INTERNATIONAL LABOUR ORGANIZATION

Analysis of youth employment policy and dissemination through global database and publications (component for Asia and the Pacific)

TECHNICAL COOPERATION
FINAL PROGRESS REPORT (FPR)

Instructions

This is the standardized format for final progress reporting. It is completed at the end of every technical cooperation intervention to provide an overview of progress and achievements. The Final Progress Report (FPR) is an opportunity to reflect on implementation and draw lessons learned, making an initial self-assessment on the efficiency, effectiveness, sustainability and relevance of the intervention.

FPRs should not only include the final status of outputs and immediate objectives, but also explain which factors contributed to or hindered the achievement of results, explain how the intervention was managed, identify what could have been done differently and what methods or strategies can be replicated in other technical cooperation activities.

Completing the FPR should be an inclusive process of consultation among stakeholders, implementing partners and constituents. Self-assessments in the FPR should flow from the involvement of constituents in monitoring and evaluation and be based on wrap-up workshops held at the close of an intervention.

FPRs must be submitted as per the schedule outlined in the Approval Minute. All reports should be sent in electronic copy (Word format) to PARDEV for onwards submission to the donor[a]. Please delete this instruction box before finalizing the document.

Please note this is the format for final reports only. Interim reports must use a different template.

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[a] In some Approval Minutes the responsibility for submitting TCPRs directly to donors is delegated to the ILO responsible official if the funding agreement has been signed locally. However, these TCPRs must still be copied to PARDEV in electronic format.

Summary

At the International Labour Conference in 2012, ILO tripartite constituents requested the Office to act as global leader on youth employment promotion. A strong call was made by them to "intensify efforts and continue to strengthen research and analysis" with a view to supporting the formulation of "a coherent set of policies, including macroeconomic, employment, environmental, social and education and training policies". The ILC Resolution identified policy research and analysis of effective country policies. It also called on the ILO to disseminate findings through global databases and other means.

This project funded by the Government of Japan for an initial period of one year was developed in the spirit set forth at the ILC 101 of generating knowledge on youth employment and disseminating it for the sake of developing more coherent youth employment policies. With a focus on Asia and the Pacific, the project was co-managed by the ILO's Regional Office for Asia and the Pacific and the Youth Employment Programme in Geneva. This guaranteed that on the one hand, project activities were fully relevant to the specific regional context, and on the other, that the project benefitted from the most recent analytical tools developed by the ILO at the global level. At the heart of the work lied a central, online platform called 'YouthPol" which serves as knowledge facility on youth employment to the benefit of ILO constituents worldwide.

The project first consisted in revising legislative and normative frameworks as they pertain to youth employment in Asia and the Pacific. Consultants were contracted to review and report on youth employment policies. Twelve countries were selected out of a selective process – two more than originally planned in the terms of reference. The work was carried on by National and International consultants in Cambodia, China, Korea, Malaysia, Mongolia, Nepal, Sri Lanka and Vanuatu; and it involved some desk work from Bangkok and Geneva to cover the additional countries of Australia, Japan, the Philippines and Singapore. The structure of ILO's youth employment work, organized as a knowledge network from Headquarters to the country-level through the regional office, and vice-versa, has allowed for an efficient mechanism of quality control over the list of policies to be included in YouthPOL. For each target country, the list was vetted at several levels. This process often included validation checks with governments.

The project then engaged into a deeper analytical exercise. In-depth policy reviews on youth employment were carried out in three countries. A selection process was designed that decided on Indonesia, Nepal and Mongolia. In all three cases, the process involved teams of consultants that guaranteed both national and international expertise. Local consultants were hired in the countries targeted by the in-depth review, to collect data on the ground and produce the foundation of the analysis. At a later stage, an international labour market analyst was hired to finalize the studies according to international standards. In the case of Indonesia the project could benefit from synergies with an analytical exercise that had produced a preliminary analysis, therefore no further national-level work was necessary. The combination of national and international work on each study is indeed costly in terms of resources and especially time, but it leads to very robust and high quality content that emerges fully from the Indonesia published review.

With the knowledge at hand, the project then engaged into disseminating it online through the YouthPol platform as well as during workshops. A brochure depicting all light reviews was developed to be published; and a guide was developed to learn how to use YouthPol and to engage into planning processes geared toward elaborating or strengthening youth employment policies. The guide and the platform were presented at workshops in Phnom Penh and in Colombo. Whereas in-depth reviews, their initial drafts were presented at a tripartite event in Bangkok in September 2014, which included constituents from the three targeted countries as well as youth leaders and consultants.

