



International Labour Organization

iTrack

Evaluation

ILO EVALUATION

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

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This report describes in detail the final evaluation of *the Sida/ILO Partnership Programme 2014-17 Phase 1 (2014-15): ACI 2 (Jobs and Skills for Youth)*. Rafael Muñoz Sevilla conducted the evaluation on behalf of the ILO and in collaboration with the project team and stakeholders. The evaluator would like to express sincere thanks to all parties involved in this evaluation for their support and valuable contributions.



LIST OF ACRONYMS

ACI 2	Area of Critical Importance 2
ANAPEC	Morocco's Public Employment Service
BOC	Beginning of Cycle form
CEPOL	Country Policy Development and Coordination Unit
CINTERFOR	Centro Interamericano para el Desarrollo del Conocimiento en la Formación Profesional
CO	Country Offices
CPOs	Country Programme Outcomes
DINAE	National Directorate of Employment
DME	Department of Manpower and Employment
DWCP	Decent Work Country Programmes
DWT	Decent Work Teams
EMPLAB	Employment and Labour Market Policies Branch
ETVET	Employment, Technical and Vocational Education Training
GED	Gender, Equality and Diversity Branch (GED)
HQ	Head Quarters
INEFOP	Instituto Nacional de Empleo y Formación Profesional
INJU	Instituto Nacional de la Juventud
ILS	International Labour Standards
ITC	International Training Centre
M&E	Monitoring and Evaluation
MNRE	Ministry of Natural Resources and Environment
NAP	National Action Plans



NEET	Not employed nor receiving education or training
NELMP	National Employment and Labour Market Policy
NEP	National Employment Policy
NES	National Employment Strategies
NHREP	National Human Resources and Employment Policy
P&B	Programme and Budget
PARDEV	Partnerships and Field Support Department
PES	Public Employment Service/s
PIT-CNT	Convención Nacional de Trabajadores
PROGRAM	Strategic Programming and Management Department
RBM	Results Based Management
RO	Regional Offices
Sida	Swedish International Development Cooperation Agency
SNAP-YE	National Action Plan on Youth Employment
SWTS	School-to-Work Transition Surveys
TREE	Training for Rural Economic Empowerment
TVET	Technical and Vocational Education Training
UN	United Nations
SWAP	UN System-wide Action Plan on Youth
US \$	United States Dollar
UTU	Consejo de Educación Técnico Profesional
YEP	Youth Employment Plans
YEP	Youth Employment Programme
ZCTU	Zambia Congress of Trade Unions
ZFE	Zambia Federation of Employers



EXECUTIVE SUMMARY

In 2012, the International Labour Conference adopted the resolution “The youth employment crisis: A call for action”, which underlines the urgency for immediate and targeted action to tackle the unprecedented youth employment crisis. The International Labour Office has developed an implementation strategy to support action by governments and social partners in addressing the youth employment crisis. This implementation strategy is outlined in the document of the Governing Body “Area of critical importance on jobs and skill for youth”

The ten country-level initiatives that were put in place through the contribution of the Swedish International Development Cooperation Agency (Sida) consisted of: (i) an institutional development component that aims to assess policies and programmes, strengthen institutional capacity, reform existing policies or develop new ones, and develop strategies and/or plans of action for the implementation of policies and programmes; and (ii) a direct support component for piloting youth employment interventions with a view to assessing results and expanding their scope and outreach. These initiatives are implemented through broad-based partnerships that involve several government institutions, the social partners and other actors.

The programme is complemented by a global product serves as umbrella and connects the ten country-level interventions and aims at strengthening national capacities in developing and implementing action-oriented interventions on youth employment, disseminating knowledge on what works on youth employment and strengthening knowledge on effective approaches to improve labour market outcomes of under-employed and low earners, including young people engaged in the informal economy and working poor.

The evaluation was conducted between February 1 and April 20, 2016. The evaluator reviewed project documents, developed data collection instruments, and prepared for the fieldwork between February 1 and 12. Interviews with ILO staff in Geneva were conducted on February 9-10. Fieldwork was conducted in Uruguay, in the week of February 22, and in Morocco in the week of March 7. Remote interviews with key stakeholders from Samoa, Jordan and Zambia were conducted in the week of February 15.

The evaluator interviewed representatives from the International Labour Organization (ILO) in Geneva; project management staff and national partners in Uruguay and Morocco; and key stakeholders in Samoa, Jordan and Zambia through remote conferences using telephone/Skype; and utilized secondary data that refer to documentary evidence that has direct relevance for the purposes of the evaluation and that have been produced by the ILO, other individuals, or agencies for purposes other than those of the evaluation.



Findings and Conclusions

The findings and conclusions address the key questions listed in the terms of reference and are presented according to the major evaluation categories: Validity of the Project's Design; Project Management; Relevance and Strategic fit; Effectiveness; Efficiency; Potential Impact and Sustainability. Lessons learned, Good Practices and Recommendations have also been included in this section.

Validity of the Project's Design

The evaluation concluded that the selection of country proposals followed a well laid out pattern. This insured that the interventions took into account specific country requests and on-going initiatives on youth employment.

Although in the project's conception a "gender strategy" was not particularly detailed, the evaluator found that, in its implementation, gender issues were integrated in a satisfactory way.

The evaluation found strong linkages between the *Programme* and: Country Programme Outcomes (CPOs); Programme and Budget (P&B) 2014-15 Outcomes (1 and 2) and Indicators (1.1., 2.2., and 2.5); the Area of Critical Importance 2 (ACI 2); and the Call for Action on the Youth Employment Crisis.

The Programme support 2014-2017 divides Sida's contribution into two different phases, according to the International Labour Organization (ILO) biennial programming, but some initial delays reduced the actual implementation time to just one year in 2015 for most of the country initiatives. Addressing the youth employment challenge necessarily requires long-term processes and interventions which will take longer than the life-span of the project to be fully developed, consolidated and measured.

A common *Programme* Log Frame and a global monitoring system were not developed. The Sida/ILO partnership was thus managed and monitored as 10 different and independent interventions or projects (plus one Global Product). While the programme monitored progress towards CPOs and provided inputs for the ILO Implementation Report regarding progress towards the achievement of the project-related P&B Indicators and Outcomes, there is still room to reinforce the Programme design towards a more *results based management and reporting-oriented* approach.

Project Management

The division of duties in project management between the Country Policy Development and Coordination Unit (CEPOL) and the Youth Employment Programme (YEP) resulted in diluted and unclear management, coordination and reporting responsibilities. Also, the programme lacked a "visible" and "officially" designated programme coordinator. These factors affected action and decision making and directed efforts away from a more operational and strategic



implementation. Notwithstanding, the project delivered the expected products on time. Overall, ILO staff in the countries showed a high level of satisfaction with the technical support received, although, some were of the opinion that communication between countries and project management was not optimal.

The ILO highly appreciates the Outcome based funding modality as it contributes to reinforcing ILO work in core areas and allows for resources to be grouped in order to reach the P&B outcomes. Furthermore, the funding's flexibility allowed the ILO to be more agile while the decentralization of funds facilitated adapting activities to each country's needs and context. However, the existing financial structures and procedures were not flexible enough to adapt to unexpected circumstances.

Project staff established suitable arrangements (HQ¹/RO² and country level) for carrying out project implementation and verifying progress against work-plans. This allowed interventions to adapt to country specific contexts and be responsive to political, legal and institutional environment and challenges. However, the evaluation found that although some monitoring tools were put in place at HQ level, data collection and analysis were not systematically conducted and *internal monitoring reports* –to inform and be used by the programme management- were not put in place. A similar situation was found to be true for *monitoring reports at the country level*.

Relevance and Strategic fit

Globally, the evaluation found the project particularly relevant. The importance of tackling the youth employment challenge and the need for strengthening both the employability and employment levels and enlarging opportunities for sustainable livelihoods for young people stand out as high priorities for the ILO and its Member States.

The Sida/ILO Partnership Programme's focus on youth employment is based on shared objectives and principles between Sweden and the ILO. The evaluation also found that the Sida/ILO Partnership responds to the "call for action" and is well aligned with the Area of Critical Importance 2: "Jobs and skills for youth".

All national interventions were demand-based and proved relevant in order to address the youth employment challenges identified in each country. On the other hand, the Sida/ILO Partnership supports and complements prior/on-going ILO youth employment initiatives in the targeted countries.

In the renewed global development agenda defined by the Sustainable Development Goals, the ILO has a key role to play and its potential to contribute to the youth employment-related goals gains significance.

¹ Head Quarters

² Regional Offices



Effectiveness

The SIDA-ILO Partnership 2014-15 made an important contribution in supporting P&B Outcomes 1&2 and ACI 2: *Jobs and Skills for youth*, as it assisted targeted countries to: mainstream youth employment in sectorial and/or national development plans; contribute to making skills training more relevant and accessible; strengthen employment services; develop policies and action plans and programmes that meet the youth employment challenge; and develop knowledge and capacities for youth employment.

Efficiency

The evaluation's assessment of the Sida/ILO Partnership's efficiency is very positive, based on the good relationship between the resources spent and the high quality products which were generated. This was possible thanks to a very good articulation between ILO efforts and national priorities in the countries and the high quality of ILO staff and its coordination with national partners. Additionally, the standard of support offered by ILO at Head Quarters (HQ) and Regional Offices (RO) levels was high and based on substantial prior experience.

Furthermore, at various points, the Sida/ILO Partnership was able to link to other ILO projects and resources, and interventions funded by other donors which led to synergies and cost-sharing, thereby leading to improved efficiency.

Potential Impact

Decent work and youth employment have gained in importance in national development agendas in countries like Sudan, Morocco, Zambia, Uruguay, Ecuador or Samoa.

National Employment Strategies (NES) and Youth Employment Plans (YEP) have the potential to promote job creation in the medium to long term. Informal apprenticeship frameworks and skills training and certification schemes can contribute to facilitate the youth to access the labour market. The support provided to public employment services has the potential to help job searchers and employers in enabling linkages between supply and demand.

Capacity-building activities resulted in increased capacity to address youth employment challenges and reinforced skills for engaging in the policy shaping processes. Also, Knowledge development and research have the potential to strengthen the capacity of ILO and its constituents to identify interventions that "work for youth employment" and to implement effective strategies in their specific context.



Sustainability

The projects' timeframe is an important factor in sustainability. Tackling the youth employment crisis requires long-term processes that cannot be summarized in the short-term timeline of the Sida/ILO Partnership 2014-15.

The project has taken important steps to achieve sustainability. These include adapting activities to national contexts; developing close relationships with national actors and involving them in project activities; and strengthening national institutions. The project has also established complementarity and synergies with other ILO projects and initiatives that could help contribute to sustainability.

Overall, sustainability will depend on the level of ownership and political will; the capacities installed at the national level; availability of funding; and the involvement of constituents and key economic/labour market actors in addressing the youth employment challenge.



Lessons Learned

1. Short term projects that intend to shape policies and policy-making to tackle youth employment challenges are not likely to generate a significant impact. The issues addressed by the Sida/ILO Partnership require an extended period of time to achieve, consolidate and evaluate results.
2. The reduced implementation schedule added extra pressure on ILO staff and national partners, which in some instances might have produced some unintended friction.
3. In the next phase, it is fundamental to carefully align implementation procedures to administrative and funding processes and take into account possible delays.
4. The highest goal of the project is to impact national policies. For this reason, in the mid-term, the project should be based on programmatic and strategic interventions aimed at contributing to long-term outcomes.
5. The ILO is exceptionally fit to develop interventions in the field of youth employment because it has a unique experience and technical capacities and possesses extensive knowledge of needs and support required by countries and maintains excellent relationships with its constituents.

Good Practices

1. The “output-based budget” and the “decentralized” funding modality, which allowed adapting the different country interventions to concrete national contexts are considered a good practice and have been a key asset to project implementation.
2. Building on previous interventions and collaborating and coordinating with other ILO Employment/Skills/Youth projects have both been instrumental to successful implementation.
3. Stakeholder participation has also been a key element. The ILO managed to engage with a large array of partners and all had essential parts to play since they were jointly responsible for implementing the project.
4. The mobilization of ILO departments, experts and offices around youth employment and the support they provided to the project is not only considered a good practice but also contributed largely to successful implementation.
5. The Sida/ILO partnership allowed for applying different approaches to tackle the youth employment challenge. This produced an extensive variety of experiences and practices that could feed the knowledge base on “what works” in youth employment and also be adapted and replicated in different contexts.



Recommendations³

1. Addressed to: ILO, national partners and donors. *Maintain support to national efforts in current countries.* To the extent possible continue to support countries under the current phase to further mature and develop the achieved results. Further interventions might also consider recommendations 2, 3, and 4.
2. Addressed to: ILO, national partners and donors. *Support to NES⁴/NAP⁵ implementation and monitoring* by: (i) reinforcing communication in order to disseminate the different initiatives among the population in general and youth in particular. (ii) Providing further support to strengthen national capacities in implementing, monitoring and evaluating policies, plans and programmes; and reinforcing the Ministries of Labour' institutional capacities to pilot the process. (iii) Promoting the inclusion of job-creating measures in sectorial plans and strategies of public and private institutions, and also in national/regional budgets; and strengthening advocacy to mobilize economic actors in supporting the implementation of job creation oriented measures. (iv) Mainstreaming youth employment into workers' and employers' organizations strategic/sectorial plans.
3. Addressed to: ILO, national partners and donors. *Assess the results of selected interventions* by: (i) Developing monitoring and evaluation methodologies and conducting training workshops. (ii) Conducting assessments of selected Sida/ILO Partnership interventions. Also, Uruguay seems to offer a good opportunity to document the preliminary results of the Youth Employment Law.
4. Addressed to: ILO, national partners and donors. *Provide additional support to labour market inclusion initiatives* by: (i) Further reinforcing labour market intermediation services. (ii) Further supporting successful pilot initiatives on job creation developed under the current programme. (iii) Strengthening informal apprenticeship frameworks, certification schemes and skills training initiatives.
5. Addressed to: ILO. *Formulate a common Programme Document, (instead of 11 different project documents)* based on a sound theory of change and a global results framework. Countries and RO could elaborate and submit brief concept notes to inform the global pro-doc and, once approved, elaborate national pro-docs and work-plans (log frames). It would be wise to define outcomes and deliverables that could realistically be achieved in a 12 to 16 month timeframe.
6. Addressed to: ILO. *Appoint a Programme coordinator/team.* A person/team should be officially appointed as Programme Coordinator(s), and be given strong responsibilities to coordinate and monitor the Programme. It would also be advisable to place the Programme

³ The full recommendations are presented in Chapter 5

⁴ NES: National Employment Strategies

⁵ NAP: National Action Plans



coordination directly under the Employment and Labour Market Policies Branch (EMPLAB) Director.

7. Addressed to: ILO. *Define clear and agile procedures for reallocating funds.* When working with decentralized funding it is essential for the ILO to define clear and agile procedures for reallocating funds in cases of political instabilities or unfavourable enabling environments.
8. Addressed to: ILO and Sida. *Strategic and long-term Sida/ILO Partnership.* The 2016-17 Phase could offer the opportunity to establish the foundation of a future *strategic and long-term Sida/ILO Partnership*, based on the future ILO Strategic Plan and Swedish Cooperation priorities.
9. Addressed to: ILO and Sida. *Adopt a “programmatic approach” Rather than focusing on separate CPOs, the ILO/Sida Partnership on youth employment should adopt a long-term and strategic array of specific, yet interconnected (by a robust global component) interventions that contribute to higher objectives: P&B outcomes, Call for Action and Sustainable Development Goals.* This approach would further contribute to recommendations 10, 11 12 and 13.
10. Addressed to: ILO. *Strengthen Results Based Management.* This could be done by promoting horizontal (ILO HQ) and vertical (ILO HQ - RO/CO) integration of global and regional/national youth employment issues into decision making, while at the same time reinforcing collaboration, coordination and synergies among ILO departments, experts and offices. This would also strengthen monitoring through the development of *Programme and country level* comprehensive monitoring systems.
11. Addressed to: ILO. *Consolidate multidisciplinary teams of experts around youth employment initiatives.* Combine expertise, experience and resources that contribute to improve the “ILO added value” of the interventions and to increase the effectiveness, efficiency and impacts of its results.
12. Addressed to: ILO. *Reinforce capacity building and knowledge dissemination.* Through the exchange of experiences and cross-fertilization among countries and regions; reinforcing/adapting training; and systematizing and disseminating “Sida/ILO” experiences and good practices on “what works” for youth employment.



1. PROJECT DESCRIPTION AND BACKGROUND

1.1. Introduction

After the 2005 Resolution on youth employment, in 2012 the International Labour Conference adopted a new resolution, ***“The youth employment crisis: A call for action”***. This call for action underlines the urgency of immediate and targeted action to tackle the unprecedented youth employment crisis. The call for action contains guiding principles and a comprehensive set of policy measures that can guide constituents in shaping national strategies and action on youth employment. In November 2012, the International Labour Office’s Governing Body endorsed the Office’s seven-year Follow-up Plan that aims to support the International Labour Organization (ILO) constituents in the implementation of the resolution.

