). All country based action is anchored in national action plans, decent work country programmes and national development plans to the extent that they exist.

The global products include global tools and capacity-building for governments and social partners to promote job-rich inclusive growth and national employment policies for indicator 1.1 (outcome 1) and knowledge and tools to promote decent work for youth for indicator 2.5 (outcome 2). Swedish funding has also been used to leverage additional support for finalizing/maintaining the global products developed in the previous biennium.

Interventions at country and global level complement each other as country level activities feed into the global products' development. Similarly, tools and training material developed under the global product components are used in country level work.

Management set-up

These two components of the ILO-Sida partnership are housed within the Employment and Labour Market Policies Branch of the ILO's Employment Policy Department, at the organization's headquarters in Geneva. There are two different units managing the initiatives, for the NEP is the Country Policy Development and Coordination Unit (CEPOL) and for YE is the Youth Employment Unit (YEU).

In the case of initiatives (i) Global Product and (ii) ten countries on NEP both are centralised at headquarters while (iii) on YE is decentralized.

2. Introduction and rationale for the evaluation

As decided internally, the NEP and YE components of the ILO/Sida Partnership require undergoing a

final evaluation. The evaluation will also fulfil standard ILO procedures on monitoring and evaluation of technical cooperation projects and conditions.

The expected outcome of this evaluation will be an evaluation report⁴ that:

- (i) identifies and assesses the linkages between both initiatives, NEP and YE, including global products and CPOs' work funded by Sida resources;
- (ii) identifies lessons learned and good practices in the respective approaches and implementation; and
- (iii) formulates recommendations based on the achievements for the current implementation phase and future interventions following the new structure of the ILO and linkages to Areas of Critical Importance (ACI).

This assignment will be an independent final evaluation. It will comply with the UN Evaluation Norms and Standards and OECD/DAC Evaluation Quality Standards and ethical safeguards will be respected. (see <http://www.ilo.org/eval/Evaluationpolicy/lang--en/index.htm>).

This second phase 2012-13 builds on the experience and lessons learned from prior cooperation in 2010-2011. This partnership represents an important step forward in the long-standing cooperation between Sida and the ILO. It relies on an innovative funding modality, which provides flexible resources, lightly earmarked at the level of select Decent Work Outcomes. It is aligned with principles of aid effectiveness, offering a good compromise between fully un-earmarked funding and the traditional, project-based cooperation.

The selection of Decent Work Outcomes supported by Sida has been made based on the themes funded in the previous phase of the Partnership and Sida's priorities: **employment policy**; working conditions; the promotion of international labour standards and of social dialogue; mainstreaming gender equality; and finally an additional contribution for the promotion of **youth employment**.

3. Purpose, objectives and clients of the evaluation

The ILO/Sida Partnership for 2009-2013 will end in March 2014 following the agreement of a 3 month no-cost extension of the second phase of the agreement. The two components included in this ToR have a budget that is over USD 1 Million. Hence, ILO's evaluation policy gives the advice to conduct an independent final evaluation, even though the donor did not request one.

The objectives of the final evaluation are to:

- Assess the results achieved through the Sida support to the ILO outcome 1 and YEP by evaluating the relevance, effectiveness, efficiency, impact and sustainability of their activities including assessing the results for the beneficiaries of the initiative.
- Measure progress of the two components against the stated programmes, results frameworks and indicators of progress.
- Provide recommendations for future work
- Assess the ILO/Sida partnership's NEP and YE components intervention and their linkages, focussing on what has worked, what has not worked, and why this was the case;
- Examine if the best approach was taken, and if it was optimally executed;
- Assess current impacts and the sustainability of the activities and where possible, identify evidence of pathways and indicators of long-term impact;

The final evaluation is expected to result in the following outcomes:

- Recommendations for future interventions in the next phase of the Partnership Programme and following the new Employment Policy Department structure as well as the linkages with the ACIs, to support ILO's expansion of its employment policy activities based on the assessment of the key success factors, best practices and constraints faced by the projects;
- A clear articulation of the 'lessons learned' and identify good practices to inform future initiatives development and contribute to knowledge development of the ILO and project stakeholders.

The evaluation will be used in the following ways:

- Findings and recommendations will be used to strengthen the achievement of the objectives and use lessons learned to improve the strategy and operations design of future initiatives;
- Linkages between the two components will serve for improving future initiatives and overall work on NEP and YE at the ILO.
- Account for current achievements in terms of impacts to date and measurable results against baselines.
- The evaluation report will be disseminated in the ILO for organisational learning through the EVAL's i-Track evaluation database. A summary of the evaluation will be made available publicly through EVAL's websites.

4. Evaluation scope

The scope of the evaluation will be the contribution of Swedish funds towards the achievement of ILO Outcomes 1 and 2 and their linkages, more specifically to review and assess the implementation strategy and identify achievements and any possible bottlenecks that could impede the achievement of the component's objectives.

The evaluation will cover the period from January 2012 to present, to create an accurate and comprehensive picture of the global initiatives' context and development.

The evaluation will assess the following components:

- Components of NEP in Asia (Sri Lanka), Latin America (El Salvador), and of YE in Africa (Zambia) and Latin America (El Salvador), having a total of 3 countries;
- Global products in Geneva.

The evaluation should look at the linkages between the various country projects (CPOs), respective DWCPs and the global components as stated in Outcome 1 and 2, and more specifically in indicators, 1.1 and 2.5. This should generate findings on the six evaluation criteria for the selected country projects and the global products and compare the lessons learnt from other countries' implementation.

5. Evaluation methodology

Evaluation criteria and questions

Following ILO evaluation requirements³, the evaluation will assess ILO's contributions based on the criteria of relevance, coherence, effectiveness, efficiency, impact and sustainability. A set of key questions for each criterion (see table 2) shall guide the analysis:

Table 2. Evaluation criteria	
<p>□ Relevance: To what extent is the design of the ILO initiatives relevant to the strategy outlined in the P&B for Outcome 1 and 2 and to the Global product and CPOs it aims to support?</p>	<p>□ Coherence: To what extent are the various activities in the initiatives' implementation strategy coherent and complementary (in its design and implementation) with regard to the vertical and horizontal elements of Outcome 1 and 2 within the ILO's Strategic Framework?</p>
<p>□ Effectiveness: Have the initiatives outputs been effective in supporting the achievement of the outcomes objectives, integrate national employment policies and programmes in countries' development frameworks, and develop and implement integrated policies and programmes to promote productive employment and decent work for young women and men; and help meet targets and indicators.</p>	<p>□ Efficiency: To what extent are the initiatives' resources (technical and financial) are being used efficiently?</p>
<p>□ Impact: To what extent have the initiatives actions produce immediate and midterm impacts towards ten achievements of Outcome 1 and 2 objectives?</p>	<p>□ Sustainability Do the initiatives have an implementation strategy that involves tripartite constituents and development partners to establish synergies that could enhance impacts and sustainability?</p>