SECTION A: RESULTS ANALYSIS (Outputs, Immediate Objectives)

1. Outputs

Immediate Objective 1: The capacity of policy-makers to review policies for youth employment and take gender-sensitive action is strengthened

Output weighting	Percent completion	Indicator targets (compare planned against actual)	Analysis of output delivery
Output 1.1: Training material developed and ILO guidelines for youth employment policy reviews adapted and disseminated among participating countries.			
0%	80%	Planned: Capacity development/training material for policy analysis and review available Actual: Training manual developed and presented to constituents in one pilot country	A training manual was developed and presented to constituents at a workshop in Sri Lanka. It had to be conducted toward the end of the project life in view to capture the experiences generated from the policy reviews and in relation to YouthPol.
Output 1.2: Regional capacity-building initiative implemented to enhance the capacity of participating countries to conduct analysis of policies for youth employment and to shape action.			
0%	100%	Planned: Two regional/multi-country capacity building workshops conducted Actual: One regional workshop in Bangkok; one country level capacity building workshop held in Sri Lanka; and one presentation of findings made at a third workshop in Cambodia	The training modules were finalized toward the end of the project once all policy reviews were finalized so that their experiences could be captured.
Output 1.3: Mutual-learning exercises conducted and online community of practice established.			
0%	75%	Planned: A youth employment community of practice established and used by policy-makers and practitioners; Network of youth employment focal points established Actual: Link established with the regional community of practice on youth employment; and youth employment focal points identified in target countries	Efforts were developed to enhance the YouthPol platform in Geneva and to link it to the APYouthNet (the regional community of practice for youth employment). Likewise, the APYouthNet now reflects the work of YouthPol. Youth employment focal points were also identified on the occasion of presentations and workshops. Nevertheless, at the time of project the completion of online learning exercises had not been conducted
Output 2.1: Information on policies for youth employment collected in 10 countries and available through the online global database.			
0%	100%	Planned: Policies for youth employment of 10 countries publicly available from the online global policy database Actual: Policies for youth employment of 12 countries publicly available from the online global policy database	The policy reviews have been carried on efficiently and one additional country was added to the originally planned list
Output 2.2: In-depth youth employment reviews conducted in three countries and findings shared across the network of youth employment focal points of government institutions.			
0%	90%	Planned: Three policy reviews conducted together with government institutions that are responsible for youth employment; and Policy recommendations formulated by national policy forums; Actual: Three policy reviews conducted and finalized and recommendations formulated at a regional workshop	The three in-depth policy reviews in Nepal, Mongolia and Indonesia have been finalized. Their findings stemming from fist drafts were discussed at a regional workshop held in Bangkok and involving policy makers as well as young leaders.
Output 2.3: Knowledge generated by the project disseminated through global policy database, national and regional publications			

0%	80%	Planned: Final policy review documents published including a comparative analysis of policies for youth employment in Asia and the Pacific published Actual: Publications include the policy review for Indonesia as well as the comparative analysis. The ILO will consider publishing the policy reviews performed for Mongolia and Nepal from a separate initiative.	Due to the finalization of the policy reviews for Nepal and Mongolia it was deemed safer not to publish them at the time of the project. These publications are however available and being distributed to constituents in their respective countries; and they will be considered for publication at a later date.

(Above: repeat for each output and immediate objective, as necessary)

Rating of output delivery

CLASSIFICATION [b]	
☐ **Highly satisfactory** Almost all (>80%) outputs were delivered and the quality (>80% of planned indicator targets met) of outputs was good.	☒ **Satisfactory** The majority (60-80%) of outputs were delivered and the quality (60-80% of planned indicator targets met) of outputs was fair.
☐ **Unsatisfactory** Some (40-60%) outputs were delivered and/or the was a problem with the quality (40-60% of planned indicator targets met) of outputs.	☐ **Very unsatisfactory** Few (<40%) outputs were delivered and/or there was a serious problem with the quality (<40% of planned indicator targets met) of outputs.

Briefly explain the major factors taken into account to justify the output classification and provide any other comments (2000 characters maximum):
Despite the delivery of key outputs, and despite two budget reviews the project suffered a low delivery rate upon its completion. This can be traced to a number of factors including 1/ the realization that some activities had been developed prior in other regions and needed no additional budget (such as output 1.1); 2/ the delay in developing the in-depth policy reviews in two stages (i.e. first by a national consultant and later by an international labour market analyst) meant two publications were developed but not published and printed; and 3/ administrative delays occurred on different fronts that made the hiring of local staff in Geneva start later than planned.