Subsequently, in March 2014, the Governing Body endorsed the ILO Strategy of the ***Area of Critical Importance 2 (ACI 2) on “jobs and skills for youth”*** which presents the main elements of the strategy for the biennium 2014-15 and focuses on identifying interventions that “work for youth employment” and the circumstances in which this is the case by building the capacity or “know-how” of constituents to be able to implement effective strategies in their specific context.

Also, labour legislation and regulations based on ***International Labour Standards (ILS)*** are critical to provide pathways for decent work for young people. In June 2005, the International Labour Conference acknowledged that while most ILS are applicable to young persons, some are particularly important. This is either because they set out basic conditions required for the creation of good quality jobs or because they contain youth-specific provisions. ILS cover the key issues of educational capacity, enhancing employability, entrepreneurship and the creation of productive jobs for young people. They also lay down important provisions on how young people enter the work force and on their conditions of employment such as minimum age of admission to employment, pay, working time, night work and medical examinations, occupational safety and health, and labour inspection⁶.

1.2. The Sida-ILO Partnership Programme 2014-17

Sweden has given consistent support to a number of areas within the ILO over the last years, in line with Swedish aid priorities such as employment promotion, core labour rights, gender mainstreaming, working conditions, social partners, and international labour standards.

The Sida-ILO Partnership Programme 2014-17 is fully based on the principles of aid effectiveness. In Phase I of the Partnership (2014-15), Sida provided a contribution of US\$

⁶ http://www.ilo.org/employment/Whatwedo/Publications/WCMS_115993/lang--en/index.htm



15.9 million through a combination of innovative funding modalities. The Programme includes un-earmarked core contributions, lightly earmarked thematic funding at the level of Outcomes from the ILO Programme and Budget (P&B) and specific project-based interventions. The actual programming of funds is derived from the ILO's results based management systems (RBM) and the priorities flowing from Decent Work Country Programmes (DWCP).

1.3. The Sida supported programme on “jobs and skills for youth”

The largest allocation of funds under the Partnership (US\$ 3,861,646) for Phase I (2014-15), was allocated in support of the implementation of the ILO Call for Action on the Youth Employment Crisis. Within this strategic agenda, funds were allocated to the ILO Area of Critical Importance (ACI) 2, Jobs and skills for youth - one among eight areas that were defined for priority action in the Programme and Budget 2014-15 and ten country programme outcomes (CPOs) falling under Outcomes 1 and 2 of the Programme and Budget 2014-15.

The ***Jobs and Skills for Youth Programme*** had 11 components, one global product and 10 country-level initiatives. **The global product** serves as umbrella and connects the ten country-level interventions and aims at strengthening national capacities in developing and implementing action-oriented interventions on youth employment, disseminating knowledge on what works on youth employment and strengthening knowledge on effective approaches to improve labour market outcomes of under-employed and low earners, including young people engaged in the informal economy and working poor.

The **ten country-level initiatives** consist of:

- i. an institutional development component that aims to assess policies and programmes, strengthen institutional capacity, reform existing policies or develop new ones, and develop strategies and/or plans of action for the implementation of policies and programmes; and
- ii. a direct support component for piloting youth employment interventions with a view to assessing results and expanding their scope and outreach.

These initiatives are implemented through broad-based partnerships that involve several government institutions, the social partners and other actors. In a number of countries, they are also implemented through joint support of the United Nations (UN) System through the UN System-wide Action Plan on Youth (Youth-SWAP). The lessons learnt from the implementation of the 10 country-level interventions are meant to inform the range of ILO's technical assistance on youth employment.



The countries of intervention are:

- **Africa:** Burkina Faso, Morocco, Sudan, Zambia, Zimbabwe
- **Arab States:** Jordan
- **Asia and the Pacific:** Samoa, Sri Lanka
- **Latin America and the Caribbean:** Ecuador, Uruguay



2. EVALUATION PURPOSE AND METHODOLOGY

A final independent evaluation was conducted to examine the relevance and strategic fit; the validity of design; effectiveness, efficiency, impact and sustainability of the programme. The evaluation report also include findings on whether the project has achieved its objectives and also identified strengths and weaknesses in the project design, strategy, and implementation as well as lessons learned and good practices with recommendations for ILO-Sida consideration in future work related to youth employment.

2.1. Evaluation Purpose

The purpose of the final independent evaluation is to assess the overall performance of the Sida- supported programme on “jobs and skills for youth” and its contribution the ACI 2, based on the standard evaluation criteria of relevance, impact, effectiveness, efficiency and sustainability of project outcomes.

Globally, as specified in the Terms of reference, the main purposes of the independent final evaluation are:

- a. Assess the overall progress made within the area of ACI 2 related to Sida’s contribution;
- b. Determine whether and to what extent the programme contributed to policy development and integrated actions in selected countries, identifying linkages between the global and the country components;
- c. Assess the relevance, efficiency and effectiveness of the process followed for the design of country level interventions in light of the programme’s objectives and timeframe;
- d. Assess the relevance, efficiency and effectiveness of the implementation and management arrangements used under the programme;
- e. Assess to what extent the recommendations of previous reviews/evaluations were taken into consideration and to what extent they contributed to improve effectiveness;
- f. Identify lessons learned, especially regarding models of interventions that can be applied further and provide recommendations for the development and implementation of future programme taking into account the ILO new policy outcome framework and the Swedish priorities.



2.2. Evaluation Scope

The evaluation covered the components under Phase I of the Sida-supported programme on jobs and skills (2014-15) and their link to the previous intervention (2012-13) under outcomes 1 and 2.

The scope of the independent final evaluation includes the Global Product and all project activities from the start of the project *in all of the project countries*. **The evaluation looked at the programme as a whole** and focused also on the interventions within the broader context, globally, nationally and institutionally.

2.3. Evaluation methodology

The evaluation used primarily qualitative data collection methods. Quantitative data were also obtained from project documents and reports, to the extent that they were available, and incorporated into the analysis. Data collection methods and stakeholder perspectives were triangulated where possible to increase the credibility and validity of the results. The interview process incorporated flexibility to allow for additional questions, ensuring that key information was obtained. A consistent protocol was followed during each interview.

Evaluation Schedule. The evaluation was conducted between February 1 and April 20, 2016. The evaluator reviewed project documents, developed data collection instruments, and prepared for the fieldwork between February 1 and 12. Interviews with ILO staff in Geneva were conducted on February 9-10. Fieldwork was conducted in Uruguay, in the week of February 22, and in Morocco in the week of March 7. Remote interviews with key stakeholders from Samoa, Jordan and Zambia were conducted in the week of February 15.

Data Collection Methods. Evaluation methods and techniques collected primary and secondary data. Primary data consisted of information the evaluator observed or collected directly from stakeholders about their first-hand experience with the interventions. This data was collected through, meetings, group discussions, and interviews that involved direct contact with the respondents and also through remote interviews using telephone/Skype. The interviews facilitated a deeper understanding of the project and the project's results. Collection of data through interviews was carried out in a confidential manner.

Secondary data refers to documentary evidence that has direct relevance for the purposes of the evaluation and that have been produced by the ILO, other individuals, or agencies for purposes other than those of the evaluation. Evaluation methods and techniques included the following:

Document Review. Key documents included the project documents; technical reports; evaluation reports; countries' research data and reports; etc. See Annex 2 for a detailed list of documents reviewed.



Interviews. The evaluators conducted interviews with the various key stakeholders. See Annex 1 for a detailed list of stakeholders that were interviewed.

The evaluator used a variety of interview formats (semi-structured interviews, group interviews, phone and skype interviews) to gather information about the role played by the different actors involved in the design, implementation, and management of the programme.

When necessary, the evaluator carried out additional focused interviews to deepen those aspects that required further investigation. Some of these interviews were conducted after the fieldwork phase using Skype and e-mail.

Field Visits. The evaluator undertook field visits in Uruguay and Morocco.

ILO Debriefings. The evaluator conducted debriefing meetings with ILO project staff in Montevideo and Rabat to present and discuss initial findings.

Limitations. Overall, findings have been based on information collected from background documents and through interviews with stakeholders and project staff. The accuracy of the evaluation findings is determined by the integrity of information provided by these sources to the evaluator and the ability of the evaluator to triangulate this information. The amount of information to be reviewed and analysed was vast. The considerable quantity of documentation represented a challenge to the evaluator. The lack of indicators and monitoring reports collecting evidence related to both country and programme-level results/outcomes posed serious limitations to fully answer several evaluation questions related to effectiveness, efficiency, sustainability and impact.



3. EVALUATION FINDINGS

The findings are based on the review of key project documents and interviews conducted during the fieldwork phase. The findings address the key evaluation questions and are presented according to the major evaluation categories: Validity of the Project's Design; Project Management; Relevance and Strategic fit; Effectiveness; Efficiency; Potential Impact and Sustainability.

3.1. Validity of the Project's Design

This section of the evaluation examines the validity of the project's design to do so, the evaluation focused on the following key aspects: the Programme formulation and internal logic; the external coherence; the appropriateness of the Programme's duration; the contribution of the Programme design to effective results based management and reporting; the appropriateness and usefulness of the countries' log frames in assessing the Programme and Projects' progress; and the inclusion of gender concerns in the Programme.

3.1.1. Programme formulation

The SIDA-ILO Partnership Programme 2014-17-Phase I (2014-15): ACI 2 consists of one global product and ten country-level interventions. The Global Product project document was elaborated by the Country Policy Development and Coordination Unit (CEPOL) and the Youth Employment Programme (YEP).

Regarding the country-level interventions, in order to select participant countries and to precise the scope of the interventions, the Programme prepared a guidance note with criteria for the formulation of country projects and launched an internal call for proposals *to support countries to develop and implement integrated employment policies and programmes, with youth employment as priority and focus on the strategy of the area of critical importance "Jobs and skills for youth"*.

The countries' proposals (concept notes) were reviewed by specialists in Employment, Technical Cooperation and Programming that provided feedback to each concept note. To ensure alignment with the programmatic framework of the ILO, consultations were also conducted throughout the process with, but not limited to, regional offices, focal points for youth employment, relevant specialists in the field, the Partnerships and Field Support Department (PARDEV) and the Strategic Programming and Management Department (PROGRAM). Finally, the selected concept notes were expanded into summary project outlines together with a project log-frame matrix.



The evaluation concluded that the selection of country proposals followed a well laid out pattern and was based on a set of comprehensive and relevant selection criteria. The Project Outlines were developed through a thorough process of consultations that provided sound and informed technical inputs by several ILO experts (at HQ, RO and CO⁷ level) for the project formulation process.

Although the process followed for the design of interventions took time, it insured the participation of the RO and CO and allowed for conducting needs assessments and designing interventions that took into account specific country requests and on-going initiatives on youth employment, which have the potential to increase national ownership and sustainability.

3.1.2. Internal Logic

For both the Global product and each of the ten country-level interventions, a project document and log-frame were formulated. However, given the (P&B) *outcome-based* orientation of the partnership, a comprehensive-programme level log-frame was not developed. The overall logic of the ILO's *programme on "jobs and skills for youth"* is illustrated below. This *results framework* was developed by the evaluator to bring the **programme-level logic**, objectives, outcomes and outputs into focus **and articulate a model against which to analyse information for the evaluation.**

⁷ HQ: Head Quarters; RO: Regional Offices; CO: Country Offices

Programme-level Results Framework:

<p>Global Objective: ILO member states develop and implement evidence-based policies; time-bound action plans and programmes that meet the youth employment challenge (Call for action/P&B ACI 2)</p>
<p>Specific Objective 1: More women and men have access to productive employment, decent work and income opportunities (P&B outcome 1)</p> <p>Outcome 1.1: Member States, with ILO support, integrate national, sectorial or local employment policies and programmes in their development frameworks (P&B Indicator 1.1.)</p> <p>Output 1.1.1: Support to Burkina Faso in integrating jobs into policies, national and sectorial plans, in particular, the Strategy for Accelerated Growth and Sustainable Development –SCADD- (CPO: BFA 101)</p> <p>Output 1.1.2: Decent Work principles are integrated in Sudan's national development framework through better capacities of stakeholders in the areas of labour market and employment policies (CPO: SDN 109)</p> <p>Specific Objective 2: Skills development increases the employability of workers, the competitiveness of enterprises and the inclusiveness of growth (P&B Outcome 2)</p> <p>Outcome 2.1: Member States, with ILO support, make relevant training more readily accessible in rural communities (P&B Indicator 2.2.)</p> <p>Output 2.2.1: Impact evaluation of a youth-focused Training for Rural Economic Empowerment in Zimbabwe (CPO: ZWE 101)</p> <p>Outcome 2.2: Member States, with ILO support, strengthen employment services to deliver on employment policy objectives (P&B Indicator 2.4.)</p> <p>Output 2.2.1: The employment service and job placement system is strengthened in Ecuador (CPO: ECU 158)</p> <p>Outcome 2.3: Member States, with ILO support, develop and implement policies and programmes to promote productive employment and decent work for young women and men (P&B Indicator 2.5.)</p> <p>Output 2.3.1: Employability and job opportunities for young people in selected regions in Jordan increased (CPO: JOR104)</p> <p>Output 2.3.2: Employment, and especially youth employment, is placed at the centre of national development policies and programmes in Morocco, including through building the capacities of national tripartite partners (CPO: MAR 101)</p> <p>Output 2.3.3: Improved decent employment opportunities for youth in Samoa through entrepreneurship development and support services and skill training, including School-to-Work Transition surveys and tools (CPO: WSM 126)</p> <p>Output 2.3.4: Support to Implement Youth Employment Policies and Coordinating for Youth Employment in Sri Lanka (CPO: LKA 102)</p> <p>Output 2.3.5: The Ministry of Labour and Social Security and other relevant ministries in Uruguay strengthen their capacity to design and implement public policy aimed at promoting employment and skills development for youth (CPO: URY 155)</p> <p>Output 2.3.6: Enhanced employment and self-employment opportunities for the target groups in Zambia through access to BDS, finance and skills development (CPO: ZMB 127)</p>
<p>Specific Objective 3: Support to the implementation of country-level initiatives (GLO 927)</p> <p>Outcome 3.1: Knowledge development and dissemination (Global Component 1)</p> <p>Output 3.1.1: Research on the young “working poor” conducted to explore employment approaches that are effective in improving conditions of work and livelihood of young under-unemployed, informal young workers and youth in low pay-jobs in developing countries.</p> <p>Output 3.1.2: A knowledge management facility established to disseminate good practices on what works for youth employment.</p> <p>Outcome 3.1: Technical support and capacity building (Global Component 2)</p> <p>Output 2.1: Ten country projects formulated and monitored during implementation</p> <p>Output 2.2: A training package on decent work for youth finalized</p> <p>Output 2.3: A standard capacity-building programme on youth employment for governments, employer’s organizations and trade unions implemented.</p>



This results framework clearly shows strong linkages between the Programme and: Country Programme Outcomes (CPOs); Programme and Budget (P&B) 2014-15 Outcomes (1 and 2) and Indicators (1.1., 2.2., and 2.5); the Area of Critical Importance 2; and the ILO Call for Action on the Youth Employment Crisis.

The evaluation also found that the programme logic is sound. The intervention methodology integrates national, sectorial and/or local employment policies and programmes in development frameworks; implements policies and programmes to promote youth employment; strengthens employment services and promotes knowledge sharing and capacity building, among others. In this manner, both the strategy (proposed interventions at the country-global levels) and the intervention methodology are highly pertinent to address the youth employment challenge.

3.1.4. External coherence

The evaluation considers that, overall, the projects were aligned with and complemented wider initiatives put in place in the targeted countries to tackle youth unemployment, such as the DWCPs/CPOs; and prior/on-going ILO youth employment initiatives in the targeted countries.

The Sida/ILO Partnership succeeded in capitalizing previous experience in its planning process and the implementation of its activities. For example: In **Ecuador**, between 2012 and 2013, the ILO contributed to the elaboration of the Youth Employment Strategy (YES); In **Morocco**, in 2014, the ILO supported the Ministry of Employment to initiate the process for the development of NES; In **Jordan, Zambia and Sri Lanka**, the ILO/Sida Partnership 2014-15 gave continuity to the 2012-13 Phase; At the global level, capacity building activities benefited from the training modules developed in the previous phase.

Evidence on this capitalization of previous experiences is the fact that most of the ILO partners involved in these projects were also part of the Sida/ILO Partnership 2014-15. This proved important for understanding and implementing youth employment mainstreaming as it strengthened the project with an institutional memory and the continuation of previous relevant interventions.

Likewise, the Sida/ILO Partnership was able to link to other ILO projects and resources, and interventions funded by other donors (i.e. Spain, Canada, Denmark, Russian Federation, etc.) which contributed to improved relevance, efficiency and sustainability. Specific examples of synergies attained through collaboration with other projects include the following: **Zimbabwe:** *Training for Rural Economic Empowerment* (TREE) program in Zimbabwe (funded by the Danish Government); **Jordan:** *Applying the G20 Training Strategy* (funded by the Russian Federation); *Work4Youth Project* (funded by the MasterCard Foundation); **Morocco:** The formulation of the NES was also supported by the Government of Spain; and the support to the PES by the Government of Canada; **Uruguay:** CINTERFOR provided support in conducting analysis on apprenticeships and school-to-work transition programmes.