Through these questions the evaluation should aim to identify how donor funding contributes to the achievement of the selected CPOs and how these CPOs contribute to the achievement of P&B outcome indicators. The approach to the final evaluation methodology is expected to encompass, but will not be restricted to:

- Has the two ILO programmes reached the results presented in their respective results frameworks?
- What social/poverty outcomes and possibly impact have the ILO programmes achieved?
- Who are the real beneficiaries and how have they been affected and benefited from the ILO programmes? Both directly and indirectly.
- What are the positive and negative effects of the ILO programme and the national Action Plans on decent and productive employment and people living in poverty?
- How does the programmes ensure environmental, social and economic (poverty) relevance and focus as well as a human rights based approach?
- If and how do National Employment Plans and youth employment policies contribute to poverty reduction?
- To what extent do the programmes affect power relations among the stakeholders with a focus on people living in poverty?
- What are the linkages/impacts between a) Global Product and CPOs and b) two outcomes (Employment/YE)?

- Were the interventions able to fully support the NEP formulation process? If yes, how to ensure sustainability of results and ownership of the process. If not, what were the obstacles and what do partners suggest to overcome those?
- Has the NEP formulation process strengthened the role of social dialogue in the country? If so how, if not why?
- Would there have been a NEP process without the financial and technical assistance from the Sida project?
- Were the country interventions able to impact on the measurement criteria of the selected CPOs (two measurement criteria of indicator 1.1; and four for 2.5)? If so how?
- Management set up: What are the advantages/disadvantages of centralized vs. decentralized approach?
- What are the good practices and lessons learned that could be relevant for future intervention? What recommendations for the design of the next proposal given the new structure of the department and the ACI strategy?
- How would constituents see the work continuing, especially taking into account the possibilities to link the activities to ACI1 on promoting more and better jobs for inclusive growth and to ACI2 on jobs and skills for youth?

And:

- Analyse if the ILO working practices were adapted to the outcome-based funding mechanism and what lessons can be learned for future voluntary funding and integrated resource management under, for instance, the new Areas of Critical Importance (ACI).
- Assess to what extent the interventions are aligned with the P&B and how can they be aligned to the ACIs;
- Review existing budget information on use of funds to determine the added value of Sida resources in contributing to the achievement of the Global products and CPOs selected at the beginning of the partnerships and relative donor funding;
- Assess the progress, made possible by the contribution of Swedish funds, towards ILO Outcome 1 and 2, by the stakeholders;
- How the current efforts build on previous experience (other projects or regions, previous phases funded by the donor), and/or the synergies realized with other ILO interventions and sources of funding (i.e. RB, RBTC, XBTC, RBSA);
- Assess how these two components have influenced ILO's tripartite constituents on employment policy issues;
- Examine if the best approach was taken, and if it was optimally executed.

The consultant is advised to conduct:

- A review of documents related to the initiatives, progress and achievements, including projects documents, progress reports, research outputs and training materials (draft list in Annex 1);
- Interviews, in person or through telephone, with the two different Units (CEPOL and YEU) staff, relevant collaborators in other ILO headquarters units and departments, specialists and project staff and specialists in relevant ILO field offices, as well as with beneficiaries to determine their views on impacts of interventions;

- Three country studies;
- An analysis, write-up and presentation of findings and recommendations;
- A one-day feedback session/briefing with CEPOL and YEU and other concerned stakeholders.

To facilitate the above, the external collaborator is expected to undertake one, possibly two missions to Geneva, Switzerland, as well a mission to two or three field offices (to be decided at a later stage).

Finally, this evaluation will comply with UN norms and standards for evaluation and ensure that ethical safeguards concerning the independence of the evaluation will be followed.

Please refer to the UNEG ethical guidelines: <http://www.unevaluation.org/ethicalguidelines>

6. Main outputs/deliverables of the evaluation

The evaluation process will yield the following outputs (for the deadlines please see 8. Proposed timeframe and workplan):

1. An inception report outlining the proposed evaluation design for approval by ILO.
 2. A draft report, according to the ILO guidelines (template provided), to be circulated to ILO key stakeholders for comment.
 3. A summary interim report to be submitted to ILO.
 4. A final report including recommendation and incorporating comments of ILO to be submitted.
5. An evaluation summary according to the ILO template provided.

The templates and checklist to be followed are provided in the annexes.

7. Management arrangements

An external independent collaborator will be engaged to undertake the independent final evaluation. The choice of external collaborator will be approved by ILO's Evaluation Unit, along with the Terms of Reference for the evaluation. An Evaluation Manager, external to the project, will coordinate the evaluation and act as liaison with the external collaborator and ILO key stakeholders.

The external collaborator will report on a regular basis to the Evaluation Manager who will act as a liaison with CEPOL, YEU and the Evaluation Unit.

CEPOL and YEU will make available to the Evaluation Manager all information pertaining to the project and facilitate contact with persons to be interviewed.

The Independent Evaluator is responsible for conducting the evaluation according to the terms of reference (ToR). S/he shall:

- Review the TOR and provide input, as necessary;
- Review project background materials provided by the evaluation manger (e.g. projects document, progress reports);
- Review the evaluation questions and refine the questions in collaboration with the evaluation manager as necessary and develop interview protocols;
- Develop and implement an evaluation methodology (i.e., conduct interviews, review documents) to answer the evaluation questions;

- Draft an inception report following the indications (included in of Annex 4);
- Design and conduct a survey/questionnaire, if needed;
- Conduct interviews;
- Conduct an evaluation planning teleconference prior to the evaluation missions;
- Undertake an evaluation mission to one to three selected countries (to be decided at a later date) and the global products (Geneva);
- Prepare an initial draft of the evaluation report and submit it to the evaluation manager at the ILO. Prepare a final report, reflecting any comments or additional inputs received;
- Prepare and submit an interim report to the evaluation manager;
- The independent evaluator is to submit the final evaluation report and a summary (template provided) after the evaluation missions according to the timeline provided below.

8. Proposed timeframe and workplan

The total duration of the evaluation process from the desk review to the submission of the final report should be for a 2 month period, starting in February and ending mid-April 2014.