[b] This is a self-assessment

2. Immediate Objectives and Decent Work outcomes

2.1 Immediate Objectives

Indicator	Baseline	Indicator targets (compare planned against actual)
Immediate Objective 1: The capacity of policy-makers to review policies for youth employment and take gender-sensitive action is strengthened		
Number of policies and institutions for youth employment reformed by the end of the project		<u>Planned</u>: Number of policy-makers trained in the identification of youth employment problems and the development of cost-effective policy options <u>Actual</u>: Policy makers have been trained from the results of the project and have been engaged in the process of policy reviews in targeted countries targeted for "light" and "in-depth" reviews
Immediate Objective 2: Knowledge of policies for youth employment in the countries of Asia and the Pacific is available and used to inform the development and implementation of gender-sensitive youth employment policies and action plans		
Number of countries in the region that use knowledge and policy learning developed by the project		<u>Planned</u>: Policy recommendations stemming from national forums are used to implement policy reforms <u>Actual</u>: Targeted countries have been receptive to the policy review exercise undertaken and have expressed their intention to address youth employment in subsequent policy development
Analysis of immediate objective achievement: The generation of knowledge on youth employment policies in Asia and the Pacific added to the availability of information for similar policies in other regions directly contributes to Immediate Objective 2, and more broadly so to the primary question of ILO constituents throughout the world which is to know "what works" on youth employment. While the capacity of constituents has been strengthened throughout the project with workshops and discussions, much more work would need to be accomplished in terms of assistance in the elaboration and improvement of youth employment policies and in the implementation phase. This should be the focus of a separate assignment in the form of a longer term technic al cooperation project.		

(Above: repeat for each indicator, as necessary)

2.2 Decent Work outcomes

CONTRIBUTION TO DECENT WORK OUTCOMES		
DWCP outcome(s)[c]	**IRIS/SM CP code (e.g. LBN103)[d]**	**Brief summary of contribution (2000 characters maximum)**

2.3 Effectiveness analysis

a) Based on the achievement of immediate objectives, explain the likely contribution the intervention will make towards the development objective:

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[c] Global projects report on their contribution to Global Products under the Outcome-Based Workplans
[d] For Global projects this is the Global Product code, e.g. GLO126

The immediate objectives will clearly help respond to the development objective as set forth: *"The project will contribute to improving the effectiveness of policies for youth employment and to building a global policy repository that will be publicly available". Since policy makers in the region require benchmarks on models to build up on when developing youth employment policies, the project will be able to provide them with the information and reference material they need in the long term.*

b) Describe changes that are expected or have already been observed relating to the project's ultimate beneficiaries:

The ultimate beneficiaries of the project are young people between 15 and 29. They will benefit from the development of youth employment policies that are better adapted to their needs and that are also in line with the commitments made in the Call for Action of 2012.

c) Describe how the project has contributed to the achievement of national development strategies and other development frameworks such as UNDAF and PRS:

There is no evidence yet of the project contribution toward development frameworks such as UNDAF or PRS, however findings are likely to influence national policies and consequently UN-led development frameworks in the future.

d) Describe any lessons learned relating to the overall effectiveness of the intervention, taking into account the suitability of the technical approach or intervention model deployed. With hindsight, identify anything that would have been done differently to increase the intervention's effectiveness:

The intervention model, which had been tested prior in the context of other regions, has proved effective for this type of project.

Rating of project effectiveness

CLASSIFICATION [e]	
☐ **Highly effective** Almost all (>80%) of the immediate objectives were achieved and the intervention will make a substantial contribution to the achievement of the development objective and decent work outcomes.	☒ **Effective** The majority (60-80%) of the immediate objectives were achieved and the intervention will make a contribution to the achievement of the development objective and decent work outcomes.
☐ **Ineffective** Some (40-60%) of the immediate objectives were achieved, which will result in a limited contribution to the achievement of the development objective and decent work outcomes.	☐ **Very ineffective** Few (<40%) of the immediate objectives were achieved, and it is unlikely a contribution will be made to the achievement of the development objective and decent work outcomes.

Briefly explain the major factors taken into account to justify the effectiveness classification and provide any other comments (2000 characters maximum):
The implementation of the project was effective, judging by the fact that all key outputs have been produced and in some cases surpassed. To be highly effective, the project would have counted on additional cohesion between consultants involved in the policy reviews of the targeted countries. This was made possible for the comprehensive reviews but not for the light reviews due to capacity constraints mainly.