Also, the evaluation observed that the ILO/Sida Partnership 2014-15 took into consideration the recommendations highlighted in the Final Evaluation of the Partnership Programme's Previous Phase (2012-13).

Table 1. Consideration of the recommendations of the Final Evaluation of the Previous Phase of the Partnership Programme				
Recommendations	Consideration			Comments
	Low	Medium	High	
1. All ILO employment projects should be designed with a broader involvement of social and economic actors in mind.		•		ILO COs/ROs and HQ participated in the project design. National stakeholders did not participate in the country-project design. However they did participate in the setting up of the final work-plans.
2. Define a short set of guidelines to orient the identification of the most suitable management model (...)			•	A guidance note with criteria for the formulation of country projects was prepared. Through the global component countries were supported to develop and implement integrated employment policies and programmes, with youth employment as priority.
3. Maintain a flexible technical approach to adapt the project intervention to country specific needs.			•	This approach allowed the adaptation of the different interventions to current national contexts and needs.
4. Promote synergies and complementarity between NEP and YE components (...)			•	Synergies and complementarity between NEP and YE existed in countries where both concurred.
5. Reinforce country's youth institutional capacities.			•	Transversal to all projects
6. Promote training to enhance the capacity of local stakeholders to implement.			•	Transversal to all projects
7. Increase the level of activities aimed at targeting underrepresented groups.			•	This was the case for instance in Morocco and Ecuador.
8. (...) include implementation (of NAPs) as a key activity (...) in those countries that concluded Master Plans or Action Plan formulation				N.A. This is a recommendation of the current evaluation for the next phase
9. Keep fund flexibility and outcome-based funding			•	Flexibility and outcome based funding was maintained.
10. Maintain some of the beneficiary countries, (...) in accordance with Sida's priorities.			•	Jordan, Zambia and Sri Lanka were maintained



3.1.5. Appropriateness of programme duration

The “Agreement between Sweden and the International Labour Organization on Programme support 2014-2017” divides Sida’s contribution into two different phases. A first phase to support the ILO Programme and Budget (P&B) 2014-2015 and a second one to support the P&B 2016-2017. This funding modality is aligned with the ILO biennial programming and allows Sida funding to respond to the biennial goals of the ILO.

The Agreement also establishes that the decision to continue funding for 2016-17 shall be made in consultation with the ILO upon reviewing the first phase of implementation and taking into account the P&B 2016-17.

The above mentioned Agreement between Sweden and the ILO was signed in June 2014. The internal call for proposals, along with preparing and finalizing project outlines and work-plans, hiring project staff (where needed) and carrying out fund transfers to countries, took up practically the rest of 2014. Thus, the project only became operational in beneficiary countries at the beginning of 2015, thereby reducing the actual implementation time to just one year (2015) for most of the country initiatives.

The reduced implementation time generated some challenges at field level. Interaction with different stakeholders at country level, as well as setting up of institutional frameworks, took a considerable amount of time. Also, project implementation at country level had to adapt to different administrative and political paces, timings and agendas in each country, which in some cases slowed down project execution.

Despite the short period of implementation and the challenges faced, the evaluator, based on quantitative evidence as well as qualitative information gathered among all key stakeholders, found that the Programme was executed with a high degree of effectiveness (see section 3.4.).

The Sida/ILO Partnership 2014-15 was instrumental in supporting the targeted countries to develop and implement programmes and time-bound action plans as well as evidence-based policies to meet the youth employment challenge.

However, addressing the youth employment challenge necessarily requires long-term processes and interventions which, as expressed unanimously by key stakeholders, will take longer than the life-span of the project to be fully developed, consolidated and measured.



3.1.6. Contribution of the Programme design to effective results based management and reporting

The ILO defines results-based management (RBM) as “a management approach that directs organizational processes, resources, products and services towards the achievement of measurable outcomes⁸.”

RBM requires the creation of a logical sequence of cause-and-effect events that include activities, outputs, outcomes and objectives. It also calls for the definition of assumptions to test the logic of causal links, as well as indicators and means of verification to measure the objectives. These components are organized in a matrix called Log Frame or Results Framework.

The Global Product and the country project documents included detailed Log Frames that were the basis to work-plans which, in turn, guided the implementation of the different interventions at both levels. However, a common Programme Log Frame was not developed and a global monitoring system wasn't systematically applied. The Sida/ILO Partnership was thus managed and monitored as 10 different and independent interventions or projects (plus one Global Product).

Furthermore, although the Global Product project document establishes that “Country offices will be responsible for setting up a *comprehensive monitoring system to ensure project implementation and monitor interventions as indicated in the log frame matrix*”, such a comprehensive monitoring system was not developed.

While the programme monitored progress towards CPOs and provided inputs for the ILO Implementation Report regarding progress towards the achievement of the project-related P&B Indicators and Outcomes, there is still room to reinforce the Programme design towards a more results based management and reporting-oriented approach.

This could be done by developing an integrated and encompassing Programme Theory of Change and Log frame and designing and operating comprehensive monitoring systems at the Programme and Project (country) levels.

⁸ Results-based Management in the ILO. A Guidebook. International Labour Organization 2011



3.1.7. Appropriateness and usefulness of the countries' log frames in assessing the Programme and Projects' progress

At *Programme* level, a *Log frame*, or a *results framework* with outcomes, indicators, targets, and means of verification, was not developed. Without a results framework with indicators and targets, it is rather difficult to conduct a systematic and empirical assessment of achievement of specific objectives or outcomes.

At the country (project) level, consistent logical frameworks were developed, although in some cases the evaluation found certain weaknesses:

- Some goals set in certain countries were too ambitious and beyond the project reach, especially taking into account the time and resources available. For example, in Jordan, the project aimed at establishing an apprenticeship system. Creating such a system will take considerably more time and resources than those allocated to the project through the Sida/ILO Partnership. Nevertheless, the Sida-ILO contribution to establishing a National Apprenticeship Framework and a framework of minimum requirements for testing and certification (See section 3.4. Effectiveness) is considered as a very positive achievement by the evaluator.
- In some cases, indicators were not SMART⁹ and therefore not suitable to verify the achievement of results and concrete benefits that may occur. For example, in Zambia, the indicator defined for Output 2.2: "The Youth Sector Advisory Group **strengthened** with clear terms of reference to address youth employment", was: *Number of new organizations from the growth sectors participating*; In Sri Lanka, the indicator established for Output 1.2: "**The capacity of labour market institutions** and social partners to design employment interventions targeting disadvantaged youth and to communicate efficiently **is strengthened**" was: *Staff development programme targeting 100 staff members designed*. Another example could be the indicator defined for Output 2.1. "A framework for youth employment public-private partnerships **established**", which was: *Framework for public-private partnerships for youth employment in Sri Lanka designed and piloted*. These examples were not really appropriate proxies for results in terms of capturing relevant changes.

Country log frames were useful as a basis for setting up work plans; however, without data collection instruments and processes in place, they were not strong instruments for monitoring purposes. In turn, this hindered linking the contribution of country-level interventions to the overall programme objectives.

⁹ SMART: Specific, Measurable, Attainable, Relevant and Time-bound



3.1.6. Inclusion of Gender Issues in the Project

The Terms of Reference call for the evaluator to consider the inclusion of gender equality issues in the project.

The ILO/Sida Partnership component (Gender) “Decent Work Outcome 17: Discrimination in employment and occupation is eliminated (lightly earmarked)” and the current Programme (ACI 2) were linked both at the global and the country level. Also, the ILO Gender, Equality and Diversity Branch (GED) provided advice to ensure that gender issues were considered by the Programme and mainstreamed in its interventions.

At the global level the GED mainstreamed gender issues in the International Training Centre’s (ITC) training modules and also, a specific module on gender. At the Country level, the GED also supported some initiatives, for example the development of situation analysis on gender for the formulation of the NES/NAP in Morocco and Zambia.

Although in the project’s conception a “gender strategy” was not particularly detailed, the evaluator found that, in its implementation, gender issues were integrated in a satisfactory way.

The Sida/ILO Partnership stimulated participatory processes which systematically promoted a balanced participation of men and women. It also encouraged the inclusion of gender issues in employment policies and programs; contributed to raise awareness through training activities which comprised specific components on gender issues; the different surveys conducted included the collection of disaggregated data and indicators by sex, and the various studies developed incorporated gender analysis. In addition, women were identified as a priority target group within specific project interventions.



3.2. Project Management

This section describes the project management set-up and analyses to what extent it was clearly established and effective. It also examines the coordination and communication with project partners and the adequacy of the funding modality. The section ends with a review of the reporting and monitoring arrangements put in place.

3.2.1. Project management set-up

The global component was jointly managed by the Country Policy Development and Coordination Unit (CEPOL) and the Youth Employment Programme (YEP), which are both located within the ILO Employment Policy Department. Both provided technical backstopping and support to country projects under the programme, ensured overall consistency of the different program components and produced the specific products under the Global product.

Management of all ten country components was decentralized. Technical backstopping was mainly provided by CEPOL and YEP (i.e. six out of ten country projects), some countries benefited (more than others) from the support of ILO Decent Work Teams (DWT) in the region (Ecuador, Jordan, Sudan and Uruguay). At country level, initiatives were managed by national coordinators and a CTA in Sri Lanka, with technical support from various specialists (employment/youth employment/skills) based in Geneva and in the field.

The Partnership did not have an overall Chief Technical Advisor (CTA)¹⁰. Two staff members were recruited, one under YEP and one under CEPOL. The responsibility for project delivery was designated to the Heads of CEPOL and YEP with the support of the Youth Employment Specialist. Due to the temporary absence of a Head of YEP, the Youth Employment Specialist has been acting as project coordinator on behalf of YEP since September 2015; however, this was an additional duty “only” and there was no change in her job description. It is also important to highlight that although the youth employment specialist was asked to act as coordinator she was given no administrative responsibilities, no responsibilities in IRIS¹¹ (budget and staff), the consequence of which is that she was not “officially” coordinating.

3.2.2. Effectiveness of the management structure

Several ILO stakeholders (both at HQ/RO and within the countries) pointed out that the division of duties in project management between CEPOL and YEP resulted in diluted and unclear management, coordination and reporting responsibilities. Furthermore, some of the testimonies gathered by the evaluator pointed out that although the Youth

¹⁰ CTA is the term used in the ILO for Programme and Project Managers.

¹¹ IRIS: Integrated Resource Information System



Employment Specialist assumed the overall coordination in September 2015, the project lacked a “visible” and “officially” designated project coordinator.

Several informants were of the opinion that these negative factors affected action and decision making, which in turn led to delays in the early stages of implementation (i.e. countries’ selection processes, decentralization of funds) and directed efforts away from a more operational and strategic implementation.

The project was implemented in ten different countries and in coordination with different ILO departments and experts, country-offices, sub-regional offices and/or regional offices. Overall, ILO staff in the countries showed a high level of satisfaction with the technical support received. Nevertheless, based on interviews, communication between countries and project management was not optimal, and several informants, both at country-level and HQ, expressed the need to reinforce the channels of communication.

Notwithstanding these limitations, the evaluation, based on primary and secondary information, found that the project delivered the expected products on time, thereby reaching a high degree of efficacy and efficiency. The project’s highly experienced and professional ILO staff (both at ILO HQ/RO and country level) and the support of all concerned national stakeholders were instrumental to a successful implementation.

3.2.3. Project staffing

Project staffing seems to have been scant at the country level. Moreover, in some cases the capacity of the Sida/ILO focal points to assist the project was limited in some countries because they had other responsibilities and had little administrative and logistical support. To some extent work overload existed in most of the countries.

All the same, the competence, support, effort and assistance of all involved ILO staff (at HQ, ROs and countries) was decisive to the effective execution of the project.

3.2.4. Coordination and Communication with project partners

The ILO involved and worked closely with key stakeholders and institutions in all countries. National partners had key roles as they were jointly responsible for implementing the different project interventions. Ministries of Labour and other Ministries; worker and employers’ organizations; and other institutions, related to employment/youth employment and labour markets were actively involved in the project. Also, key stakeholders interviewed during the evaluation corroborated that the project received adequate political, technical and administrative support from its national partners.



3.2.5. Adequacy of the funding modality

The ILO highly appreciates the Outcome based funding modality as it contributes to reinforcing ILO work in core areas and allows for resources to be grouped in order to reach the P&B outcomes. Furthermore, according to several testimonies gathered among ILO staff, the funding's flexibility allowed the ILO to be more agile while the decentralization of funds facilitated adapting activities to each country's needs and context.

However, several ILO staff members expressed concern that the existing financial structures and procedures were not flexible enough to adapt to unexpected circumstances. For example, the socio-political turmoil that took place in Burkina Faso in the fall of 2014 seriously altered the enabling environment that had existed up to that point, thereby affecting project implementation. This led to the necessity to transfer funds from Burkina Faso back to Geneva. After a long and complicated process, the transfer turned out to be unfeasible and it was only at the end of 2015 that some funds were finally wired to the Algiers Office and from there to Morocco.

3.2.6. Reporting and Monitoring

Reporting on project progress

The *Agreement between Sweden and the International Labour Organization on Programme support 2014-2017* establishes that: "The ILO shall provide Sweden with a consolidated annual results-oriented report on progress within the different outcomes as well as within ACI 2 including an overview on progress in the implementation of the underpinning strategy, and contain information on the targeted Country programme Outcomes and Global Products". The Agreement also defines that Progress Reports (for phase I) shall be submitted on 30/4/2015 and 30/04/2016.

Accordingly, the ILO prepared and delivered the Progress Report for 2014 in May 2015. The evaluation found that said report adheres to the above mentioned requirements. Also, at the time this evaluation was being conducted (Feb-March 2016), and according to the information provided by programme management, the ILO was drafting the Progress Report for 2015.

Project's effectiveness in monitoring performance and results.

Project staff established suitable arrangements (HQ/RO and country level) for carrying out project implementation and verifying progress against work-plans. This allowed interventions to adapt to country specific contexts and be responsive to political, legal and institutional environment and challenges.

However, the evaluation found that, although some monitoring tools were put in place at HQ level, data collection and analysis were not systematically conducted and internal



monitoring reports –to inform and be used by the programme management- were not put in place.

A similar situation was found to be true for monitoring reports at the countries level¹². Had these been put in place, the reports would have contributed to documenting processes, experiences, challenges and lessons learned, as well as analysing how capacity building, research, advocacy and policy-related outputs lead to outcomes that have an impact in developing and implementing evidence-based policies and time-bound action plans and programmes that meet the youth employment challenge.

Timely and accurate information on implementation is central to strategic project management. Furthermore, monitoring tools and reports, conceived as a systematic and routine collection of information from projects and programmes would allow for results, processes and experiences to be documented. In turn, this would permit better steer decision-making and learning processes; enhanced learning from experiences to improve practices and activities in the future; reinforcement of internal and external accountability of resources and results; and lessons learned about “what works on youth employment”.

Some testimonies gathered by the evaluator linked the above-mentioned monitoring challenges to the outcome-based funding modality, as Sida’s implementation and reporting requirements are more flexible than other donors’. The evaluator also collected some opinions which gave the impression that with the reduced implementation schedule “project staff was too busy delivering to worry about producing monitoring reports”.

¹² Ecuador, Sri Lanka and Samoa produced final progress reports that substantially vary from one to another, both in content and format, and were found to be more descriptive than analytic.



3.3. Relevance and Strategic fit

This section assesses the Project's relevance in supporting ILO and Sida's priorities, the project's global relevance, its consistency with national priorities and needs, the extent to which the intervention is relevant to the strategy outlined by the Call for Action and ACI 2 and the project's current relevance.

3.3.1. Project's relevance in supporting ILO and Sida's priorities.

Overall, the evaluation found that the project had a very high relevance in supporting ILO and Sida's priorities.

The promotion of Decent Work, defined as "productive work in conditions of freedom, equity, security and human dignity", has been a longstanding common objective between the ILO and Sida.

The Swedish Aid Policy Framework sets out the objectives of Swedish aid. Swedish aid's overall objective is *to create opportunities for better living conditions for people living in poverty and oppression*. This overall objective is then broken down into six sub-objectives for aid policy, to which all Swedish aid should contribute. The second sub-objective refers to: *Better opportunities for people living in poverty to contribute to and benefit from economic growth and obtain a good education*. This objective, confirms the Swedish commitment to the Decent Work Agenda and the ILO's and Sida's shared priorities.

Furthermore, the evaluation found that the Sida/ILO Partnership is particularly aligned with several of the results defined under the above mentioned sub-objective: *More and better jobs; Improved access to good quality education; More inclusive and efficient markets* and; *High quality research relevant to the fight against poverty*.

Following the 2005 Resolution on youth employment, in 2012 the International Labour Conference adopted a new resolution "The youth employment crisis: A call for action". This call for action underlines the urgency of immediate and targeted action to tackle the unprecedented youth employment crisis affecting all regions. The Area of Critical Importance (ACI) "Jobs and skills for youth" is one of eight ACIs approved by the International Labour Conference within the framework of the 2014–15 Programme and Budget and in response to the high priority accorded in national and global policy agendas to the issue of youth employment.