The evaluation consultant will be engaged for 30 working days of which 15 days will be conducting visits to field offices. The suggested draft timetable is as follows.

Tasks	Responsible Person	Number of working days	Timeframe
- First telephone briefing with Evaluation manager	Evaluation Manager	1	14 February 2014
- Desk Review of project related documents	Consultant	8	between 14 February – 5 March 2014
- Inception report Telephone/HQ briefing (2 days)			
- Consultations with ILO staff and other relevant individuals			
- Field visits to intervention sites in selected countries	Consultant	10	between 8 – 17 March 2014
- Conduct interviews			
- Consultations with national partners			
- Draft report based on consultations from field visits and desk review	Consultant	9	between 18 – 26 March 2014
- Review of the draft report	CEPOL/ YEU/Evaluation Manager	5	between 27 March – 4 April 2014
- Circulate draft report to key stakeholders			
- Consolidate comments of stakeholders and send to consultant			
- Submit interim report	Consultant	1	7 – 8 April 2014
- Finalize the report, including the evaluation summary	Consultant	2	8 – 9 April 2014
- Approval of the report	Evaluation Manager/EVAL	2	10 - 11 April 2014
TOTAL (CONSULTANT):		30	

9. Annexes

1. List of documents
2. List of officials involved
3. Evaluation Title Page
4. Inception Report
5. Checklist 5: Preparing the Evaluation Report
6. Checklist 6: Rating the quality of the Evaluation Report
7. Evaluation Summary

Annex 2. List of persons interviewed

Meeting schedule in Geneva March 6th-7th

Thursday 6 March 2014	
09:00 – 09:30 Office 8-20	Sergio Iriarte-Quezada, Evaluation Manager
09 :45 – 10 :15 Office 8-55	Dorothea Schmidt-Klau, Evaluation Coordinator
10:30 – 11:00 Office 7-134	Pawel Gmyrek, Partnerships and Development Cooperation Department (PARDEV)
11:30 – 12:15 Office 8-70	Miranda Kwong, SIDA Project Technical Officer, Country Policy Development and Coordination Unit (CEPOL) Marie-Josée da Silva Ribeiro, Technical Cooperation Officer, Development and Investment Branch (DEVINVEST)
14:00 – 14:30 Office 7-23	Carla Henry, Evaluation Unit (EVAL)
14:45 – 15:30 Office 8-59	Claire Harasty, focal point for El Salvador activities, CEPOL

Friday 7 March 2014	
10:00 – 10:30 Office 8-48	Maria Prieto, Youth Employment Specialist, Youth Employment Programme (YEP)
10:45 – 11:15 Office 8-64	Valentina Barcucci, Programme Officer, YEP
11:30 – 12:00 Office 8-52	Maria Angeles Palmi Reig, Technical Officer, YEP
14:00 – 14:45 Office 8-86	Naoko Otobe, focal point for Sri Lanka activities, CEPOL

Meeting schedule in Colombo, March 10th and 11th

Date	Activity	Remarks
9th March	Arrival in Sri Lanka at 0830 hrs on EK 650	Hotel taxi to pick-up and take him to Hotel Taj Samudra, Colombo 1. (arrangement confirmed by Renuka – mobile no. 0777-577-582)
10th March		
9.30am	Meeting with Donglin Li and team at the ILO – ILO office	Confirmed
10.30am – 11.45 am	Meeting with Shyama Salgado, ILO Snr. Prog. Officer (Employment) – ILO Office	Confirmed
12.00noon to 12.30pm	Meeting with Secretary, Ministry of Labour and Labour Relations and team – Labour Secretariat	Confirmed
2.00pm	Meeting with the CEO/Secretary, Senior Ministers' Secretariat and team –	Confirmed

	CEO's office	
3.30 pm – 4.30 pm	Meeting with Steering Committee members chaired by Hon. D.E.W. Gunasekera, Minister (Senior) Human Resources Development – SMS office, 1 st Floor	Confirmed
11th March		
10.00am	Meeting with EFC – Director General, Ravi Peries – at the EFC office.	Confirmed
11.30am-12.45pm	Meeting with trade unions - NATURE (Mr. Raseedeen), CWC (Mr. Marimuththu)	Confirmed
1 pm	Debriefing meeting over lunch with the ILO Director, Donglin Li.	Confirmed. (Venue to be informed).
2 pm	Follow-up work and report writing/clarifications with ILO SPO (if any).	Confirmed.

Meeting schedule in Lusaka, March 13th and 14th

No	Name	Organisation	Position	Date and time
				13 March 2014
1	Ms Agnes Musunga	Ministry of Youth and Sport	Permanent Secretary	09:30 -10:30
2	Mr. Kennedy Mukupa	Ministry of Youth and Sport	Chief Youth Development Officer	
3	Mr. Trevor Kaunda	Ministry of Labour and Social Security	Permanent Secretary	10:45-11:30
4	Mr. Ndiyoyi Mutiti	Ministry of Labour and Social Security	Planner	
5	Harrington Chibanda	Zambia Federation of Employers	Executive Director	12:15- 13:00
6	Hillary Hazele	Zambia Federation of Employers	Manager –Economics and Policy Analysis	
7	Dr Francis Chigunta	UNZA	Consultant	14:00-14:45
8	Jack Choongola	Aliance of Young entrepreneurs	Jack Choongola	14:30 -15:15
				14 March 2014
9	Mr Roy Mwaba	Zambia Congress of Trade Unions	Secretary General	09:30 – 10:15
10	Mwenya Kapasa	Zambia Congress of Trade Unions	Deputy Director – Research	
11	Dr Saviour Chishimba	National Youth Development Council	Council Chairman	11:00-11:45
12	Mulako Mwanamwalye	National Youth Development Council	Acting Council secretary	

13	Mr. Mpenga Kabundi	Consultant on NAP	Consultant	12:30 -13:30
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Meeting schedule in San Salvador, March 17th

Time	Institution	Contact	Venue
8:00	Instituto Nacional de la Juventud (INJUVE)	Sr. Rolando Majano	Sala de reuniones PROJOVENES 2 ^a Planta MTPS
9:30	Ministerio de Economía (MINEC) y Banco Central de Reserva (BCR)	Sra. Ileana Rogel Sr. Alfonso Goitia Sr. Oscar Cabrera	Sala de Asesores, 2 ^a planta, MINEC
14:00	Movimiento de Unidad Sindical y Gremial de El Salvador (MUSYGES)	Sra. Sarahí Molina	Sala de reuniones de FENASTRAS
16:30	Asociación Nacional de la Empresa Privada (ANEP)	Sr. Héctor Monterrosa Sr. Waldo Jiménez	Sala de reuniones

Annex 3. Inception Report

1. Background

In July 2009, the Swedish International Development Cooperation Agency (Sida) and the International Labour Organization (ILO) signed a Partnership Programme Agreement for the period 2009-13. The Programme is based on shared objectives and principles between Sweden and the ILO, underpinned by a rights-based approach to development, by support for increased aid effectiveness and results-based management and by a common desire to promote UN system-wide coordination of programmes. After consultations on 3 October 2011, Sweden and the ILO signed the agreement for the second phase of the Partnership Programme on 7 November 2011.