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[e] This is a self-assessment

SECTION B: IMPLEMENTATION ANALYSIS

1. Factors affecting implementation

Check key reasons for shortfalls in the delivery of outputs and achievement of immediate objectives:

- ☒ Implementing partner (constituents or private entities) performance
- ☐ Difficulties in inter-agency coordination
- ☐ Lack of constituent or implementing partner commitment/ownership
- ☐ ILO policy changes
- ☒ Budget processing (revision/disbursement etc.) delays
- ☐ Community/political opposition
- ☐ Other - please specify:

- ☐ ILO (Office and staff) performance
- ☒ Inadequate cost estimates
- ☐ Inadequate project design
- ☐ Counterpart funding shortfall
- ☐ Unexpected change in external environment
- ☐ HR difficulties (recruitment, contracts)

a) Explain the major challenges faced during implementation and explain how these were dealt with:

One key challenge was to identify high level consultants to conduct the national-level part of in-depth policy reviews in the countries selected. Despite having identified highly competent, highly recommended consultants, the quality of their work was often lower than expected. This quality issue was fully overcome by the role of the international labour market analyst. However, lower quality of the first step of the analysis meant a delay in the delivery of the work of the international labour market analyst.

Other challenges faced were more administrative in nature and referred to the need for two budget revisions which incurred complex and lengthy processes.

b) Describe any lessons learned relating to challenges faced during implementation:

The decision to select countries for in-depth review needs to also take into consideration the availability of qualified consultants; furthermore the initial budgetary evaluation at the moment of project design needs to be a thorough interactive process involving costing analysis and reviews of service providers.

2. Risk management

Key Assumptions	Risk level		Describe any mitigation measures applied
	Start of project	End of project	
Policy-makers do not use learning to monitor and review youth employment policies	Medium	Low	Involving constituents thro9ughout the process of collecting youth employment policies as well as during the review process
Countries that underwent in-depth policy reviews do not use findings for reforms	Medium	Low	Involving constituents thro9ughout the process of collecting youth employment policies as well as during the review process
The activities are not implemented according to the timeline agreed upon at project inception	High	High	Two budget rephrases and a no-cost extension had to be requested
National and international experts are not available at the time required by the project	Medium	High	The project had to rely on the most knowledgeable consultant involved in the in-depth review of Indonesia to finalized and update the reviews of Mongolia and Nepal
	<Select>	<Select>	

a) Provide an overview of how assumptions and related risk levels changed throughout the lifetime of the intervention. Describe the relevance of originally-identified assumptions and highlight any new assumptions identified during implementation:

Although no new assumptions had to be developed in the course of the project, those originally identified had to be monitored more closely has the project was progressing. As the issue of delivery evolved, decisions needed to be made in terms of requesting budget reviews as well as a no cost extension of the project.

b) Explain the intervention's approach to risk management and how effective the risk monitoring system and mitigation measures proved to be:

The risk management system had indeed been well planned since most assumptions and risks had been correctly identified in the project design phase.

c) Describe any lessons learned related to risk management:

It is important to remind all project stakeholders of the risks and assumptions involved during the implementation of the project.

3. Management and Institutional arrangements

a) Describe the adequacy of management arrangements:

Considering the nature of the project which was being co-managed being ILO HQ and ILO ROAP, the arrangements made in the design phase were pertinent because they allowed the project to maximize on the availability of knowledge and experience from regions outside of Asia and the Pacific.

b) Explain the role that partners, including ILO constituents, played during implementation. Identify any alternative arrangements that may have helped increase the effectiveness, efficiency or inclusiveness of the intervention:

The role that ILO constituents and partners played during the revision of in-depth reviews was very important and played out very well in particular during the tripartite workshop in Bangkok which led to the identification of a number of issues to be reviewed. Their role was also essential in the process of the "light" policy reviews where their input and feedback was well received by various consultants. An alternative arrangement which could be considered for the future is to make their role more formal, possibly having them validate the findings of consultants and thus enhancing their ownership of the policy review process.

c) Describe any lessons learned related to management and institutional arrangements:

Co-managing a project between HQ and the region as was in the case here bring both opportunities and challenges. The key challenges relate to the need to add additional bureaucratic layers to the operational process, something which may come costly for short term projects which high delivery expectations.

Rating of project implementation

CLASSIFICATION [f]		
☐ **Highly efficient** Almost all (>80%) outputs were of expected quality and delivered within the budget and schedule set out in the original implementation plan.	☒	**Efficient** The majority (60-80%) of outputs were of expected quality and delivered within the budget and schedule set out in the original implementation plan.
☐ **Inefficient** Some (40-60%) outputs were delivered within the budget and schedule set out in the original implementation plan.	☐	**Very inefficient** Few (<40%) outputs were delivered within the budget and schedule set out in the original implementation plan.