The "Sweden-ILO Programme Support 2014-2017" builds on the achievements of the previous Sweden-ILO partnership 2009-13. Its overall objective is to strengthen ILO technical cooperation in achieving the ILO's overall objective. In other words, *promoting opportunities for women and men to obtain decent and productive work, in conditions of freedom, equity, security, and human dignity*.



The Sida/ILO Partnership ACI 2: “Jobs and skills for youth” supports the implementation of the strategy of “what works” for youth employment, particularly with respect to the development of integrated employment policies prioritizing youth employment and the implementation of youth employment strategies and national programmes to promote productive employment and decent work for young women and men.

Interviews with ILO-HQ officials and Sida representatives confirmed that the Sida-ILO Partnership Programme’s focus on youth employment is based on shared objectives and principles between Sweden and the ILO.

3.3.2. Global relevance

Globally, the evaluation found the project particularly relevant. At the project’s outset, the global youth unemployment rate was estimated at 12.6%, amounting to 73 million unemployed young people. The ratio of youth to adult unemployment stood at 2.7, thereby being almost three times more likely for young people to be unemployed than adults. In addition, the unemployment rate doubled in many low-income economies. Furthermore, in developing countries and regions, the youth employment challenge is as much a problem of poor employment quality as one of unemployment, and large numbers of young people continue to face a future of irregular employment and informality. As much as two-thirds of the young population in some developing economies are either unemployed, irregularly employed (usually in the informal sector) or neither in the labour force nor in education or training¹³.

In this context, the importance of tackling the youth employment challenge, the need for strengthening both the employability and employment levels and enlarging opportunities for sustainable livelihoods for young people stand out as high priorities for the ILO and its Member States.

3.3.3. Project’s Consistency with the countries’ needs

The countries’ concept notes (see section 3.1. Validity of the Project’s Design) conducted pertinent problem analyses that included thorough needs assessments, analysis of policy and institutional frameworks and detailed log-frames.

However, the evaluation found that, in most cases, national stakeholders did not participate in the country-project design. Notwithstanding this fact, prior to their implementation, project teams in each country shared the project documents with national partners in order to revise and agree on the final work-plans.

¹³ Source: Global Employment Trends for Youth 2013: A generation at risk. International Labour Office. Geneva, 2013

This process allowed the adaptation of the different interventions to current national contexts and needs, thereby creating a better link between the project components, the constituents’ priorities and institutional/political agendas.

According to the data gathered by the evaluator, all national interventions were demand-based and proved relevant in order to address the youth employment challenges identified in each country. These interventions are strongly linked and contribute to the DWCPs/CPOs, which in turn are based on consultations with ILO constituents and their priorities and national development objectives. On the other hand, the Sida/ILO Partnership supports and complements prior/on-going ILO youth employment initiatives in all targeted countries.

The evaluation concludes that, overall, country interventions and strategies were strongly linked with needs on the ground. Also, support to address youth employment issues is fundamental in national contexts where capacities and policies need yet to be strengthened.

Table 2: Relevance: country interventions and strategies were strongly linked with needs on the ground	
Burkina Faso	<p>Burkina Faso has a very young population. Approximately 66% of its inhabitants are less than 25 years old. About 58% of young people aged 16 to 24 and 71% of those 25 to 35 years old are either uneducated or illiterate. Young people face serious decent work deficits: precarious labour conditions, informality and poverty. About 77% of the occupied youth are in the agricultural sector (56% of which are unpaid), 16.5% are in the non-agricultural informal economy and only 6.2% in the formal sector.</p> <p>The project’s objective was to contribute to reform the national employment policy framework through the review of the existing national employment policy (NEP). In parallel, the project aimed to support the inclusion of employment-centred objectives in the national strategy for accelerated growth and sustainable development of Burkina Faso.</p>
Ecuador	<p>The youth unemployment rate in Ecuador reaches almost 10%. The percentage of youth unemployment represents 45% of total unemployment. The proportion of workers in the informal sector is almost 40%, mostly constituted by youth women.</p> <p>Between 2012 and 2013, the ILO, at the request of the Ministry of Labour, contributed to the elaboration of the Youth Employment Strategy (YES). As a follow-up to the approval of the strategy, the Ministry of Labour, asked for support from the ILO to improve labour market intermediation and other services provided by the network of labour offices.</p>

Jordan	<p>Over 67% of the population is under 30 years of age. In 2013, the youth unemployment rate reached 31.9%. Beyond unemployment rates per se, labour market demand, labour market segmentation (refugees and non-refugees) and job quality are critical factors of the employment situation in Jordan and have long been a major concern for the government.</p> <p>In addition to an already precarious environment, Jordan has been strongly affected by the Syrian Crisis. The Syrian refugee presence seems to be placing downward pressure on wages in the informal economy, where salaries were already low. Additionally, most young Syrian refugees work in the informal economy, in difficult working conditions and for meagre pay, which puts them in very vulnerable working and social conditions.</p> <p>Jordan was a beneficiary country of the ILO/Sida Partnership Phase 2013-2014. The ILO/Sida project in 2014-2015 in Jordan focused on the establishment and operationalization of a national apprenticeship system that will benefit young Jordanians and Syrian refugees and in strengthening capacities for an improved implementation of the National Employment Strategy in the context of the Syrian refugee crisis.</p>
Morocco	<p>In 2014, the average rate of unemployment among young people reached nearly 20 per cent. Unemployment is only one dimension of the youth employment challenge in Morocco. This is coupled by high rates of informality, which amount to almost 75% of young people working in the informal sector.</p> <p>In 2014, the Ministry of Employment initiated the process for the development of a comprehensive employment strategy, with aid from the ILO. The Sida-ILO project supports the government in the development of a national action plan focusing on youth employment. The ILO also supported youth employment services and programmes delivered by the Public Employment Service (ANAPEC).</p>
Samoa	<p>Employment, and more particularly youth unemployment (at a rate of 16.4%) and underemployment, remain critical development challenges for Samoa.</p> <p>The Sida-ILO Project builds on the existing ILO support to the Samoa partnership and aims to meet the Samoan job challenge by assisting the Government in the development of the Samoa National Action Plan on Youth Employment Project (SNAP on YE).</p>
Sri Lanka	<p>Youth unemployment is a critical issue in Sri Lanka. With an unemployment rate of 19.3% for young people between 15-24 years of age, the rate for this age group remains more than four times higher than overall unemployment.</p> <p>In 2013, the government of Sri Lanka adopted a National Human Resources and Employment Policy (NHREP), which was supported by the 2012-13 Sida-ILO partnership. The main axis of intervention of the 2014-2015 Sida-ILO partnership was the formulation and implementation of a time-bound youth employment action plan that operationalizes youth employment priorities of the NHREP.</p>
Sudan	<p>The youth labour market is characterised by low participation and employment rates and high unemployment rates. Young people are more likely to be in vulnerable and informal employment. It is estimated that a total of 51.4 per cent of the working-age employed population are engaged in informal employment. Youth (between 15-24 years of age) informal employment rates were considerably higher than adults (25+ years of age), amounting to 73.6% to 46.9%, respectively. Within the youth informal employment rate, the highest rate was found among those aged between 15-19 years, at 81.3%.</p> <p>In order to support the government of Sudan in assigning centrality to employment in national policymaking, the ILO agreed to provide technical assistance in the formulation of a national employment policy and national action plan with priority on youth employment.</p>



Uruguay	<p>The unemployment rate in Uruguay currently stands at 19.7% (23.6% for young women) and 40% of the young poor are neither employed nor receiving education or training. Increasing job insecurity, decreasing wages and limited access to social protection encompass the difficulties faced by young people unable to find work.</p> <p>The ILO-Sida project gives continuity to the process initiated in 2011, when the ILO supported the National Dialogue for Employment convened by the MoL. In 2013, Parliament passed a youth employment law formulated with technical support from the ILO.</p>
Zambia	<p>In 2013 Zambia’s unemployment rate was 13.30% and youth unemployment reached 24.60%. The unemployment situation among youths is further complicated by low skill levels, which exclude the majority of young people, particularly young women, from participating in the formal labour market.</p> <p>In 2014, the government, social partners and civil society organizations formulated a National Action Plan on Youth Employment. This was supported by the 2012-13 ILO-Sida partnership. Based on this achievement, the government decided to review the National Employment and Labour Market Policy (NELMP) and to assign priority to youth employment.</p>
Zimbabwe	<p>According to the Prodoc, “In an attempt to assess what works to improve labour market outcomes of youth, the ILO’s Area of Critical Importance (ACI) “Skills and Jobs for Youth” selected TREE among a set of ILO methodologies to undergo an impact evaluation. The decision responds to (i) an increased demand from governments and social partners for rigorous evaluation of youth employment interventions, as reflected in the ILO’s Call for Action (ILO, 2012); and (ii) the severe lack of information about effective employment interventions to support youth in rural areas.”</p> <p>The evaluation could not confirm to what extent this impact evaluation was a demand from the Government.</p>

Key national stakeholders that participated in interviews confirmed that the Sida/ILO Partnership was highly relevant in their respective national contexts. Stakeholders include representatives of the Ministries of Labour, Social Welfare, Youth, Agriculture, etc., as well as Workers and Employers’ organizations, Vocational Training institutions, Chambers of Commerce, Youth organizations, etc.



3.3.4. Projects' consistency with the Implementation of the Call for Action on youth Employment and ACI2

The evaluation found that the Sida/ILO Partnership responds to the “call for action” by having taken “targeted action to tackle the unprecedented youth employment crisis”. The project also followed the call for Action’s guiding principles and policy measures in order to “guide constituents in shaping national strategies and action on youth employment”. Country level interventions followed an approach that took into consideration the diversity of country situations to respond to the priority of generating decent work for youth.

Furthermore, the different interventions contributed to the five policy areas included in the call for action:

- i) **policies for youth employment:** the project supported national governments with the process of drafting/reviewing NES/YEP in Sri Lanka, Samoa, Morocco, Sudan, Jordan and Zambia;
- ii) **Employability through education, training and skills:** in Jordan the project conducted several interventions to reinforce the Technical and Vocational Education Training (TVET) system; and School-to-Work Transition Surveys (SWTS) and tools were developed in Samoa, Uruguay, Jordan;
- iii) **Labour market policies:** in Uruguay the project contributed to developing the Youth Employment Law’s regulation, while in Ecuador and Morocco the project provided support to improve labour market intermediation. In Sri Lanka the ILO contributed to upgrading the capacity of the employment service centres;
- iv) **Youth Entrepreneurship and self-employment:** entrepreneurship development assistance was provided in Samoa and Sri Lanka;
- v) **Rights at work for young people:** the promotion of rights at work for young people was cross-cutting in all countries’ interventions.

Moreover, the project was found to be well aligned with the Area of Critical Importance 2: “Jobs and skills for youth” by a) supporting countries to develop and implement employment policies and programmes, with youth employment as a priority; b) building knowledge on “what works for youth employment”; and c) strengthening constituents’ capacities related to youth employment issues.



3.3.5. Current relevance

A recent study¹⁴ shows that the number of young people living on the planet has reached 1.8 billion, with approximately 85% of them living in developing and emerging economies, as well as fragile states. Also, the study underlines that while roughly a third of today's youth (621 million) —most of them women— are not employed nor receiving education or training (NEET), a billion more young people will enter the job market over the next decade.

Globally, this context emphasizes the relevance and the importance of the ILO's Decent Work Agenda and its Call for Action to tackle the youth employment crisis. In the renewed global development agenda defined by the Sustainable Development Goals, the ILO has a key role to play and its potential to contribute to the youth employment-related goals gains significance.

Youth Employment in the Sustainable Development Goals

Goal 4. Ensure inclusive and equitable, quality education and promote lifelong learning opportunities for all. Targets linked to this objective include access to relevant skills, including technical and vocational skills for employment, decent jobs and entrepreneurship.

Goal 8. Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all; includes targets to achieve full and productive employment and decent work for all; reduce the proportion of youth not in employment, education or training; and also calls to develop and operationalize a global strategy for youth employment and implement the Global Jobs Pact of the International Labour Organization.

The Sida/ILO Partnership contributed to implementing and/or complementing a vast array of initiatives to tackle youth unemployment that added to ongoing ILO efforts to reinforce national employment frameworks.

The project remained highly relevant during its implementation. However, in the short-medium term, further developments will continue to be necessary in order to: mainstream youth employment issues in sectorial policies and programmes (e.g. Industry, Agriculture, Education, TVET); fully develop ownership and reinforce key partners' involvement (e.g. unions, employers' organizations, Ministries of Finance, Industry, Education, Agriculture, etc.); and reinforce institutional capacities and implement, monitor and evaluate the different initiatives supported by the project.

Finally, the evaluator would like underline that the national stakeholders that were consulted strongly requested continued technical (and financial) support in order to consolidate and scale-up current achievements.

¹⁴ Towards Solutions for Youth Employment. S4YE Coalition (World Bank, Plan International, the International Youth Foundation (IYF), Youth Business International (YBI), RAND, Accenture, and the ILO) 2015



3.4. Effectiveness

In this section we examine the Sida/ILO Partnership 2014-15's effectiveness in the implementation of the project. This includes a review of the main results attained; their contribution in achieving the *Programme* Global and Specific objectives and Outcomes¹⁵; and the overall remaining challenges.

3.4.1. Key Results

The Sida/ILO partnership on AC2 includes 10 different country interventions, each of them comprising several outcomes, outputs and activities. Put together, the 10 projects developed literally hundreds of activities and delivered a large amount of products, making it difficult to provide a complete picture of all achievements. For this reason, the present sub-section has been included in the evaluation, so as to present a general, but also detailed, picture of the main features of each intervention.

Burkina Faso (BFA 101)

Following the socio-political instabilities that started in 2014, the project's activities had to be suspended in Burkina Faso early in 2015.

Until that moment, and according to information from the Progress Report 2014, the project was able to finalize the following expected outputs: production of a series of action-oriented analyses to establish knowledge and baseline data for the development of the national employment policy; capacity-building workshop for the tripartite Permanent Technical Committee of the National Council for Employment and Vocational Training; provision of technical support to the development of a strategic plan for the National Employment Agency; and advisory services on the inclusion of employment in the national budget and in the State's programming and budgeting process.

Sudan (SDN 109)

The Sida/ILO project in Sudan supported the government and social partners in the country in mainstreaming youth employment in the national development frameworks and building national capacities to inform policy dialogues.

1. Mainstreaming youth employment in national development frameworks

In 2015, the Government of Sudan launched a five-year Economic Reform Programme that prioritizes employment issues. The ILO provided financial and technical support to the national policy development process, including the delivery of research and diagnostic work, particularly with regard to labour market data and the macroeconomic framework.

¹⁵ Please refer to the Results Framework included in section 3.1: Validity of the Project's Design.



The ILO also supported the inclusion of employment-centred concerns in the Darfur Development Strategy (2013-2019).

2. Building national capacities to inform policy dialogues

The ILO promoted debates, consultation meetings, technical workshops and capacity development programmes for all concerned partners. Through the partnership with the ITC in Turin, the project also facilitated building specific knowledge on key topics such as Decent Work for Youth, pro-employment macro policies and employment-intensive programmes.

Zimbabwe (ZWE 101)

In 2010, the ILO initiated the Training for Rural Economic Empowerment (TREE) program in Zimbabwe, with funding from the Danish Government. The principal objective of TREE was to promote income generation and local development in rural areas for the poor, underemployed, unemployed, informal workers and disadvantaged groups¹⁶.

In an attempt to assess what works to improve labour market outcomes of youth, the ILO's Area of Critical Importance (ACI) "Skills and Jobs for Youth" selected TREE among a set of ILO methodologies to undergo an impact evaluation.

Through the "Evaluating the impact of a youth-focused Training for Rural Economic Empowerment in Zimbabwe (ZWE 101)" project the Sida/ILO Partnership allocated resources to conduct the *Impact evaluation of the training for rural economic development (TREE) Program in Zimbabwe.* A final draft was delivered by the consultants hired to conduct the evaluation to the ILO in December 2015.

Ecuador (ECU 158)

The Sida/ILO project in Ecuador contributed to strengthening the capacity of the Public Employment Service (PES) in the provision of services to disadvantaged young people. Among the products developed by the project to support the PES, it is important to highlight the following:

- Production of information material about the services provided by the PES.
- A needs assessment of young people's educational needs, labour supply, and entrepreneurship in the cities of Quito, Guayaquil, Manta and Babahoyo; and a Vocational Guidance Services Manual with a specific section addressing the needs of young people.

¹⁶ Impact evaluation of the training for rural economic development (TREE) Program in Zimbabwe. Consulting Report Prepared for the International Labour Organization (ILO). Final Draft. December 2015



- An analysis of the labour demand and training needs of the employment market and development of a prospective analysis of job opportunities available to young people in businesses located in the cities of Quito, Guayaquil and Manta.
- Formulation and validation of a proposal of incentives to labour integration of the youth, based on the demand of the ILO constituents and on international good practices.
- Development of a digital platform that links labour demand and education opportunities in Quito, Guayaquil and Manta.