The ILO-Sweden Cooperation Programme has been fully harmonized with the ILO's medium-term planning decisions. Contrary to Phase I approach, the second phase (2012-2013), funding was no longer project but **outcome-based** and aligned with the Strategic Policy Framework (SPF) 2010-15 and the Programme and Budget (P&B) for 2012-13, so the new strategy supported a reduction of earmarked project funding in favour of priority-oriented initiatives. Of the 19 Decent Work Outcomes identified in the P&B 2012-2013, 9 were supported with the Sida funding during this Phase II, including Outcomes 2 and 3 that were related with Youth Employment (see table 1). Outcomes 1 and 2 were selected to be part of this evaluation. The selection of Decent Work Outcomes supported by Sida was made based on the themes funded in the previous phase of the Partnership and Sida's priorities: **employment policy; working conditions; the promotion of international labour standards and of social dialogue; mainstreaming gender equality; and finally an additional contribution for the promotion of youth employment.**

Table 8. SIDA supported Outcomes as identified in the P&B 2012-2013

Outcomes
Outcome 1 (Employment Policy)
Outcome 5 (Working Conditions)
Outcome 9 (Building employers capacity)
Outcome 10 (Building workers capacity)
Outcome 14 (Freedom of Association and Collective Bargaining)
Outcome 17 (Global Product on Gender Mainstreaming)
Outcome 18 (International Labour Standards)
Additional funding Youth Employment (Outcomes 1, 2 and 3)

Source: ILO-SIDA Partnership Agreement (2011)

Overview of Outcome 1 and Outcome 2

For the purposes of the evaluation, two Outcomes are considered: Outcome 1 (with indicator of progress 1.1) and Outcome 2 (with indicator of progress 2.5). The following paragraphs present a brief overview of each outcome and the rationale behind the selection of the corresponding Global Products and the CPOs, the two broad categories of interventions developed during the course of the initiatives.

Outcome 1: “More women and men have access to productive employment, decent work and income opportunities”

Outcome 1 strategy is based on the promotion of inclusive job-rich growth and focuses on support to governments to formulate and implement coordinated policies and programmes that make employment central to national development frameworks and poverty reduction strategies. This entails facilitation of country specific analysis and policy dialogue to review employment and growth patterns, promote pro-employment macroeconomic frameworks and sectoral strategies that target employment: A special emphasis is laid on coordinated action to promote youth employment, as well as multi-layered support to those working in rural and informal economies with a view to improve productivity and quality of employment and to support structural change and transition out of formality.

The Office strategy for Outcome 1 is conducted through research and knowledge development, advocacy, policy dialogue and capacity building. **Research and knowledge development** includes issues such as policy research incorporating country and multi-country assessment of macroeconomic policies and their employment outcomes; assessment of employment and labour market policies in countries at different levels of development, drawing lessons with respect to policy options and combinations that improve the employment content of growth and economic strategies and that foster more inclusive societies and development of policy briefs and diagnostic tools, such as methodologies to assess the employment impact of economic strategies, investment and public expenditures and guides and training modules for employment policy formulation and evaluation, among others. **Advocacy** focuses primarily on a stronger articulation of employment policies with national development frameworks, including with growth and poverty reduction strategies, and also for employment targeting in sectoral, green growth and local development strategies and in national budgets. **Dialogue on policy options** and the promotion of policy coherence at country level is a fundamental dimension of the strategy. Efforts are geared in priority towards **enhancing the capacity of tripartite constituents** to apply innovative approaches, to set priorities and to influence the development and implementation of coordinated employment policies that are adapted to the diversity of local situations and contexts.

As it was mentioned above, **Global Products and CPOs** formulation were part of the interventions supported under SIDA funding. In the case of the Global Products, their main objectives are:

3. Strengthened research and knowledge management to draw and share lessons regarding what works and what does not work, under which circumstances, to improve the employment content of growth, protect vulnerable groups and promote decent work in constituents’ policies and programmes.
4. Improved ability of governments and social partners to develop and implement comprehensive National Employment Policies that are aligned with the priorities of the country’s national development framework.

For CPOs, the intervention supported outcome-based work plans under Outcome 1 (Indicator 1.1) and constituents to formulate comprehensive **National Employment Policies** that are aligned with the priorities of the national development frameworks. The overall target is to report progress, based on the measurement criteria above, in at least 14 member States by end of 2013.

For the whole Outcome, ILO support is provided through policy advice, facilitation of policy dialogue on policy options, institutional strengthening and generation of knowledge, practical tools, good practice reviews and evaluation of effective policies. The Swedish contribution was oriented to support 'target' and 'pipeline' countries that prioritize promotion of employment goals and targets in their national development strategies and/or that undertake to develop and review national employment strategies and action plans. The emphasis will be laid on developing countries including LDCs. The country level work will be supported by continuous development of global products on employment promotion, including youth employment under the OBW.

In relation to funding arrangements, Sida resources supported two components of Outcome 1:

- Country Programme Outcomes (CPOs): US\$ 2,384,708. The project “Outcome 1 (indicator 1.1): National employment policy review and formulation” supports outcome-based work plans of ten countries under Outcome 1, Indicator 1.1 and constituents to formulate comprehensive national employment policies that are aligned with the priorities of the national development frameworks.
- Global Products (GP): US\$ 794,839. The project supports “Global tools to enhance the employment content of growth and improve labour market policies”.