Briefly explain the major factors taken into account to justify the implementation classification and provide any other comments (2000 characters maximum):
Although the implementation of the project led to the delivery of all major key outputs, it suffered on the financial delivery front which explains its categorization as "efficient" rather than "highly efficient". An improved efficiency of the project would have involved an alignment of all cost centers and alternative options ahead of the project start. This was not made possible due to operational reasons and to unexpected challenges that were very difficult to overcome in the span of a one-year project.

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[f] This is a self-assessment

SECTION C: SUSTAINABILITY ANALYSIS

a) Analyze the sustainability of results, taking into consideration the institutional and technical capacities and commitment of constituents and partners:

   The sustainability of the project will be verified through the use of publications and that of resources and findings published online. It will depend greatly on the ready-availability of the knowledge collected during the project implementation phase.

b) Describe the intervention's exit strategy and specify agreements in place with constituents and implementing partners to ensure the continuity of project benefits:

   The exit strategy consisted on the one had in making knowledge available online and in print upon project end; and on the other to enhance the relationship with youth employment focal points with ILO constituents in the targeted countries in view to offer continuous support in the scope of youth employment policy development.

c) Describe any major internal or external factors that may affect the sustainability of project results in the future:
   Major factors to impact the sustainability of the project could include shifts in policy priorities away from youth employment or an unanticipated discredit of findings from stakeholders.

Rating of project sustainability

CLASSIFICATION [g]		
☐ **Highly likely** All factors influencing project sustainability have been clearly identified. The sustainability of results has been ensured and there is a firm commitment from constituents and partners to maintain an ongoing flow of project benefits.	☒ **Likely** Factors influencing project sustainability have been identified. The sustainability of results is likely and there is an understanding with constituents and partners to maintain an ongoing flow of project benefits.	
☐ **Not likely** Some factors influencing project sustainability have been identified. There is no consensus among constituents and partners about concrete actions needing to be taken to ensure project sustainability.	☐ **Very unlikely** Factors influencing project sustainability have not been identified. The commitment of constituents and partners maintain an ongoing flow of project benefits is unknown.	

Briefly explain the major factors taken into account to justify the sustainability classification and provide any other comments (2000 characters maximum):
The work produced through the project responds to the key question of constituents and which is "what works" for youth employment. It is therefore expected that the results will be conducive to the development of new or improved youth employment policies; however further ensuring this would happen would require additional technical support in the immediate aftermath of the project.

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[g] This is a self-assessment

SECTION D: MONITORING, EVALUATION AND KNOWLEDGE SHARING

M&E self-assessment:	YES	NO
Progress was regularly reported both internally (within the ILO) and externally (to donors and partners) against the logical framework	☒	☐
A progress monitoring system was supported by data collection and analysis	☒	☐
Cost effectiveness of activities and outputs was monitored	☒	☐
Constituents were able to use M&E for discussion and decision-making in their own organizations	☐	☒
Baselines and data were adequate to document progress towards results	☒	☐

a) Reflect on the approach to performance measurement and describe mechanisms in place for monitoring and evaluation:

Performance measurement was delineated in the implementation plan of the project which allowed for a clear and concise review of project results during the course of the activities held. While financial performance was also detailed in the monitoring plan, it was in such a way that was very hard to monitor because the system had required for single activities to be costed. This proved difficult to control when individual consultants or firms were contracted to cover a range of activities covered in the monitoring plan.

b) Outline efforts made to involve a broad range of stakeholders in M&E, including the role played by constituents and implementing partners:

Considering the nature of the project and its duration, ILO constituents and implementing partners were not heavily involved in M&E other than for being made aware of the project's expected outcomes and its time constraints .

c) If any evaluations were carried out, briefly describe how findings and recommendations were addressed by the intervention:

No evaluation was carried out.

d) Describe the approach to knowledge sharing and how key achievements and success stories generated by the intervention will be captured and communicated:

Knowledge sharing was the very essence of the project and its main drive. Most outputs and activities consisted in the development of knowledge products to be disseminated online through YouthPol, the APYouthNet community of practice; as well as with publications.

ANNEXES

Include any other documentation or information that may contribute to a better understanding of progress.

Suggested Annexes include:

- A final report of constituents and/or implementing partners, describing the role they played in implementation and an overall assessment of benefits.
- Success stories from the intervention that can be used for communication/public information purposes
- A compendium of good practices
- Lessons learned
- A list of all deliverables produced by the intervention (publications, training materials, leaflets, communication etc.)