Jordan (JOR104)

The ILO/Sida project 2014-2015 aimed at supporting the National Employment Strategy (NES) and the National Apprenticeship System. Additionally, the project focused on the consolidation of the work undertaken as part of the Sida/ILO partnership in 2012-13. This included a number of youth employment initiatives in support of the ACI 2 strategy with funding from other donors. The main results achieved include:

1. Support to the National Employment Strategy

In order to assist the Ministry of Labour (MoL) in updating the National Employment Strategy and to adapt it to a changing market following the Syrian crisis, the ILO is carrying out an evaluation of the NES. Although the evaluation was still in discussion when this evaluation was conducted, the ILO and the Ministry of labour agreed on the main recommendations, one of them being the inclusion of Syrian workers in the Jordan labour market.

2. Support to the establishment of a National Apprenticeship Framework

The ILO project contributed to strengthening workplace-based learning practices and upgrading informal apprenticeships. All relevant stakeholders (Training providers, chambers, trade unions) participated in project activities and a National Apprenticeship Framework with upgraded informal apprenticeship practices was agreed.

3. Skills testing and certification

Through the Sida/ILO partnership in 2012-13, the ILO provided technical support to the Centre of Accreditation and Quality Assurance (CAQA) to establish a framework of minimum requirements for testing and certification. In 2015 the ILO finalized and published the Manual on Skills Testing and Certification.

4. Support to Improve the quality of training

The ILO, in collaboration with the International Youth Foundation (IYF), implemented a pilot initiative for upgrading informal apprenticeships in the auto-repair sector. The pilot



project's objective is to help tackle high youth unemployment in Jordan by providing young people with skills that are in demand in the labour market.

Through the ILO's project "Applying the G20 Training Strategy", funded by the Russian Federation, a component on Skills for Trade and Employment has applied the ILO's Skills for Trade and Economic Diversification (STED) methodology in the Food Processing & Beverage and Pharmaceutical sectors to identify the skills that will need to be strengthened for future success in international trade.

Finally, through The Work4Youth Project funded by the MasterCard Foundation, a country-wide school-to-work transition survey (STWS) was implemented and policy implications were discussed during a national policy dialogue event. Based on the STWS and in collaboration with the Jordanian MoL and the Department of Statistics, the ILO is drafting an in-depth report on youth employment and transition to the labour market entitled "Labour market transitions of young women and men in Jordan".

5. Support to ETVET evidence based strategies

The ILO contributed to the revision of key Performance Indicators of the Employment, Technical and Vocational Education Training (ETVET) system and built the capacity of ETVET funding partners (main TVET executing agencies in the country) to report against agreed key performance indicators.

Morocco (MAR 101)

With the support of the Spanish and Swedish Governments and ILO's resources, the ILO provided technical advisory services and continuous backstopping for the formulation of the National Employment Strategy. The ILO is also supporting the MoL in the development of a National Action Plan (NAP) with a focus on youth employment. Additionally, with the financial support of the Government of Canada, the ILO contributed to strengthening the Public Employment Service (ANAPEC).

1. Formulation of the National Employment Strategy

The formulation process was supported by the ILO through consultation meetings, technical workshops, analysis of the labour market and its main constraints; assessment of the employment creation capacity of different sectors (e.g. industry, tourism) and the disadvantages facing specific groups targeted by the strategy (particularly disadvantaged youth); as well as comprehensive capacity development programmes for all concerned partners throughout.

The National Employment Strategy covering the period 2015-2025 prioritizes measures targeting young women and men. The final document was presented and discussed at the Steering Committee in February 2015 and adopted by the Government's Cabinet on 2 July 2015.



The ILO facilitated the establishment of an Inter-Ministerial Committee that is tasked with the development of the strategy. A series of consultations were organized with a view to broadening the scope of the strategy to other key actors including the social partners, the Central Bank, the Ministry of Finance and other sectorial ministries, as well as representatives of local authorities. Finally, the ILO also supported diffusion and communication on the NES.

2. Development of a National Action Plan on youth employment.

The NAP is to be developed by 3 Thematic Working Groups under the supervision of the Inter-Ministerial Committee. The ILO hired 3 national consultants to coordinate the Working Groups, which in turn are supervised and backstopped by an international consultant and the Employment Specialists at ILO HQ and the Cairo Office. Although the working groups have not yet been officially established, consultants and ILO experts are preparing thematic drafts which will be submitted to the working groups for discussion once they are formally constituted.

3. Support to the Public Employment Service (ANAPEC)

The ILO contributed to creating the PES' (ANAPEC) capacity to deliver specialised services for low-skilled youth and young people living in rural areas. With the financial support of the Government of Canada, the ILO provided technical advice to improve existing services and develop new ones. The ILO also supported trainings for ANAPEC staff on new methodological approaches to better address non-qualified job-seekers.

As a result of this support, the ANAPEC prepared for the opening up of employment services to non-qualified job-seekers. Selected offices are already providing services to the new target group. Counselling sessions adapted to the needs of non-qualified job-seekers were tested in July 2015 and are being implemented since September 2015.

Samoa (WSM 126)

The project aimed to strengthen national capacities on youth employment, support the Government in the development of the Samoa National Action Plan on Youth Employment (SNAP-YE) and promote job creation and enterprise development in the climate change sector.

1. Strengthening national capacities on youth employment

The project contributed to strengthening national capacities on youth employment by conducting institutional capacity assessments and organizing capacity building workshops and events on youth employment. The head of Youth Division took part in Decent Work for Youth training at the ITC in Turin. An awareness-raising event on youth employment was also conducted during the United Nations' conference on Small Islands Development States.



Additionally, a series of key Policy documents were produced including: A Situational Analysis of Youth Employment for Samoa; SWTS 2013 Substantive Analysis; Policy briefs on youth employment; Development of Factsheets of Green Jobs and Green Works in Samoa; Policy Brief on job creation potential in climate change sector.

2. Support to developing the Samoa National Action Plan on Youth Employment (SNAP-YE)

The project was instrumental in the formulation of the SNAP-YE. The ILO provided technical support to review and mainstream youth employment into the Samoa National Employment Policy, carry out a youth employment situation analysis and stockage of existing youth employment policies and programmes and to conduct the SNAP-YE Inception workshop with constituents. The ILO also conducted a substantive analysis of the STWS 2013 as an input to the SNAP-YE.

On April 2015 the Government of Samoa endorsed the National Action Plan on Youth Employment (SNAP-YE) and launched it in December. The focus is on strategies for employment creation and skill strengthening. The ILO also promoted the establishment of an institutional framework to coordinate, monitor and report on the implementation of the SNAP-YE.

3. Promotion of job creation and enterprise development in the climate change sector.

A partnership between the International Labour Organization and the Ministry of Natural Resources and Environment (MNRE) officially commenced in August 2015 in order to jointly work on exploring youth employment opportunities within the climate change and environment sector.

A pilot project on the green sector was implemented through a partnership between the International ILO, the MNRE and the Samoa Red Cross Society, in which fifteen young men and women participated under the technical supervision of the Disaster Management Office of the MNRE.

Sri Lanka (LKA 102)

At the outset of the project, a change of government required a revision of the project, after which an agreement was reached with the newly established government that the project would focus on: 1) the implementation of youth employment priorities of the National Human Resources and Employment Policy (NHREP) and Youth Policy; and 2) the establishment of partnerships for the implementation of interventions to improve both quantity and quality of employment of disadvantaged youth. The main results are:



1.1. Support the elaboration of a new youth employment action plan

The project supported the national government with the process of drafting a new youth employment action plan through a series of background studies, consultations and drafting of the 2016-2020 NAP. The NAP was validated on December 2015.

However, the Inter-ministerial committee on youth employment was never officially created. Monitoring of the plan will be carried out within a subcommittee of the Monitoring mechanism, of the NHREP policy, currently hosted by the Department of Manpower and Employment.

1.2. Capacity building labour market institutions and social partners design employment and career guidance interventions targeting disadvantaged youth.

The project supported a systematic revision of existing employment programmes and conducted a training needs analysis for department staff carrying out labour market programmes. As a result, a specific training activity focusing on employment service and active labour market policies was designed and implemented.

The project supported the Department of Manpower and Employment (DME) to produce teacher and student manuals for career guidance which will surely become the universal tool to carry out career guidance sessions in schools.

1.3. Support to public employment services to cater for youth job matching, career guidance and employment.

The project provided assistance to the MoL and the DME to upgrade the capacity of existing PES, including:

- Providing material support to National PES (furnishing and IT support) and assistance for the design of a new employment services public web portal to serve job seekers and employers in facilitating a match between supply and demand.
- Financing fellowships for key technical staff within the Ministry of Labour who attended the ILO regional training on employment service centres in Laos.
- Designing and delivering training for employment service officers focusing on employment counselling and employment service delivery, self-employment and entrepreneurship and active labour market policies. As a result of the training and interaction, a new operational plan for the implementation of the DME rural employment programme, combining elements of career guidance, mentoring and access to capital, was designed and submitted to the department for future implementation.



2.1. Youth employment public-private partnerships on internships and job fairs

The project assisted the Employers' Federation of Ceylon to set up a new internship scheme aimed at providing university students coming from disadvantaged backgrounds on-the-job training in order to bolster their employability and to set up an electronic internship-matching platform. The project also supported several job fairs and organised dissemination activities on labour rights and responsibilities for youth at the work place.

2.2. Youth employment public-private partnerships with on the job training

The project promoted, coordinated and co-funded (with MAGA enterprises) a public private partnership involving the National Apprentice and Industrial Training Authority and MAGA enterprises to implement a pilot project intended to allow young people without previous certification to benefit from formalized training in the work place.

2.3. New tools promoting knowledge of youth labour rights and existing support to young entrepreneurs

The project contributed to increasing awareness of labour rights amongst young people. In collaboration with the National Institute of Labour Studies, the project developed a facilitator manual on jobs rights for young people, national legislation and soft skills. It also carried out six facilitator training sessions for public institution staff members regularly interacting and advising youth on employment related matters.

Furthermore, the project assisted the National Enterprise Development Agency of Sri Lanka to develop an online platform for young people to access information and services on entrepreneurship and enterprise development.

Uruguay (URY 155)

The programme's strategy focused on articulating existing youth employment and training as well as social integration policies by contributing to the development and application of the Youth Employment Law, as well as to improve monitoring and evaluation functions of public institutions engaged in the implementation of youth employment measures. The strategy also centered on generating knowledge on good practices regarding learning policies and programmes and school to work transition. In addition, support has been provided to the Ministry of Labour and social partners on youth employment and training issues.

1. Support to the development and application of the Youth Employment Law

The ILO provided technical inputs to the youth employment law regulatory decree that included contributions on training policies and learning/apprenticeship contracts and an analysis of its applicability in Uruguay. Other inputs included capacity building for social partners and their participation in social dialogue forums on youth training employment



policies and promoting collaboration and coordination among government agencies with responsibilities on training and employment.

The Regulations of the Youth Employment Law were approved in April 2015, allowing the Government to initiate its implementation at a national level. The Law sets the directives that normalize and put into operation the *first work experience* (Primera Experiencia laboral) and the *protected youth employment* (Trabajo Protegido Joven) contracts, along with training internships in companies.

In accordance with the aforementioned law, the MoL's National Directorate of Employment (DINAE) has created a Management Unit of the Youth Employment Law to manage employment contracts and apprenticeships. An Inter-Institutional Commission for the promotion of Decent Youth Work has also been formed in order to articulate and coordinate training and employment policies focused on youth.

2. Support to improve monitoring and evaluation

The ILO organized a workshop on monitoring and evaluation of the Youth Employment Law for technical staff working in monitoring and evaluation activities within the MoL, INEFOP (Instituto Nacional de Empleo y Formación Profesional), INJU (Instituto nacional de la Juventud) and UTU (Consejo de Educación Técnico Profesional)

The ILO also drafted a document entitled *Contributions to design an evaluation and monitoring system for the law on youth employment* (Aportes para el Diseño de un Sistema de Evaluación y Monitoreo de la Ley de Empleo Juvenil) in order to provide inputs that can facilitate the process of building such Monitoring and Evaluation (M&E) system.

3. Knowledge generation on good practices

The project, in collaboration with the ILO's CINTERFOR (Centro Interamericano para el Desarrollo del Conocimiento en la Formación Profesional) conducted national analyses in ten countries of the Latin American and Caribbean region and constituted a significant contribution to the global ILO analysis on apprenticeships and school-to-work transition programmes.

4. Capacity building on youth employment and training

The project provided technical assistance to the MoL and social partners on youth employment and training issues and social dialogue processes. The main activities included: support to the MoL to celebrate an international meeting on STWS related issues and a workshop on active employment policies focused on the rural youth. The project also supported the *Convención Nacional de Trabajadores-National Worker Convention* (PIT-CNT) to conduct the "Trade Union Training on youth employment" as well as regional meetings with young union members to discuss the Youth Employment Law and explore further areas of participation for young unionists.



Zambia (ZMB 127)

The main objective of the project was to finalize the National Action Plan (NAP) on Youth Employment which was developed under the 2012-13 Sida/ILO Partnership. The project provided technical assistance to the Government of Zambia and social partners in order to review the National Employment and Labour Market Policy (NELMP) and thereby ensure the prioritization of youth employment.

1. Support to the NES and NAP-YE

The ILO facilitated consultations with various youth organisations to identify youth priorities for the NELMP. A position paper was presented to the government to report on the revised employment policy. The ILO also provided technical input and lobbied for the government's prioritisation of youth outcomes, which facilitated the development of the policy and its accompanying action plan. Furthermore, the ILO provided technical input and facilitated the development of the national Monitoring and Evaluation (M&E) framework for the Ministry of Youth and Sport.

The revised National Youth Policy and its accompanying National Action Plan on Youth Empowerment and Employment (NAPYE) was adopted by the Cabinet in June 2015 and was officially launched by the President of the Republic on International Youth Day, August 12th 2015.

2. Support to Workers' and Employers' organizations and other national partners

Following the review of the National Youth Policy, the Zambia Congress of Trade Unions (ZCTU) amended its Constitution to include a chapter on youth participation and developed a youth policy. The ILO provided technical input for the elaboration of the ZCTU's youth policy.

The employers' organisation, the Zambia Federation of Employers (ZFE), was also supported to pilot the National Internship Programme. Thirty interns in the pilot were placed in ZFE member companies. The Minister of Youth launched the pilot programme and called in other corporates to collaborate with the programme.

The project also supported the Ministry of Higher Education to develop the entrepreneurship education training policy.

Additionally, the System Wide Action Plan (SWAP) was negotiated and launched in Zambia in 2015 with the active participation of the ILO. The SWAP will be managed under the UNCT with collaboration of all UN Agencies, the Ministry of Youth and Sports and youth organizations. It is expected that the "Employment Window" of the SWAP will contribute to the implementation of the NAP-YE.



3.4.2. Achievement of the Programme Outcomes and Objectives

The progress towards the achievement of the project outcomes and objectives could not be fully assessed through Programme-level indicators because they were not available. Therefore, **the evaluator assessed the main results achieved** (please refer to the previous sub-section) **and their contribution to the Programme's outcomes and objectives**. A section on the main challenges faced can be found at the end of this chapter.

Global Objective: ILO member states develop and implement evidence-based policies; time-bound action plans and programmes that meet the youth employment challenge (P&B ACI 2)

The SIDA-ILO Partnership 2014-15 made an important contribution in supporting P&B Outcomes 1&2 and ACI 2: *Jobs and Skills for youth*, as it assisted targeted countries to: mainstream youth employment in sectorial and/or national development plans; contribute to making skills training more relevant and accessible; strengthen employment services; develop policies and action plans and programmes that meet the youth employment challenge; and develop knowledge and capacities for youth employment.

Specific Objective 1: *More women and men have access to productive employment, decent work and income opportunities (P&B outcome 1)*

The Sida/ILO partnership was a **valuable factor in reinforcing the enabling environment** which contributes to strengthen the potential for *more women and men to have access to productive employment, decent work and income opportunities*. **This was achieved through mainstreaming employment and youth employment issues in national sectorial policies and/or national development frameworks in Sudan, Morocco, Zambia and Uruguay.**

Also, **the results achieved under Specific Objective 2 -P&B Outcome 2-** and its related Outcomes -P&B indicators 2.2, 2.4 and 2.5- **are strongly linked and contributed to this objective.**

Outcome 1.1: *Member States, with ILO support, integrate national, sectorial or local employment policies and programmes in their development frameworks (P&B Indicator 1.1.)*

Originally, the Sida/ILO Partnership aimed to *provide support to Burkina Faso in integrating jobs into the Strategy for Accelerated Growth and Sustainable Development* and to *integrate Decent Work principles in Sudan's national development framework*.



However, the socio-political instabilities that occurred in Burkina Faso in 2014 had direct implications and delays on the implementation of the project.

Notwithstanding the suspension of activities, the evaluation found that **the programme was very effective in contributing to mainstreaming employment and youth employment issues in national sectorial policies and/or national development frameworks.** The ILO contributed to reinforce links between youth employment and national policies, programmes and laws in Sudan, Morocco, Zambia and Uruguay.