Outcome 2: “Skills development increases the employability of workers, the competitiveness of enterprises, and the inclusiveness of growth”

In the 2012 ILC, the Resolution “The youth employment crisis: A call for action” was adopted. It underlines the urgency for immediate and targeted interventions to tackle the unprecedented youth employment crisis that is affecting most countries across all regions. The Call for Action contained in the Resolution provides guiding principles to support constituents in shaping national strategies and action on youth employment. It proposes a multi-pronged and balanced approach to foster pro-employment growth and decent job creation through macroeconomic policies; education, training and skills; labour market policies; entrepreneurship and self-employment; and rights for young people. It also calls for the ILO to play an active role in providing global leadership and acting as a centre of excellence on youth employment, as well as in supporting action by governments, social partners and the multilateral system to address the youth employment crisis and promote decent work for youth at national, regional and global level. The YE Agreement is related to three global ILO outcomes:

Outcome 1: Create greater opportunities for women and men to secure productive employment and decent work

Outcome 2: Skills development increases the employability of workers, the competitiveness of enterprises, and the inclusiveness of growth

Outcome 3: Sustainable enterprises create productive and decent jobs

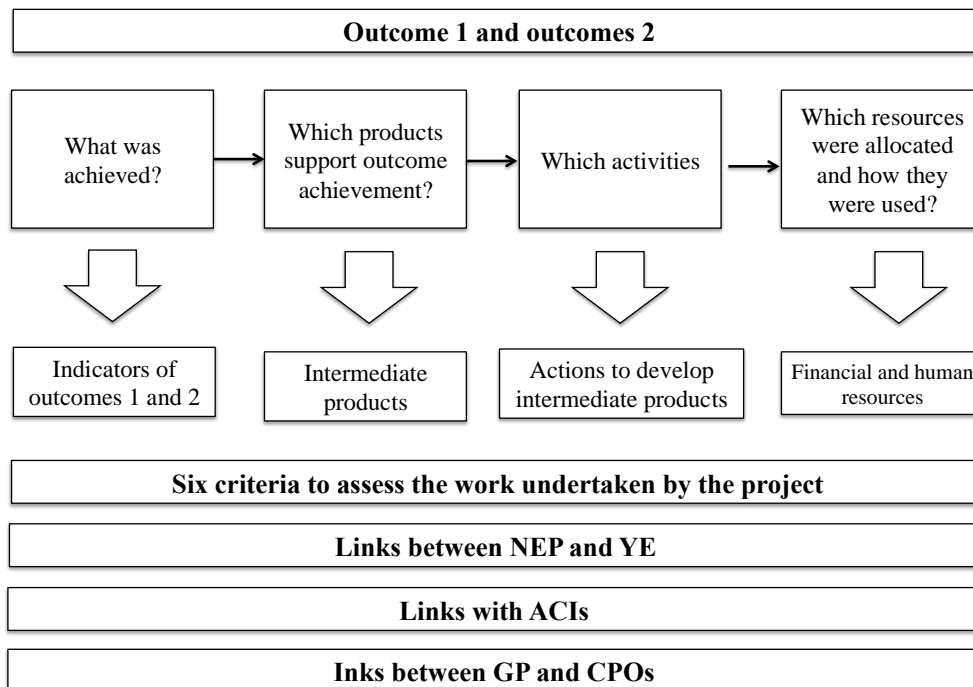
The ILO/Sida Partnership Agreement for Youth Employment consists of a global product and four country interventions in Jordan, Indonesia, El Salvador and Zambia. The objectives of the country initiatives were to support ILO's work in the achievement of at least one measurement criteria. The youth employment global product includes two main results: (i) capacity building material and (ii) increase of ILO capacity on youth employment issues in the African region through the funding of a regional specialist. The aim of this global product was to increase the knowledge base and the capacity building tools on youth employment in order to increase the technical support on youth employment to ILO member states. In addition to indicator 2.5, other indicators of outcome 2 and outcome 3 were addressed through the implementation of initiatives for skills development for youth (such as apprenticeships) and entrepreneurship development initiatives.

2. Conceptual framework

The evaluation process under the RBM approach makes use of a *backwards* strategy. As it is shown in the figure below, Outcomes 1, 2 and 3 are the subjects of evaluation⁸. To approximate the level of achievement of those outcomes, there are two indicators: Indicator 1.1 and Indicator 2.5 (among others that are part of the overall P&B 2012-2013). In a second moment, the evaluation would be interested in understanding the products that the projects prepared and that made possible the achievement of the above-mentioned indicators. Thirdly, the topic of interest is the implementation of the projects: the activities (workshops, consultancies, etc.) that were executed and ended in the preparation of the intermediate products. Finally, the availability and use of financial, human and physical resources completes the process and provide information about any missing link that was not explained in the previous stages. It is important to highlight that there six criteria that the evaluator will follow in order to understand the dynamics of the projects from different perspectives. In the next section, the Inception Report will provide more information about those criteria and the associated questions to be implemented.

⁸ Please note that the youth employment component contributes to outcomes 1, 2 and 3. The CPOs are under outcome 2 (indicator 2.5) and the global product under outcome 1. Contributions to outcome 3 are made through the some youth employment programmes that target youth entrepreneurship development.

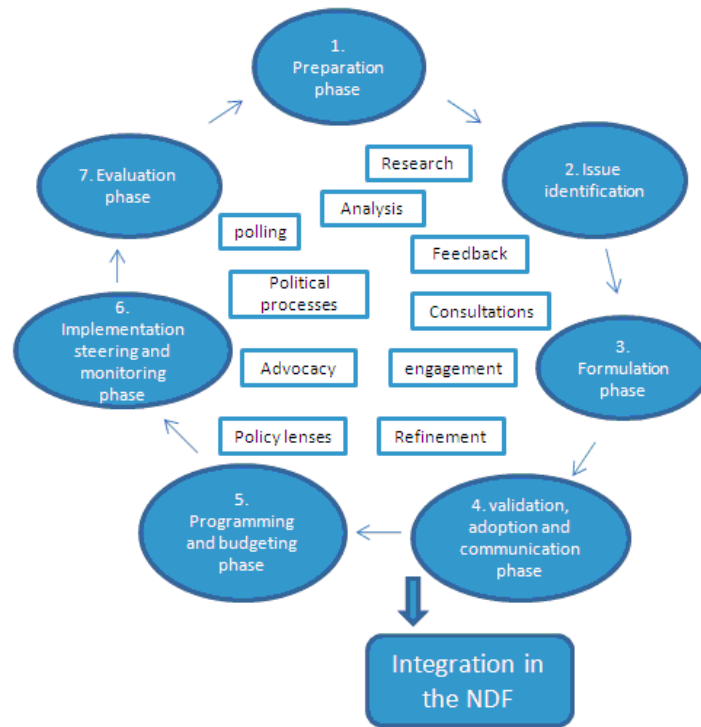
Figure 3. Overall methodological approach to the ILO-SIDA evaluation



Because the evaluation is interested in a wide range of topics (see point 3.4 below), the evaluator visualizes the need of incorporating other methodological pieces. For instance, in relation to the question “*were the interventions able to fully support the NEP formulation process?*”, it seems necessary to make use of the CEPOL’s policy model, especially for Outcome 1. Figure 2 presents the logic behind the CEPOL model. In short, it comprises seven steps: **the policy review** (steps 1 and 2 - “preparatory phase” and “issue identification”); **the policy formulation** (step 3 - ‘formulation phase’) and the **Policy adoption, implementation and monitoring** (remaining phases).