In the case of **Sudan**, the Government launched a five-year Economic Reform Programme (2015- 2019) that prioritises employment issues by setting the target of reducing the overall unemployment rate to less than 15%. Also, employment-centred considerations were included in the Darfur Development Strategy (2013-2019).

In **Morocco**, youth employment is prioritized in the National Employment Strategy for 2015-2025. **Zambia** has mainstreamed youth employment in the Revised Sixth National Development Plan 2013-2016. Additionally, the creation of employment for youth is one of the main objectives of the Industrialisation and Jobs Creation Strategy and the Affirmative Action on youth empowerment and job creation in the transport and construction sector, impulsed by the Government.

In **Uruguay** the Regulations for the Youth Employment Law were approved in April 2015.

At the outset of the current Sida/ILO phase in **Jordan**, Youth Employment was already integrated in the National Employment Strategy and in the Employment, Technical and Vocational Education Training (ETVET) Strategy,

It is also worth noting that the initiatives carried out in **Ecuador** were strongly linked with the National Employment Policy (NEP), the National Youth Policy and the National Development Plan (*Plan Nacional del Buen Vivir*). Also, in **Samoa**, employment and youth employment are a government priority, and employment promotion is pursued by the National Development Strategy (2012-16), while youth employment is prioritized in the National Youth Policy (2011-15).



Specific Objective 2: Skills development increases the employability of workers, the competitiveness of enterprises and the inclusiveness of growth (P&B Outcome 2)

The ILO/Sida partnership contributed to this objective by evaluating the methodologies and results of Zimbabwe’s TREE Project; by contributing to improve the quality of relevant and more readily accessible training in **Jordan**; generating knowledge on training needs and labour demand in **Ecuador and Jordan**; strengthening employment services in **Ecuador and Morocco**; and promoting public and private partnerships in **Sri Lanka**.

The ILO/Sida partnership was also instrumental in **developing policies and programmes** to promote productive employment and decent work **for young women and men in Jordan, Morocco, Samoa, Sri Lanka, Uruguay, and Zambia**.

Outcome 2.1: Member States, with ILO support, make relevant training more readily accessible in rural communities (P&B Indicator 2.2.)

The Sida/ILO interventions showed a high degree of effectiveness in making relevant training more readily accessible.

In Zimbabwe, and with the objective of producing evidence on “what works and why” in order to improve youth employment interventions and the labour market conditions of young people, the ILO conducted the *Impact evaluation of the training for rural economic development (TREE) Program*, however, the evaluation could not confirm to what extent does this impact evaluation contribute to tackle the youth employment challenge.

In addition, a needs assessment of young people's training needs and an analysis of the labour demand and training needs of the employment market were developed in **Ecuador**.

In **Jordan**, the Sida/ILO partnership contributed to making training more readily accessible by supporting the establishment of a National Apprenticeship Framework and a framework of minimum requirements for testing and certification. Moreover, with funding from other donors, the partnership developed several initiatives to improve the quality of training and support to ETVET evidence based strategies. However, their application will remain limited until young people, especially those working in the informal sector; TVET institutions and employers, become aware and start taking advantage of these developments.

These are interesting initiatives, full of potential, which could be further developed, replicated and scaled-up, provided (external) technical and financial support were available.



Outcome 2.2: Member States, with ILO support, strengthen employment services to deliver on employment policy objectives (P&B Indicator 2.4.)

The Sida/ILO partnership proved to be effective in strengthening employment services in targeted countries.

This was the case in **Ecuador**, where the ILO contributed to reinforce the role of the Public Employment Service in the delivery of services to disadvantaged youth, as well as in Morocco where the ANAPEC'S capacities to provide employment services to non-qualified job-seekers were increased.

However, the evaluation found that there is still room to further reinforce the PES in both countries and to scale-up initiatives nationwide.

Outcome 2.3: Member States, with ILO support, develop and implement policies and programmes to promote productive employment and decent work for young women and men (P&B Indicator 2.5.)

The project was effective in providing support to develop and implement policies and programmes to promote productive employment and decent work for young women and men.

The ILO provided support in the following activities: updating of the National Employment Strategy in **Jordan**; formulation of the National Employment Strategy and a National Action Plan with a focus on youth employment in **Morocco**; development of the **Samoa** National Action Plan on Youth Employment, and stimulated “green works” in climate change sector; elaboration of a Youth Employment Action Plan in **Sri Lanka**, and also public-private partnerships to encourage youth employment (see Outcome 2.1. above); development and application of a Youth Employment Law in **Uruguay**; and the elaboration of the National Youth Policy and the National Action Plan on Youth Empowerment and Employment in **Zambia**.

However, implementing national policies and programs is a process that will take time and considerable technical, human and financial resources. The evaluator believes it is too early in the process for these national policies and programs to have significant effects in creating youth employment opportunities.



Specific Objective 3: Support to the implementation of country-level initiatives (GLO 927)

The global product was effective in supporting country initiatives and also focused on two priority areas of the ACI2 strategy: Knowledge development and sharing and Capacity building. The global product of Sida also contributed to the ILO global product GLO 104 on youth employment last biennium.

However, the global product could not collect and systematise the rich experiences and processes generated by the Sida/ILO partnership 2014-15 nor promote the exchange of experiences and cross-fertilization among counties and regions. Some testimonies also point towards the need to revise the training modalities, so they can be more country level oriented.

Outcome 3.1: Knowledge development and dissemination (Global Component 1)

The Programme undertook various pieces of knowledge development including (i) a paper on “youth employment trends across economic classes” containing global, regional and country examples in the distribution of employment and labour market status by income groups of young people; (ii) a literature review of programmes on youth employment and livelihoods in developing economies, including an overview of the characteristics of major employment programmes implemented over the last years in order to better understand how these interventions reach and benefit disadvantaged youth; and (iii) the development of a training module on “reflecting youth employment challenges in national employment policies” that was presented in the annual employment policy course in September 2015.

A platform for sharing good practices on “what works in youth employment” is being developed. This will be a public website that will offer information on what works to improve labour market outcomes for youth and will include information on good practices, impact research, events and a discussion forum.

The expectation is that this platform will contribute to the dissemination of good practices on “what works for youth employment” to help shape evidence-based interventions in the near future. Nevertheless, it is worth mentioning that while this platform is based on several ILO databases, it did not collect and systematise the rich experiences and processes generated by the Sida/ILO partnership 2014-15.

Also, several national stakeholders pointed out the need to promote the exchange of experiences and cross-fertilization among counties and regions.



Outcome 3.1: Technical support and capacity building (Global Component 2)

Through the global product, a group of employment, technical cooperation and programming specialists at ILO HQ supported the RO and CO in drafting and formulating project documents. Also, a large group of ILO experts from several departments at HQ and RO provided technical backstopping to the projects' implementation.

However, as mentioned before, coordination and communication between countries and project management and also among ILO HQ staff themselves, needs to be reinforced.

The draft modules of the Decent Work for Youth training package that were developed in 2013 have been revised and finalised and were published in 2014-2015. A training on "Decent Work for Youth" took place at the ILO's ITC in Turin in 2015. Representatives of the tripartite ILO's constituents of Zambia, Sudan, Jordan, Samoa and Uruguay participated in the training programme.

Apropos the ITC Turing trainings, some national stakeholders expressed their opinion on the need "to train institutions, not individuals" which implies the need to revise the training modalities, so they can be more country level oriented.



3.4.3. Remaining challenges

The accomplishments of the “Sida/ILO Projects” are significant. However, in order to deploy its potential effects and impact on youth employment, the results achieved still need time and support to be fully matured and developed. Likewise, some significant challenges still need to be addressed.

Although national stakeholders confirmed that the level of awareness on decent work concepts and youth employment issues is relatively high among MoLs across countries, this does not seem to hold true for other economic and labour market institutions and actors.

Along these lines, while the project invested a great deal of effort in developing capacity building activities on decent work, youth employment; national employment services; employment services and active labour market policies and career guidance, obtaining excellent results, most of the stakeholders interviewed, especially in Africa, Asia and the Pacific, manifested that full institutional capacities have not yet been completely installed. Furthermore, as mentioned before, several national stakeholders pointed out the need to revise the training modalities; and also, the need to promote the exchange of experiences and cross-fertilization among countries and regions.

The different country interventions have shown enormous progress in supporting national partners in revising and/or formulating policies and programmes to promote productive employment and decent work for youth. However, the greatest challenge -implementing, monitoring and evaluating these policies and programmes- still lies ahead.

Although, across the board, the Ministries of Labour show a high degree of ownership of policies, plans and programmes supported by the Sida/ILO (except in the case of **Sri Lanka** where a very key and well informed stakeholder expressed that: “*the National Action Plan was never fully bought into by any of the National stakeholders*”¹⁷), they are only one of the many concerned actors in their implementation.

Moreover, their employment-generating capabilities are relatively reduced. There is therefore a pressing need to mainstream youth employment matters in sectorial policies and plans (industry, agriculture, tourism, education, skills, etc.) and to promote ownership, participation, collaboration and synergies with and within the responsible institutions and the main economic and labour market actors.

Furthermore, in countries like **Morocco**, where decentralization is gaining an important momentum, there is a need to move forward in the “regionalization” of the NAPs, which will require the participation of regional and local stakeholders and a whole new process of awareness rising, capacity building, planning, coordination and funding.

¹⁷ Source: document review



There is a common need across countries to further disseminate the different policies, plans, programmes and initiatives on youth employment sponsored by the Sida/ILO in order to reach national citizens at large and the youth in particular, especially the disadvantaged and “hard to reach”. This is illustrated by a few examples detailed below.

Several **Zambian** stakeholders pointed out that young people hardly know about the national action plan on youth employment and that very few have the means to access relevant information about it. In a lesser degree, similar situations affect the new employment services targeting the disadvantaged youth in **Ecuador or Morocco**.

In **Jordan**, the National Apprenticeship Framework can make a difference in youth employment. However, the framework could benefit from further support, especially regarding communication and dissemination, in order to reach young people interested in apprenticeships and those already participating in one. It is also important to further advocate to attract employers and enterprises interested in training apprentices. Additionally it is necessary to keep advancing in formalizing the employer-apprentice relationship and in giving apprentices a worker status. Regarding testing and certification, it is important to strengthen the trust of employers in CAQA licenses in order to help youth transition into the labour market.

Besides, **Uruguay** faced other challenges. The level of ownership of the youth employment law by employers’ organizations is very low, thereby hindering its diffusion among their members and resulting in a low level of awareness among enterprises and entrepreneurs. This, in turn, makes it difficult for the youth to take advantage of new hiring modalities. There is also consensus among the tripartite bodies that the Law’s regulation can be further improved, and all of them agree that, after giving some time to its implementation, its results and impacts should be evaluated in order to provide informed inputs to, eventually, revise it and introduce improvements.

Additionally, there is consensus among the Programme key stakeholders in all concerned countries on the need to strengthen the MoL’s institutional capacities to effectively pilot, implement, monitor and evaluate the NES and NAPs, as well as to reinforce operational capacities of the inter-institutional/steering committees.

Although in **Morocco** an inter-ministerial committee was officially created, it has not yet begun to operate. This situation is delaying the elaboration of the National Action Plans. In **Jordan**, at the project’s inception, the NES execution was shifted to the King Abdullah Fund for Development, where a new monitoring and implementation unit was established. By the time this evaluation was being conducted, some stakeholders informed that the monitoring and implementation unit was moved back to the MoL, although it is not clear if this unit is operational.



In **Sri Lanka** the Inter-ministerial committee on youth employment was never officially created. Following the August elections, the subsequent new institutional setting suggested that the intent to create such a committee was no longer in existence. According to some sources¹⁸, monitoring of the plan will be carried out within a subcommittee hosted by the Department of Manpower and Employment.

Regarding the pilot initiatives on job creation (e.g. **Samoa, Jordan, Zambia, Sri Lanka**) the reduced time and budget available limited their scope, reach and number of beneficiaries. According to key informants, these experiences were successful and could be further developed and replicated. Also, the labour market intermediation experiences (i.e. **Ecuador, Morocco, Sri Lanka**) hold potential to be scaled-up nationwide.

As a final point regarding country interventions, most of the national stakeholders interviewed expressed concern about the availability of sufficient public budget to provide funding to the different initiatives, plans and programmes developed.

To close this section and apropos the sharing of good practices, it was mentioned before that trough the global product a platform was developed during the 2014-15 phase. Therefore it is hoped that it will contribute to the dissemination of good practices on “what works for youth employment” to help shape evidence-based interventions in the near future. Nevertheless, it is worth saying that, while this platform is based on several ILO databases, it did not collect and systematise the rich experiences and processes generated by the Sida/ILO partnership 2014-15.

¹⁸ Source: Document review

3.5. Efficiency

This section examines to what extent the outputs achieved are derived from an efficient use of financial, material and human resources, and whether the budget allocated is justified by the results obtained.

Although the Sida-ILO Partnership's kick-off was delayed, thereby reducing the implementation time, most of the products were delivered as expected and with satisfactory quality, as confirmed by key stakeholders.

The project was executed in close consultation and collaboration with ILO national and regional offices and HQ Departments to ensure a high standard of implementation. ILO experts and national Institutions and consultants participating in the project were professionally competent and have largely contributed to the timely delivery of the foreseen products and results.

Based on the data provided to the evaluator by the ILO, the total allocated budget to the Sida/ILO Partnership 2014-15 was US \$ 3,826,646.03. The following table shows the allocation budget to the global product and the countries' interventions.

Table 2: Sida/ILO Partnership 2014-15 Budget allocations				
Country	CPO Title	Project administrative unit	Technical backstopping unit	Total allocated US\$*
Global Product	GLO 927	EMPLOYMENT	YEP	760,386.87
Burkina Faso	BFA 101	DWT/CO-Dakar	CEPOL	365,314.58
Ecuador	ECU 158	DWT/CO-Lima	DWT/CO-Lima	241,151.91
Jordan	JOR 104	RO-Arab States/DWT-Beirut	RO-Arab States/DWT-Beirut	279,483.78
Morocco	MAR 101	CO-Algiers	CEPOL	204,568.82
Samoa	WSM 126	CO-Suva	YEP	390,602.98
Sri Lanka	LKA 102	CO-Colombo	CEPOL	441,848.77
Sudan	SDN 109	DWT/CO-Cairo	DWT/CO-Cairo	401,232.23
Uruguay	URY 155	DWT/CO-Santiago	DWT/CO-Santiago	228,355.99
Zambia	ZMB 127	CO-Lusaka	CEPOL	443,625.04
Zimbabwe	ZWE 101	CO-Harare	YEP	70,075.06
TOTAL				3,826,646.03

*Source: ILO: Corrigendum. Sida/ILO Partnership 2014-17 (phase I) 2014-15 Budget Adjustment. September 14 2015



The table above shows that the allocation for implementing the countries' projects amounts to US \$ 3,066,259 (80% of the total). The remaining 20% (US \$ 760,386.87) corresponds to the global component. This budget distribution among the global product and the countries' interventions is consistent with the *Sida-ILO Partnership Agreement 2014-17*.

The overall budget allocations to the global product and the different country interventions are considered to be lined up with the development of the Partnership as a whole, and to the results achieved in the countries. Based on previous evaluations and on the opinions collected among key stakeholders, the evaluator considers that the allocations to the different countries –in relation with the activities conducted and the results achieved- are relatively modest. Moreover, some of the stakeholders consulted for the evaluation highlighted that the “country allocations were small”.

The evaluation's assessment of the Sida/ILO partnership's efficiency is very positive, based on the good relationship between the resources spent and the high quality products which were generated.

This was possible thanks to a very good articulation between ILO efforts and national priorities in the countries and the high quality of ILO staff and its coordination with national partners. ILO staff at country level had both the technical skills and experience in working with government bodies, tripartite constituents and other key stakeholders groups involved to ensure a high standard of implementation. Additionally, the standard of support offered by ILO at HQ and RO levels was high and based on substantial prior experience in employment, youth employment, skills and many other areas of expertise related to the Partnership implementation. These have been fundamental factors of success.

Primary and secondary data collected by the evaluator confirm that the interventions were managed and implemented with the participation and support of a considerable amount of national partners and a very large number of experts from several ILO Departments and Offices, which reduced costs and increased efficiency.

Furthermore, the Sida/ILO Partnership was able to link to other ILO projects funded by other donors which led to synergies and cost-sharing, thereby leading to improved efficiency.

Most stakeholders questioned were of the opinion that the project took full advantage of the available resources and generated synergies and complementarities to maximize project resources.

Taking into account: that the ILO/Sida Partnership comprised a global product and 10 country interventions in four different regions (Latin America, Asia and the Pacific, Arab States and Africa); the range of interventions conducted (knowledge generation, capacity



building, policy development, support to employment services, etc.); the number and quality of the products generated; and the number of stakeholders involved; the evaluator concludes that the Sida/ILO Partnership 2014-15 made indeed an efficient use of financial, material and human resources, and thus, that the relationship between the financial resources invested and the results obtained is highly satisfactory.



3.6. Potential Impact and Sustainability

Potential impact relates to the strategic orientation applied in influencing wider and long-term development changes. That is, the contribution of the Sida/ILO Partnership programme and project interventions towards the implementation of the ACI 2 strategy and the follow-up plan of the Call for Action. Sustainability refers to the prospect interventions' achievements can be continued or even scaled up and replicated by national partners after the ILO assistance has been completed.