Two specific comments deserve the attention of the reader at this point. The first one is that the model was adapted to specific country contexts, and built on previous work or policy development in the country through joint collaboration with the field and headquarters. It is important to remind that the 10 countries chosen as part of NEP were not all at the same stage in the policy development process. The outputs of the project will therefore not be applied to all the countries, but to selected ones depending on where the national employment policy process stands and on the requests for support from the national constituents. Second, the evaluation is circumscribed to phases 1 to 4 only.

Figure 4. Sequence of steps in the CEPOL Model

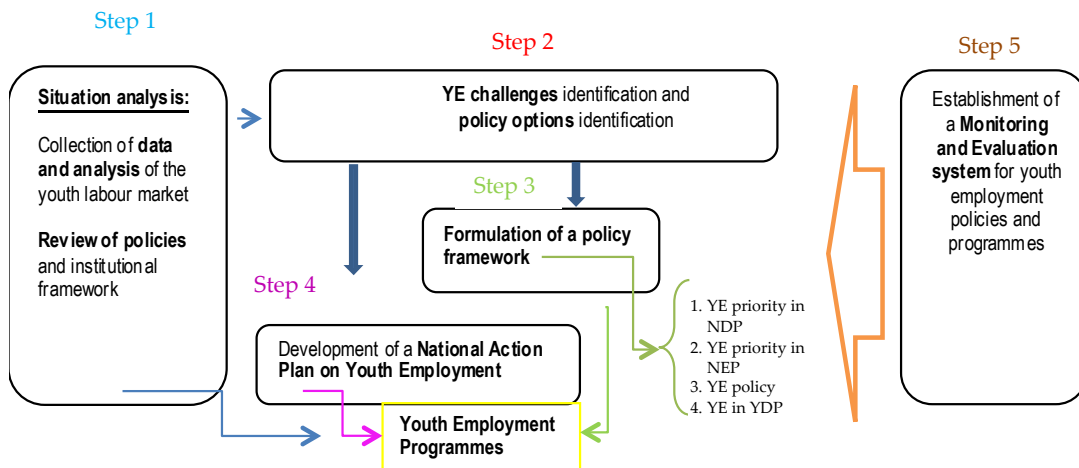


The Youth Employment intervention logic: the policy cycle

The youth employment intervention logic advocated by the ILO includes 5 main steps as showed in the figure below:

- 6. Situation analysis: Collection of data and analysis of the youth labour market and Review of policies and institutional framework
- 7. YE challenges identification and policy options identification
- 8. Formulation of a policy framework
- 9. Development of a National Action Plan for Youth Employment
- 10. Establishment of a Monitoring and Evaluation system for youth employment policies and programmes

Figure 5. The YE Intervention Logic Model

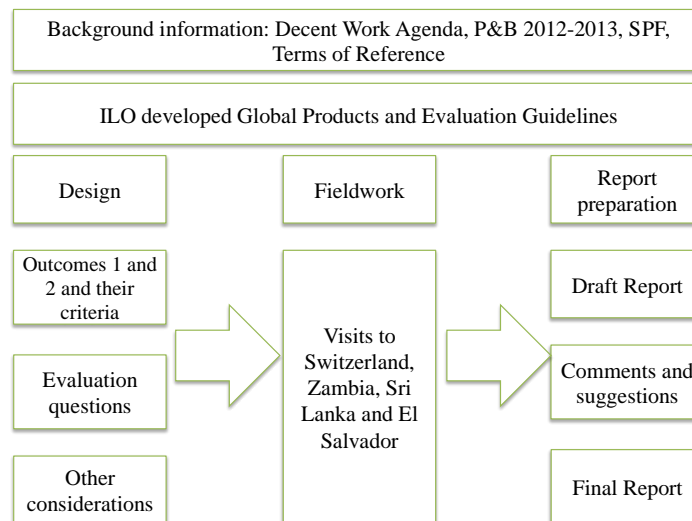


3. Evaluation design

This section describes the key components of the evaluation design for the project ILO-Sida Partnership. Following figure 2, the fundamental building blocks and guidelines for the evaluation is the set of documents that the ILO has prepared for this type of projects. This includes, among others, the Decent Work Agenda, the SPF, the P&B and the Global Products.

The evaluation is organized around three phases. Phase I includes the design and initial contact of the evaluator with ILO staff. Then, Phase II (the longest) comprises a visit to each one of the three countries included in the sample (Zambia, Sri Lanka and El Salvador). Finally, during Phase III the evaluator writes-up the draft version of the document, submits it to the ILO staff and prepare the final report.

Figure 6. Overall strategic implementation of the ILO-SIDA Project



3.1. Object of the evaluation

The evaluation targets two of the 19 outcomes identified in the P&B 2012-2013 document: outcome 1 and outcome 2. The evaluated part of the ILO-SIDA Partnership Program aims at impacting on each of the two. For this reason they are at the core of the evaluation. The specific scope of each outcome is defined as follows:

- **Outcome 1: “More women and men have access to productive employment, decent work and income opportunities”.** For this outcome, the indicator of progress 1.1, that is measured as “the number of member States that, with ILO support, integrate national, sectoral or local employment policies and programmes in their development frameworks”.
- **Outcome 2: “Skills development increases the employability of workers, the competitiveness of enterprises, and the inclusiveness of growth”.** In this case, the indicator of interest is 2.5, same that is defined in terms of the “number of member States that, with ILO support, develop and implement integrated policies and programmes to promote productive employment and decent work for young women and men”.
- Outcome 3: **“Sustainable enterprises create productive and decent jobs”.**

3.2. Objectives

The objectives of the final evaluation are to:

- Assess the results achieved through the Sida support to the ILO outcome 1 and YEP by evaluating the relevance, effectiveness, efficiency, impact and sustainability of their activities including assessing the results for the beneficiaries of the initiative.
- Measure progress of the two components against the stated programmes, results frameworks and indicators of progress.
- Provide recommendations for future work
- Assess the ILO/Sida partnership’s NEP and YE components intervention and their linkages, focusing on what has worked, what has not worked, and why this was the case;
- Examine if the best approach was taken, and if it was optimally executed;
- Assess current impacts and the sustainability of the activities and where possible, identify evidence of pathways and indicators of long-term impact;
- Assess the connection and interaction between global product and country initiatives
- Identify linkages with the ACIs, specially ACI1 and ACI2.

3.3. Sample selection

For the NEP component, the list of selected countries includes Sri Lanka and El Salvador. For the Youth component, the countries are Zambia and again El Salvador. This group of countries was chosen among 14 countries that participate in the initiatives: 10 for the NEP and 4 for YE. The final decision was based on considerations regarding geographic representation and balance between Outcome 1 and 2.

3.4. Evaluation criteria

There are, in the opinion of the evaluator, two levels of assessment that the exercise should take into account to provide a full picture of the performance of the components of the Partnership. The first level relates to the level of compliance of the criteria in Table 1. For Indicator 1.1, two specifications must be fulfilled. On the other hand, for Indicator 2.5, at least two of the four criteria should be satisfied.

Table 9. Criteria for each outcome and indicator

Outcome 1, Indicator 1.1	Outcome 2, Indicator 2.5
National development frameworks (five-year plans, poverty reduction strategies) prioritize productive employment, decent work and income opportunities within their macro analysis, sectoral or economic stimulus strategies.	Youth employment is a priority of national development strategies or national employment policies
Comprehensive national employment policies and/or sector strategies are developed, in consultation with social partners, and endorsed by government (cabinet, parliament, or inter-ministerial committees)	National plans promoting youth employment are developed by the government and the social partners and contain priority measures as well as human and financial resources for their implementation
	National programmes promoting decent employment of disadvantaged youth are implemented by the government with the support of the social partners
	An information dissemination, awareness-raising, training or outreach strategy on youth employment is implemented by one or more of the tripartite constituents, as documented through evidence of, for example, establishment of hotlines and brochures, training courses, services or recruitment campaigns

Source: Terms of Reference

The design recognizes, however, that an evaluation based exclusively on the previously discussed points is not enough to cover the objectives of the assignment. Thus, an additional level of information is identified. In this case, there are six criteria that will assess the activities of the partnership. Each criterion has, at the same time, a list of key questions that will be applied to the relevant stakeholders and Tripartite Constituents.

Table 10. Evaluation criteria and key questions

Criteria	Questions
Relevance	To what extent is the design of the Sida/ILO partnership initiatives relevant to the strategy outlined in the P&B for Outcome 1 and 2 and to the Global product and CPOs it aims to support?
Coherence	To what extent are the various activities in the initiatives' implementation strategy coherent and complementary (in its design and implementation) with regard to the vertical and horizontal elements of Outcome 1 and 2 within the ILO's Strategic Framework?
Effectiveness	<p>Have the initiatives outputs been effective in supporting the achievement of the outcomes objectives, integrate national employment policies and programmes in countries' development frameworks, and develop and implement integrated policies and programmes to promote productive employment and decent work for young women and men; and help meet targets and indicators.</p> <p>Which institutional factors may explain the final outcomes of the project? Legislation that favors/inhibits the proposed measures? Enough human resource availability to implement the different actions? Administrative processes that match/does not match the expected activities?</p>
Efficiency	<p>To what extent are the initiatives' resources (technical and financial) are being used efficiently?</p> <p>What has the experience been of the two components concerning centralized vs decentralized funds?</p>
Impact	To what extent have the initiatives and actions produce immediate and midterm impacts towards the achievements of Outcome 1 and 2 objectives?
Sustainability	<p>Do the initiatives have an implementation strategy that involves tripartite constituents and development partners to establish synergies that could enhance impacts and sustainability?</p> <p>Which conditions exist to promote subsequent efforts in this line and preserve the good outcomes of the project?</p>

Other questions of relevance, according to the TOR, are:

- Has the two ILO programmes reached the results presented in their respective results frameworks?
- What social/poverty outcomes and possibly impact have the ILO programmes achieved?

- Who are the real beneficiaries and how have they been affected and benefited from the ILO programmes? Both directly and indirectly.
- What are the positive and negative effects of the ILO programme and the national Action Plans on decent and productive employment and people living in poverty?
- How does the programmes ensure environmental, social and economic (poverty) relevance and focus as well as a human rights based approach?
- If and how do National Employment Plans and youth employment policies contribute to poverty reduction?
- To what extent do the programmes affect power relations among the stakeholders with a focus on people living in poverty?
- What are the linkages/impacts between a) Global Product and CPOs and b) two outcomes (Employment/YE)?
- Were the interventions able to fully support the NEP formulation process? If yes, how to ensure sustainability of results and ownership of the process. If not, what were the obstacles and what do partners suggest to overcome those?
- Has the NEP formulation process strengthened the role of social dialogue in the country? If so how, if not why?
- Would there have been a NEP process without the financial and technical assistance from the Sida project?
- Were the country interventions able to impact on the measurement criteria of the selected CPOs (two measurement criteria of indicator 1.1; and four for 2.5)? If so how?
- Management set up: What are the advantages/disadvantages of centralized vs. decentralized approach?
- What are the good practices and lessons learned that could be relevant for future intervention? What recommendations for the design of the next proposal given the new structure of the department and the ACI strategy?
- How would constituents see the work continuing, especially taking into account the possibilities to link the activities to ACI1 on promoting more and better jobs for inclusive growth and to ACI2 on jobs and skills for youth?

And:

- Analyse if the ILO working practices were adapted to the outcome-based funding mechanism and what lessons can be learned for future voluntary funding and integrated resource management under, for instance, the new Areas of Critical Importance (ACI).
- Assess to what extent the interventions are aligned with the P&B and how can they be aligned to the ACIs;
- Review existing budget information on use of funds to determine the added value of Sida resources in contributing to the achievement of the Global products and CPOs selected at the beginning of the partnerships and relative donor funding;

- Assess the progress, made possible by the contribution of Swedish funds, towards ILO Outcome 1 and 2, by the stakeholders;
- How the current efforts build on previous experience (other projects or regions, previous phases funded by the donor), and/or the synergies realized with other ILO interventions and sources of funding (i.e. RB, RBTC, XBTC, RBSA);
- Assess how these two components have influenced ILO's tripartite constituents on employment policy issues;
- Examine if the best approach was taken, and if it was optimally executed.

3.5. Data sources and data collection strategy (DCS)

The key sources of data are the ILO staff in Geneva and the different stakeholders in the individual countries, including Tripartite Constituents, other government officials and agencies with which the projects had any type of link. There is a list of documents that the ILO already prepared and that will provide initial inputs about performance and bottlenecks.