It was challenging for the evaluator to accurately address these issues for a number of reasons, including the wide scope of the Programme and the varied national contexts and enabling environments in which the different projects were implemented. Moreover, the lack of impact indicators and *ad-hoc* monitoring tools for data collection/analysis and monitoring reports, constitute additional constraints for the evaluator to assess potential impact and sustainability.

3.6.1. Potential Impact

The continued assistance provided by the ILO to some member states has been instrumental in including employment and youth employment priorities in national sectorial policies and/or national development frameworks. As it is, decent work and youth employment have gained in importance in national development agendas in countries like Sudan, Morocco, Zambia, Uruguay, Ecuador or Samoa.

National Employment Strategies and Youth Employment Plans (Morocco, Samoa, Zambia, Jordan, Sri Lanka) have the potential to promote job creation in the medium to long term, provided they are embedded in sectorial plans and endorsed and supported by economic actors with potential for employment growth.

Informal apprenticeship frameworks and skills training and certification schemes (Jordan) can contribute to facilitate the youth to access the labour market by providing relevant training, linking them with employers and having their skills recognized. There is also potential for workers in the informal economy to move towards formal employment.

The support provided to public employment services (Ecuador, Morocco) has the potential to improve the delivery of services with regards to career guidance and mentoring, orienting the youth to relevant training options and job demanding sectors, as well as to help job searchers and employers in enabling linkages between supply and demand.

In Uruguay it is expected that the Law on Youth Employment, given its specific contract modalities and the articulation of existing youth programs, could promote the inclusion of young people in vulnerable situations into the labour market. Likewise, it is expected that the Law will increase young peoples' opportunities to access their first employment. Through interviews with MoL and union representatives, it appears that the new



regulation is having some incidence in informal workers becoming formalized by their employers thanks to the incentives for hiring young people included in the Law.

Capacity-building activities aimed at ILO's constituents and other national partners delivered through in-country workshops, meetings and training courses at the national and global levels (ITC in Turin) resulted in increased capacity to address youth employment challenges and reinforced skills for engaging in the policy shaping processes. These activities also improved constituents' ability to help young people access the labour market and improve their knowledge of labour rights.

Knowledge development and research activities conducted under the global product, as well as at the national level, contributed to develop the knowledge base on school to work transition and youth employment issues. These have the potential to strengthen the capacity of ILO and its constituents to identify interventions that "work for youth employment" and to implement effective strategies in their specific context.

3.6.2. Assessment of Project Sustainability

The projects' timeframe is an important factor in sustainability. Increasing countries' capacities to further develop their achievements and put in place enabling environments to effectively tackle the youth employment crisis requires long-term processes that cannot be summarized in the short-term timeline of the Sida/ILO Partnership 2014-15.

In general, the project has taken important steps to achieve sustainability. These include adapting activities to national contexts; developing close relationships with national actors and involving them in project activities; and strengthening national institutions. The project has also established complementarity and synergies with other ILO projects and initiatives that could help contribute to sustainability.

Overall, sustainability will depend on the level of ownership and political will; the capacities installed at the national level; availability of funding; and the involvement of constituents and key economic/labour market actors in addressing the youth employment challenge.

Ownership and political will

Overall, the interviews showed a high level of ownership of the project's objectives among Ministries of Labour, while the majority of national stakeholders declared that youth employment is very high in their respective countries' political agendas.

Mainstreaming employment and youth employment issues on national sectorial policies and/or national development frameworks in countries like Sudan, Morocco, Zambia, Uruguay, Ecuador and Samoa is a clear indicator of national ownership and political will.



This is also important because the main responsibility for creating job opportunities lies in the countries themselves and the leadership and prominence of national policies and development strategies is indispensable in the achievement of this objective.

Examples of strong national ownership and political commitment can be found in Morocco and Uruguay, just to mention two cases. In Morocco, the Inter-ministerial committee tasked to develop the NES and its accompanying NAP will be, by Government Decree, under the authority of the President and composed by a large number of Ministers. In Uruguay, during an interview with the evaluator, the Minister of Labour himself declared that youth employment is a key priority for the country's Government. Sri Lanka seems to be an exception to this rule, as according to a very relevant stakeholder, national ownership of the NAP is very weak.

Institutional Capacities

The project made significant contributions to increasing institutional capacities of, especially, but not exclusively, Ministries of Labour/Youth/Social Welfare and workers' and employers' organizations. However, as expressed by several stakeholders, there is still room to reinforce institutional learning by strengthening/adapting the training modalities; systematizing the Sida/ILO experiences and disseminating them along with other good practices on "what works" for youth employment; and by promoting the exchange of experiences and cross-fertilization among countries and regions.

While institutional capacities appear to be stronger in Ecuador, Uruguay and Morocco, than in Sri Lanka or Samoa, for example, across the board, national stakeholders declared that institutional and human resource capacities remain scarce. In this regard, national partners interviewed by the evaluator unanimously asked for continued technical and financial support from the ILO in order to strengthen their capacities to implement, monitor and evaluate policies, plans and programmes.

Financial aspects

Whereas national ownership and capacities were augmented and several countries included employment/youth employment into national planning, it remains unclear to what extent financial support will be available, especially in low-income countries where public budgets are meagre.

In these countries, continued implication from development partners, including the ILO and Sida, might be especially indispensable in the short-term so as to guarantee that the results attained to date are sustainable over the medium and long term.



Involvement of constituents and key economic/labour market actors

The likelihood of sustaining results positively correlates to the involvement of constituents and key economic/labour market actors, beyond the Ministries of Labour. Governments will therefore be required to promote mainstreaming of job-creating measures in sectorial plans, strategies and institutions, as well as in national/regional budgets, in order to support sustainability. Mobilizing the private sector, investors and other economic actors in supporting employment creation measures, especially among the youth, is also key to sustainability. The ILO can contribute to this with further advocacy and technical and financial support.



4. LESSONS LEARNED, GOOD PRACTICES AND CONCLUSIONS

During interviews with key stakeholders, the evaluator discussed challenges and positive results thus far in the life of the Programme. This section of the evaluation intends to highlight the most substantial lessons learned and good practices, so they can be taken into consideration for future interventions.

4.1. Lessons learned

1. Short term projects that intend to shape policies and policy-making to tackle youth employment challenges are not likely to generate a significant impact since they require mid-term and long-term processes. The issues addressed by the Sida/ILO partnership require an extended period of time to achieve, consolidate and evaluate results.
2. The reduced Programme implementation schedule, the ambitious objectives pursued by the country projects and the large amount of products to be delivered added extra pressure on ILO staff and national partners, which in some instances might have produced some unintended friction.
3. In the next phase, it is fundamental to carefully align implementation procedures to administrative and funding processes and take into account possible delays. These possible delays, along with national political agendas and institutional capacities and priorities, should also be taken into consideration when planning country-level interventions' objectives and deliverables.
4. The Sida/ILO Partnership is not aimed at local and/or short-term interventions. The highest goal of the Programme is to impact national policies. For this reason, in the mid-term, the Partnership should be based on programmatic and strategic interventions aimed at contributing to long-term outcomes. Strategic long term *programmes* would, in turn, allow for a more strategic intervention at the country level, improve the predictability of financing and setting long-term objectives for integrating youth employment into national agendas. This would also improve co-financing prospects from national stakeholders.

Such a programmatic approach would require strengthened management at ILO HQ, coordination and communication (among all ILO concerned parties) and monitoring (at programme and country level).

5. The ILO is exceptionally fit to develop interventions in the field of youth employment because it has a unique experience and technical capacities in this area. Additionally, the ILO possesses extensive knowledge of needs and support required by countries and maintains excellent relationships with its constituents (e.g. governments, trade unions, employers' organizations and civil society organizations).



4.2. Good Practices

1. Flexibility to adapt the budget and activities is essential to addressing the actual needs in beneficiary countries. In this sense, the Outcome-based funding modality and the “decentralized” funding modality which allowed adapting the different country interventions to concrete national contexts are considered a good practice and have been a key asset to project implementation.
2. Building on previous interventions and collaborating and coordinating with other ILO Employment/Skills/Youth projects have both been instrumental to successful implementation. This type of collaboration and coordination is essential to enhancing youth employment interventions’ impact.
3. Stakeholder participation has also been a key element. The ILO managed to engage with different ministries, employers’ and workers’ organizations, chambers of commerce, TVET institutions and youth organisations, among others. All these had essential parts to play since they were jointly responsible for implementing the project.
4. The mobilization of ILO departments, experts and offices (HQ, regional, sub-regional and national offices) around youth employment and the support they provided to the project is not only considered a good practice but also contributed largely to successful implementation.
5. The Sida/ILO Partnership allowed for applying different approaches to tackle the youth employment challenge. This produced an extensive variety of experiences and practices that could feed the knowledge base on “what works” in youth employment and also be adapted and replicated in different contexts.



4.3. Conclusions

The following chapter presents a **synthesis of the conclusions drawn from the analysis of the findings** and is organized in correspondence with the six evaluation sections: Validity of the Project's Design; Project Management; Relevance and Strategic fit; Effectiveness; Efficiency; Potential Impact and Sustainability.

4.3.1. Validity of the Project's Design

The evaluation concluded that the selection of country proposals followed a well laid out pattern and was based on a set of comprehensive and relevant selection criteria. The Project Outlines were developed through a thorough process of consultations that provided sound and informed technical inputs by several ILO experts (at HQ, RO and NO level) for the project formulation process. This insured that the interventions took into account specific country requests and on-going initiatives on youth employment, which have the potential to increase national ownership and sustainability.

Although in the project's conception a "gender strategy" was not particularly detailed, the evaluator found that, in its implementation, gender issues were integrated in a satisfactory way.

The evaluation found strong linkages between the *Programme* and: Country Programme Outcomes (CPOs); Programme and Budget (P&B) 2014-15 Outcomes (1 and 2) and Indicators (1.1., 2.2., and 2.5); the Area of Critical Importance 2; and the ILO Call for Action on the Youth Employment Crisis.

Overall, the projects were aligned with and complemented the main initiatives put in place in the targeted countries to tackle youth unemployment. Likewise, the Sida/ILO Partnership was able to link to other ILO projects and resources, and interventions funded by other donors which contributed to improved relevance, efficiency and sustainability. Also, the ILO/Sida Partnership 2014-15 took into consideration the recommendations highlighted in the Final Evaluation of the Partnership Programme's Previous Phase (2012-13).

The Programme support 2014-2017 divides Sida's contribution into two different phases, according to the ILO biennial programming and allows Sida funding to respond to the biennial goals of the ILO. However, due to some initial delays, the project only became operational in beneficiary countries at the beginning of 2015, thereby reducing the actual implementation time to just one year.

The reduced implementation time generated some challenges at field level. Interaction with different stakeholders at country level, as well as setting up of institutional frameworks, took a considerable amount of time. Also, project's implementation at country level had to adapt to the different administrative and political paces, timings and



agendas that take place in each country, which in some cases slowed down project execution.

Addressing the youth employment challenge necessarily requires long-term processes and interventions which will take longer than the life-span of the project to be fully developed, consolidated and measured.

The Global Product and the country project documents included detailed logFrames that were the basis to work-plans which, in turn, guided the implementation of the different interventions at both levels. However, a common Programme LogFrame was not developed and a global monitoring system wasn't systematically applied. The "Sida/ILO partnership" was thus managed and monitored as 10 different and independent interventions or projects (plus one Global Product).

While the programme monitored progress towards CPOs and provided inputs for the ILO Implementation Report regarding progress towards the achievement of the project-related P&B Indicators and Outcomes, there is still room to reinforce the Programme design towards a more *results based management and reporting-oriented* approach.

4.3.2. Project Management

The division of duties in project management between CEPOL and YEP resulted in diluted and unclear management, coordination and reporting responsibilities. Also, some stakeholders pointed out that the project lacked a "visible" and "officially" designated project coordinator.

These factors affected action and decision making and directed efforts away from a more operational and strategic implementation. Notwithstanding these limitations, the project delivered most the expected products on time, thereby reaching a high degree of efficacy and efficiency; overall, ILO staff in the countries showed a high level of satisfaction with the technical support received, although, some were of the opinion that communication between countries and project management was not optimal.

Project staffing seems to have been scant at the country level. Moreover, in some cases the capacity of the Sida/ILO focal points to assist the project was limited in some countries because they had other responsibilities and had little administrative and logistical support.

The ILO involved and worked closely with key stakeholders and institutions in all countries. National partners had key roles as they were jointly responsible for implementing the different project interventions. Also, the project received adequate political, technical and administrative support from its national partners.

The ILO highly appreciates the Outcome-based funding modality as it contributes to reinforcing ILO work in core areas and allows for resources to be grouped in order to reach the P&B outcomes. Furthermore, the funding's flexibility allowed the ILO to be more



agile while the decentralization of funds facilitated adapting activities to each country's needs and context. However, several ILO staff members expressed concern that the existing financial structures and procedures were not flexible enough to adapt to unexpected circumstances.

Project staff established suitable arrangements (HQ/RO and country level) for carrying out project implementation and verifying progress against work-plans. This allowed interventions to adapt to country specific contexts and be responsive to political, legal and institutional environment and challenges.

However, the evaluation found that although some monitoring tools were put in place at HQ level, data collection and analysis were not systematically conducted and *internal monitoring reports* –to inform and be used by the programme management- were not put in place. A similar situation was found to be true for *monitoring reports*¹⁹.

Monitoring tools and reports, conceived as a *systematic and routine collection of information* from *projects* and *programmes* would allow for results, processes and experiences to be documented. In turn, this would permit better steer decision-making and learning processes; enhanced learning from experiences to improve practices and activities in the future; reinforcement of internal and external accountability of resources and results; and lessons learned about “what works on youth employment”.

4.3.3. Relevance and Strategic fit

Overall, the evaluation found that the project had a very high relevance in supporting ILO and Sida's priorities. The promotion of Decent Work has been a longstanding common objective between the ILO and Sida and the Sida-ILO Partnership Programme's focus on youth employment is based on shared objectives and principles between Sweden and the ILO.

Globally, the evaluation found the project particularly relevant. As much as two-thirds of the young population in some developing economies are either unemployed, irregularly employed (usually in the informal sector) or neither in the labour force nor in education or training²⁰. In this context, the importance of tackling the youth employment challenge, the need for strengthening both the employability and employment levels and enlarging opportunities for sustainable livelihoods for young people stand out as high priorities for the ILO and its Member States.

All national interventions were demand-based and proved relevant in order to address the youth employment challenges identified in each country. These interventions are strongly

¹⁹ Ecuador, Sri Lanka and Samoa produced final progress reports that substantially vary from one to another, both in content and format, and were found to be more descriptive than analytic.

²⁰ Source: Global Employment Trends for Youth 2013: A generation at risk. International Labour Office. Geneva, 2013



linked and contribute to the DWCPs/CPOs, which in turn are based on consultations with ILO constituents and their priorities and national development objectives. On the other hand, the Sida/ILO Partnership supports and complements prior/on-going ILO youth employment initiatives in all targeted countries.

The evaluation also found that the Sida/ILO Partnership responds to the “call for action” and is well aligned with the Area of Critical Importance 2: “Jobs and skills for youth”.

In the renewed global development agenda defined by the Sustainable Development Goals, the ILO has a key role to play and its potential to contribute to the youth employment-related goals gains significance.

The project remained highly relevant during its implementation. However, in the short-medium term, further developments will continue to be necessary and all the national stakeholders that were consulted strongly requested continued technical (and financial) support in order to consolidate and scale-up current achievements.

4.3.4. Effectiveness

The SIDA-ILO Partnership 2014-15 made an important contribution in supporting P&B Outcomes 1&2 and ACI 2: *Jobs and Skills for youth*, as it assisted targeted countries to: mainstream youth employment in sectorial and/or national development plans; contribute to making skills training more relevant and accessible; strengthen employment services; develop policies and action plans and programmes that meet the youth employment challenge; and develop knowledge and capacities for youth employment.

The Sida/ILO partnership was an important factor in reinforcing the enabling environment which contributes to strengthen the potential for *more women and men to have access to productive employment, decent work and income opportunities (P&B outcome 1)*. This was achieved through mainstreaming employment and youth employment issues in national sectorial policies and/or national development frameworks in Sudan, Morocco, Jordan, Zambia and Uruguay.

The ILO/Sida partnership also contributed to P&B Outcome 2 by evaluating the methodologies and results of Zimbabwe’s TREE Project; by contributing to improve the quality of relevant and more readily accessible training in Jordan; generating knowledge on training needs and labour demand in Ecuador and Jordan; strengthening employment services in Ecuador and Morocco; and promoting public and private partnerships in Sri Lanka. The ILO/Sida partnership was also instrumental in developing policies and programmes to promote productive employment and decent work for young women and men in Jordan, Morocco, Samoa, Sri Lanka, Uruguay, and Zambia.