The evaluation makes use of intensive qualitative data, with low dependence on quantitative information. The nature of the criteria described earlier support this feature. In this regards, the field visits become the critical way to get this information. In addition, the evaluator will prepare an extensive review of all the documentation in hands of the ILO staff, including the Global Products. To avoid biases in the responses and any other problem that may affect the quality of the information, the evaluator recommends the following guidelines:

1. Interview no less than 10 stakeholders in each country so we can have an equilibrium across participants
2. Reduce the dependency on quantitative data. Only some specific questions may need them like those ones related to input utilization and budgets

3.6. Period of evaluation

The evaluation will cover the period from January 2012 to March 2014.

3.7. Expected outcomes

The expected outcome of this evaluation will be an evaluation report that:

- (i) Identifies and assesses the linkages between both initiatives, NEP and YE, including global products and CPOs' work funded by Sida resources;
- (ii) Identifies lessons learned and good practices in the respective approaches and implementation; and
- (iii) Formulates recommendations based on the achievements for the current implementation phase and future interventions following the new structure of the ILO and linkages to Areas of Critical Importance (ACI).

3.8. Special considerations

The evaluation will comply with the UN Evaluation Norms and Standards and OECD/DAC Evaluation Quality Standards and ethical safeguards will be respected.

4. Work Plan

The final section of the Inception Report develops the Work Plan, in the understanding that it has those operational components of the project. In this part the report shows the expected calendar of implementation, the likely risks that may appear and the responsibilities of the evaluator, among others.

4.1. Evaluation phases

The evaluation has three moments. Moment one refers to the preliminary arrangements in which the evaluator engages before starting the fieldwork. Among others, the consultant will review some basis documentation and will hold initial meetings with the Evaluation Manager, Sergio Iriarte Quezada. This first moment may last one week.

Then, in a second phase, the evaluator visits the four countries included in the sample, that are, Switzerland, El Salvador, Sri Lanka and Zambia. In Switzerland, the evaluator will have a first contact with ILO staff directly involved in the projects that also were relevant for the preparation of the CPOs and Global Products. Then, the consultant will move to the other three countries in order to meet with local tripartite members and collect relevant information for the preparation of the report. Each stay is expected to last 2-3 days.

Finally, the third stage starts with the return of the evaluator to Costa Rica and the start of the preparation of the report. This is a back-and-forth phase characterized by the submission of the draft report to the Evaluation Manager, who will review it and distribute the document to stakeholders. The Manager then sends the evaluation back to the evaluator who will incorporate the comments.

4.2. Timing

The evaluation is expected to last 6 weeks, from February 24th to March 31st, 2014. Approximately 50% of the 30-consulting days will be devoted to fieldwork, including planned visits to Geneva, Lusaka, Colombo and San Salvador. An additional 40% of the days would comprise the preparation of the report. The last 10% would be allocated to desk review and preparation of the Inception and the Interim Reports.

Table 11. Calendar of implementation of the evaluation

Activity	Week					
	February 24th	March 3rd	March 10th	March 17th	March 24th	March 31st
Desk review key documentation						
Preparation and submission of Inception Report						
Telephone briefing with Evaluation Manager						
Key meetings and consultations with ILO staff						
Fieldwork to Zambia, Sri Lanka and El Salvador						
Preparation of Interim Report						
Preparation and submission of draft report						
Review of draft report by CEPOL, YEU, Evaluation Manager and stakeholders						
Comment inclusion and preparation of final evaluation report						

4.3. Evaluator and major tasks to be undertaken

The independent evaluator of the project is Mr. Jose Pacheco Jiménez, an economist with over 14 years of professional experience. This experience includes past assignments in the fields of healthcare, labor market, social protection and education, some of them with ILO projects. The Terms of Reference defined the following list of activities as the core tasks in the hands of the evaluator:

- Review the TOR and provide input, as necessary;
- Review project background materials provided by the evaluation manager (e.g. projects document, progress reports);
- Review the evaluation questions and refine the questions in collaboration with the evaluation manager as necessary and develop interview protocols;
- Develop and implement an evaluation methodology (i.e., conduct interviews, review documents) to answer the evaluation questions;
- Draft an inception report following the indications;
- Design and conduct a survey/questionnaire;
- Conduct interviews;
- Conduct an evaluation planning teleconference prior to the evaluation missions;
- Undertake an evaluation mission to Zambia, Sri Lanka and El Salvador one and the global products (Geneva);
- Prepare an initial draft of the evaluation report and submit it to the evaluation manager at the ILO.
- Prepare a final report, reflecting any comments or additional inputs received;

- Prepare and submit an interim report to the evaluation manager;
- Prepare and submit the final evaluation report and a summary

4.4. Key deliverables

The most important deliverable of this project is the final version of the evaluation report. However, this is not the only product that should be prepared and submitted. In addition, the evaluator will develop these products:

1. An inception report outlining the proposed evaluation design for approval by ILO (this deliverable)
2. A summary interim report to be submitted to ILO.
3. An evaluation summary according to the ILO template provided.

4.5. Milestones

This Inception Report identifies three milestones that will provide the Evaluation Manager with information about the correct execution of the project.

Table 12. Milestones of the project

Milestone	Follow-up condition
1. Inception Report submission	Briefing meeting completed before March 4 th
2. Second fieldwork country completed	Second mission completed before March 15 th
3. Interim report prepared	Report completed and submitted before March 24 th

4.6. Risks and contingency measures

Overall, the project has a low level of risk but still it is possible to identify some issues that may require a response in case they appear. In particular, three main risks may appear: problems to interview some stakeholders, lack of information in a timely manner and excessive number of days in fieldwork that may limit the time devoted to the report preparation.

Table 13. Risks and potential contingency measures

Risk	Probability of occurrence (1 to 5)	Contingency measures
Not all the key stakeholders can be interviewed during the fieldwork	4	Use of SKYPE to conduct long-distance teleconferences
The fieldwork requires more than 3 days per day	2	Schedule some meetings with Skype Schedule at least one meeting with each one of the key Tripartite Constituents during the first two days of the mission
Any pending data does not arrive at least three days after the fieldwork finishes	3	The evaluator and the Evaluation Manager may prepare a list of information that may be relevant for the project. This list may be distributed to either ILO staff or to key partners at the selected countries.

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Databases:

- Sweden-ILO Partnership Cooperation Agreement 2012-2015, Phase II 2012-2013
- ILO Expenditure by Outcome and OBF Partnerships overview