4.3.5. Efficiency

The evaluation's assessment of the Sida/ILO partnership's efficiency is very positive, based on the good relationship between the resources spent and the high quality products which were generated. This was possible thanks to a very good articulation between ILO efforts and national priorities in the countries and the high quality of ILO staff and its coordination with national partners. Additionally, the standard of support offered by ILO at HQ and RO levels was high and based on substantial prior experience. These have been fundamental factors of success.

The interventions were managed and implemented with the participation and support of a considerable amount of national partners and a very large number of experts from several ILO Departments and Offices, which reduced costs and increased efficiency. Furthermore, at various points, the Sida/ILO Partnership was able to link to other ILO projects and resources, and interventions funded by other donors which led to synergies and cost-sharing, thereby leading to improved efficiency.

The Sida/ILO Partnership 2014-15 made an efficient use of financial, material and human resources, and thus, the relationship between the financial resources invested and the results obtained is highly satisfactory.

4.3.6. Potential Impact and Sustainability

Potential Impact

Decent work and youth employment have gained in importance in national development agendas in countries like Sudan, Morocco, Zambia, Uruguay, Ecuador or Samoa.

National Employment Strategies and Youth Employment Plans have the potential to promote job creation in the medium to long term. Informal apprenticeship frameworks and skills training and certification schemes can contribute to facilitate the youth to access the labour market. The support provided to public employment services has the potential to help job searchers and employers in enabling linkages between supply and demand.

Capacity-building activities resulted in increased capacity to address youth employment challenges and reinforced skills for engaging in the policy shaping processes. Also, Knowledge development and research have the potential to strengthen the capacity of ILO and its constituents to identify interventions that “work for youth employment” and to implement effective strategies in their specific context.



Sustainability

The projects' timeframe is an important factor in sustainability. Increasing countries' capacities to further develop their achievements and put in place enabling environments to effectively tackle the youth employment crisis requires long-term processes that cannot be summarized in the short-term timeline of the Sida/ILO Partnership 2014-15.

In general, the project has taken important steps to achieve sustainability. These include adapting activities to national contexts, developing close relationships with national actors and involving them in project activities and strengthening national institutions. The project has also established complementarity and synergies with other ILO projects and initiatives that could help contribute to sustainability.

Overall, sustainability will depend on the level of ownership and political will; the capacities installed at the national level; availability of funding; and the involvement of constituents and key economic/labour market actors in addressing the youth employment challenge.



5. RECOMMENDATIONS

The Sida/ILO Partnership Phase I (2014-15): ACI 2 was highly relevant and the execution was conducted with efficacy and efficiency, thereby generating significant results. Constituents and national partners that were consulted in this evaluation requested further assistance from ILO and the donor community in order to consolidate the results achieved to date. The following recommendations are based on the findings made in this evaluation and stem from the lessons learned and conclusions. The recommendations may be useful for the ILO if it intends to continue implementing “Jobs and skills for youth” initiatives with its own resources and/or other donor funds.

1. *Maintain support to national efforts in current countries*

Addressed to: ILO, national partners and donors

Priority: High. Implementation time: short-term

To the extent possible *continue to support countries under the current phase to further mature and develop the achieved results*, either through Sida funding, ILO regular budget or other donors’ contributions. A possibility could be to include funding for pipeline CPOs under the global product, decentralize when the country becomes a target county and then do some final work (centralized) when the country is under maintenance. This would be a planning period of 3 biennia. Further interventions might also consider recommendations 2, 3, and 4.

2. *Support to NES/NAP implementation and monitoring*

Addressed to: ILO, national partners and donors

Priority: High. Implementation time: short-term

This should be feasible by: (i) reinforcing communication campaigns and channels in order to disseminate the different initiatives among the population in general and youth in particular. (ii) Providing further support to strengthen national capacities in implementing, monitoring and evaluating policies, plans and programmes; and reinforcing the Ministries of Labour’ institutional capacities to pilot the process. (iii) Promoting the inclusion of job-creating measures in sectorial plans and strategies of public and private institutions, and also in national/regional budgets; and strengthening advocacy to mobilize the private sector, investors and other economic actors in supporting the implementation of job creation oriented measures. (iv) Mainstreaming youth employment into workers’ and employers’ organizations strategic/sectorial plans. (v) Supporting the formulation of regional (decentralized) NAPs and/or the inclusion of youth employment priorities in regional/departmental development plans (where relevant). (vi) Building the capacity and knowledge of sectorial donor groups (where available/relevant), to mainstream youth employment issues into their intervention priorities and strategic plans.



3. *Asses the results of selected interventions*

Addressed to: ILO, national partners and donors

Priority: Medium. Implementation time: mid-term

This could be done by: (i) Developing monitoring and evaluation methodologies and conducting national and regional training workshops in order to build and transfer national partners' capacities to monitor and/or conduct evaluations of youth employment initiatives. (ii) Conducting assessments of selected Sida/ILO Partnership interventions (e.g. Green jobs initiatives in Samoa; Support to PES in Morocco/Ecuador; TVET interventions in Jordan; etc.)

Also, Uruguay seems to offer a good opportunity to document the preliminary results of the Youth Employment Law. The results could be discussed and validated by the tripartite constituents and the ILO could chair and moderate the discussions.

4. *Provide additional support to labour market inclusion initiatives*

Addressed to: ILO, national partners and donors

Priority: High. Implementation time: short-term

This may be done by: (i) Further reinforcing labour market intermediation services and expanding effective experiences nationwide. (ii) Assessing pilot initiatives on job creation developed through the Partnership and select successful experiences to be further developed in order to widen their scope, reach and number of beneficiaries. (iii) Strengthening informal apprenticeship frameworks, certification schemes and skills training initiatives.

5. *Formulate a Common Programme Document* (instead of 11 different project documents)

Addressed to: ILO

Priority: High. Implementation time: short-term

The Programme Document should be based on a sound theory of change and a global results framework. Countries and RO could elaborate and submit brief concept notes to inform the global pro-doc and, once approved, initiate consultations with the tripartite constituents and other relevant national partners for the elaboration of national pro-docs and work-plans (log frames). It would be wise to define outcomes and deliverables that could realistically be achieved in a 12 to 16 month timeframe.



6. Appoint a Programme coordinator/team

Addressed to: ILO

Priority: High. Implementation time: short-term

A person/team should be officially appointed as Programme Coordinator(s), and be given strong responsibilities to coordinate and monitor the Programme: the designated coordinator/s should be given responsibilities in IRIS to manage the budget of the global product as well as supervise the staff financed by the Partnership. The coordinator/s should have the outcomes of the Partnership outlined in his/her BoC²¹ and the BoC should specify how his or her work contributes to them. The BoCs of the staff funded by the partnership should also reflect their contribution to the programme

The Sida/ILO Partnership ACI 2 was jointly managed by CEPOL and YEP, both located within the ILO EMPLAB Branch, which attenuated the operational management, coordination and reporting. It would therefore be advisable to place the Programme coordination directly under the EMPLAB Director.

7. Define clear and agile procedures for reallocating funds

Addressed to: ILO

Priority: High. Implementation time: short-term

When working with decentralized funding it is essential for the ILO to define clear and agile procedures for reallocating funds in cases of political instabilities or unfavourable enabling environments.

8. Strategic and long-term Sida/ILO Partnership

Addressed to: ILO and Sida

Priority: High. Implementation time: Medium-term

The 2015-16 Phase could offer the opportunity to establish the foundation of a future strategic and long-term Sida/ILO Partnership, based on the future ILO Strategic Plan and Swedish Cooperation priorities.

9. Adopt a “programmatically approach”

Addressed to: ILO and Sida

Priority: High. Implementation time: Medium-term

Rather than focusing on separate CPOs, the ILO/Sida partnership on youth employment should adopt a “programmatically approach”. In other words, a long-term and strategic array

²¹ Beginning of Cycle” (BOC) form: a requirement of the ILO Performance Management Framework



of specific, yet interconnected (by a robust global component) interventions that contribute to higher objectives: P&B outcomes, Call for Action and Sustainable Development Goals. This approach would further contribute to recommendations 10, 11 12 and 13.

The design process of such strategic and long term programme should be based on participatory national consultation with all key stakeholders and assisted by the ILO Offices (national and regional) and experts. The design should also take into account the different national institutional and political agendas.

The Logical Frameworks need to be well designed. This involves developing Programme and country-specific Logical Frameworks, and a “SMART” definition of Objectives, Outcomes and Indicators.

Budgets should be designed to meet the needs and costs of actions that will differ, taking into account different contexts and resources already available in each country. Funding should be sought to make sure that the budget is sufficient to fully staff the project and implement activities with maximum impact.

Also, ILO should further elaborate the countries’ selection criteria and, very importantly, introduce “enabling environment” considerations in order to improve the relevance of the programme in the country context as well as the prospects for ownership, efficacy, efficiency, impact and sustainability.

Well-performing monitoring processes and instruments need to be put in place to provide a holistic monitoring and evaluation framework, with an emphasis on measuring results and outcomes²².

10. Strengthen Results Based Management

Addressed to: ILO

Priority: High. Implementation time: short-term

This could be done by promoting horizontal (ILO HQ) and vertical (ILO HQ - RO/CO) integration of global and regional/national youth employment issues into decision making, while at the same time reinforcing collaboration, coordination and synergies among ILO departments, experts and offices. This would also strengthen monitoring through the development of *Programme and country level* comprehensive monitoring systems.

²² IPEC’s CMES (Comprehensive Monitoring and Evaluation System) could serve as a reference for such M&E framework



11. Consolidate multidisciplinary teams of experts around youth employment initiatives

Addressed to: ILO

Priority: Medium. Implementation time: Medium-term

Combine expertise, experience and resources that contribute to improve the “ILO added value” of the interventions and to increase the effectiveness, efficiency and impacts of its results.

12. Reinforce capacity building and knowledge dissemination

Addressed to: ILO

Priority: Medium. Implementation time: Medium-term

This can be achieved through the exchange of experiences and cross-fertilization among countries and regions; reinforcing/adapting training modalities so they are more effective in training “institutions” rather than “individuals”; and systematizing and disseminating “Sida/ILO” experiences and good practices on “what works” for youth employment.



ANNEXES

ANNEX 1: KEY INFORMANTS AND PARTICIPANTS IN THE EVALUATION

Country Visits		
Uruguay		
Person	Organisation	Position
Mr. Gonzalo Graña	ILO	Project Coordinator
Mr. Enrique Deibe	CINTERFOR	Director
Mr. Fernando Vargas	CINTERFOR	Specialist, Vocational Training and HR Development
Mr. Fernando Casanova	CINTERFOR	Programme Officer
Mr. Santiago Soto	Instituto de la Juventud (INJU)	Director
Mr. Ernesto Murro	Ministerio de Trabajo y Seguridad Social (MTSS)	Ministro de Trabajo y Seguridad Social
Mr. Eduardo Pereyra	MTSS	Director Nacional de Empleo
Ms. Gabriela Rodríguez	DINAE	Asesora
Mr. Pelayo Scremini	Cámara de Industrias del Uruguay (CIU)	Director de Relaciones Institucionales
Ms. Tair Kaszta	DINAE	Responsable del Depto. De Empleo Juvenil
Ms. Natalia Vibel,	DINAE	Depto. De Empleo Juvenil
Mr. Federico Araya	DINAE	OMT
Ms. Lilián Ion	DINAE	Empleo Rural
Mr. Milton Castellano	PIT/CNT	Director del Instituto Cuesta Duarte
Ms. Tania Falero,	PIT/CNT	Responsable de Proyectos
Ms. Vanessa Bustamente	PIT/CNT	Responsable de Proyectos
Morocco		
Person	Organisation	Position
Ms. Samia Ouzgane	ILO	Project Coordinator
Mr. Mohamed BOUTATA	Ministère de l'Emploi et des Affaires Sociales	Secrétaire Général
Ms. Amal Reghay	Ministère de l'Emploi et des Affaires Sociales	Directrice de l'Emploi
Ms. Salima Admi	Ministère de l'Emploi et des Affaires Sociales	Directrice du Travail
Mr. Mourad Bentahar	l'Observatoire du Marché	Directeur

	du Travail	
Mr. Karim Isbayne	Ministère de l'Emploi et des Affaires Sociales	Directeur de la Coopération internationale
Ms. Aicha Lagdas,	National Consultant	Experte "Formation/Education "
Mr Saad Belghazi,	National Consultant	Expert économiste
Mr Omar Aloui,	National Consultant	Expert économiste
Mr Ahmed Benrida	National Consultant	Expert "Politique active du marché du travail et intermédiation
Mr. Nicolas Sarriere (skype)	International Consultant	Coordinateur

Remote interviews		
Jordan		
Person	Organisation	Position
Mr. Ahmad Albaradeen	ILO	Project Coordinator
Mr. Patrick Daru	ILO	Employment/YE specialist/Skills specialist
Ms. Maysson Amarneh	Social and Economic Council	Technical Advisor
Mr. Ibraheem Tarawneh	Vocational Training Corporation Jordan	DG Assistant for Technical Affairs
Mr. Mohammed Irshid Jordan	CAQA	Director
Ms Rana Ansari	Ministry Of labour	
Ms. Lana Babi Hani	Jordan Chamber of Commerce	Advisor
Mr. Tayseer Suleiman	Hairdressing Union	Deputy President
Samoa		
Person	Organisation	Position
Ms. Filomena Nelson	Ministry of Natural Resources and Environment	Disaster Management Organization
Ms. Jordanna Mareko	Ministry of Women, Community and Social Development	Division for Youth
Mr. Tomasi Peni	ILO	Pacific Island Countries Office Suva
Ms. Cherelle Jackson	ILO	Project Coordinator

Remote interviews		
Zambia		
Person	Organisation	Position
Mr. Benjamin Mwape	ILO	Project Staff
Mr. Alex Musindo	ILO	Director ILO-Lusaka
Mr. Kennedy Muma Mukupa	Ministry of Youth, Sports and Child Development	Acting Director of Youth
Ms Naomi Lunat	Zambia Congress of Trade Unions	National Youth Coordinator
Mr. Hilary Chilala	Zambia Federation of Employers	National Youth Programmes Coordinator
Ms. Faith Phiri	Junior Chambers International	President
Mr. Jack Chongolo	Alliance for Youth Entrepreneurs	Executive Director
SIDA		
Person	Organisation	Position
Ms. Hanna Marsk	Swedish International Development Cooperation Agency (SIDA)	Programme Manager Department for International Organisations and Policy Support/ Global Programmes Unit
ILO RO		
Person	Organisation	Position
Mr. Guillermo Dema	ILO-Lima	Especialista Regional Empleo Juvenil y Migración Laboral
Mr. Andrés Marinakis	ILO-Santiago	Employment/YE specialist
Ms. Daniela Zampini	ILO Cairo	Employment/YE specialist

ILO GENEVA	
Person	Position
Ms Giorgia Muresu	Senior Specialist, Public-Private Partnerships
Ms Maria Prieto	Youth Employment Specialist, YEP
Ms Miranda Kwong	Technical Officer CEPOL
Mr Jean Francois Klein	Head Employment Policy Department
Ms Dorothea Schidt-Klau	Head, Department manager and Coordination Unit, Employment Policy Department
Mr Valter Nebuloni	Head of YEP
Ms Naoko Otobe	Employment Specialist Employment Policy Department
Ms Azita Berar Awad	Director, Employment Policy Department
Ms Carlien Van Empel	Coordinator Development Cooperation
Mr Ramiro Pizarro	Senior Development Cooperation Officer Partnership and Field Support Department
Mr Andrea Marinucci	Desk officer for Sweden, Department of Partnerships and Field Support (PARDEV)
Mr Pawel Gmyrek	Senior Administration Officer Partnership and Field Support Department
Ms Francesca Fantoni	Programme Analyst PROGRAM
Mr Oktavianto Pasaribu	Programme Analyst - ACI2 - PROGRAM
Ms Susana Puerto Gonzalez	Youth Employment Specialist, Employment Policy Department

ANNEX 2: PROJECT REVIEW DOCUMENTS LIST

1. Web-page of the Partnership
2. Sweden – ILO Factsheet
3. SIDA-ILO Partnership Agreement 2014-17
4. 2014’s Progress Report of the Partnership Programme
5. ILO’s Implementation Report 2014-2015 SIDA countries (draft)
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14. Programme Document template for outcome-based partnerships: Jordan
15. Programme Document template for outcome-based partnerships: Morocco
16. Programme Document template for outcome-based partnerships: Samoa
17. Programme Document template for outcome-based partnerships: Sri Lanka
18. Programme Document template for outcome-based partnerships: Sudan
19. Programme Document template for outcome-based partnerships: Uruguay

20. Programme Document template for outcome-based partnerships: Zambia
21. Programme Document template for outcome-based partnerships: Zimbabwe
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36. Final Progress review for the Project “Support to Implement Youth Employment Policies and Coordinating for Youth Employment in Sri Lanka” plus handover note. ILO Project coordinator. 2015
37. Aprendizaje y políticas de transición de la educación al trabajo para jóvenes en América Latina y el Caribe - 2015- Panoramas de la formación, 4, OIT-CINTERFOR 2015
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ANNEX 3: TERMS OF REFERENCE

ANNEX 4: INCEPTION REPORT

Available as separate documents.