



*International Labour Organisation:
Promoting Decent Work For All*

Final Independent Evaluation

SIDA's support to ILO projects in the field of employment promotion with an emphasis on youth employment with particular focus on Phase II (2016-17) of the ILO-SIDA Partnership Agreement (2014-2017) on Outcome 1: "More and better jobs for inclusive growth and improved youth employment prospects"

Final Report

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List of Abbreviations

ACI	Area of Critical Importance
ACT/EMP	Bureau for Employers' Activities (of the ILO)
ACTRAV	Bureau for Workers' Activities (of the ILO)
ADB	Asian Development Bank
ALMP	Active Labour Market Policies
ANAPEC	Agence Nationale de Promotion d'Emploi et des Compétences – National agency for the promotion of employment and skills (Morocco)
CAMFEBA	Cambodian Federation of Employers and Business Associations
CB	Collective Bargaining
CEPOL	Country Policy Development and Coordination Unit
CGEM	Confédération Générale des Entreprises du Maroc – General Confederation of Enterprises in Morocco
CIE	Inter-Ministerial Employment Committee (Morocco)
CNPM	National Confederation of Employers of the Republic of Moldova
CNSM	National Trade Union Confederation of Moldova
CO	Country Office
CP	Country Programme
CPO	Country Programme Outcome
CTA	Chief Technical Advisor
DWCP	Decent Work Country Programme
DWT	Decent Work Technical Support Team
EA	Employment Agencies
EMPLAB	Employment and Labour Market Policies Branch
EMPLOYMENT	Employment Policy Department
EVAL	Evaluation Office
GED	Gender, Equality and Diversity Branch
GM	Gender Mainstreaming
GP	Good Practice
HQ	Headquarters
IDB	Islamic Development Bank
ILC	International Labour Conference
ILO	International Labour Organisation
ILS	International Labour Standards
IMC	Inter-Ministerial Committee
IOM	International Organisation of Migration
IR	Industrial Relations
ITC	International Training Centre (Turin)
JCI	Jordan Chamber of Industry
LL	Lesson Learned
LLL	Lifelong Learning
MHLSP	Ministry of Health, Labour and Social Protection (Moldova)
MLESS	Ministry of Labour, Employment and Social Security (Paraguay)
MLSA	Ministry of Labour and Social Affairs (Morocco)
MoLVT	Ministry of Labour and Vocational Training (Cambodia)

MRA	Mutual Recognition Agreement (ASEAN)
MRS	Mutual Recognition of Skills (ILO)
NAP	National Action Plan
NCCCCB	National Commission for Consultations and Collective Bargaining
NEA	National Employment Agency (both in Cambodia and in Moldova)
NEET	Not in Education, Employment or Training
NEP	National Employment Policy
NES	National Employment Strategy
NHREP	National Human Resources and Employment Policy (Sri Lanka)
OBFM	Outcome-Based Funding Modality
OBW	Outcome-Based Workplan
PARDEV	Partnerships and Field Support Department
P&B	Programme and Budget
PMP	Performance Monitoring Plan
PRODOC	Project Document
PROGRAM	Strategic Programming and Management Department
PSC	Project Steering Committee
RSK	Rabat-Salé-Kénitra - Region in Morocco
RB	Regular Budget
RBM	Results-Based Monitoring
RBSA	Regular Budget Supplementary Account
RBTC	Regular Budget Technical Cooperation
RC	Regional Council
RDP	Regional Development Plan
REF	Regional Employment Fund
REP	Regional Employment Policy
RO	Regional Office
ROAP	Regional Office for Asia and the Pacific (in Bangkok)
SD	Social Dialogue
SDC	Swiss Development Cooperation
SDG	Sustainable Development Goal
SIDA	Swedish International Development Cooperation Agency
SKILLS	Skills and Employability Branch
SM	Souss-Massa - Region in Morocco
SPF	a) Social Protection Floor b) Strategic Policy Framework (ILO's medium-term planning document)
STED	Skills for Trade and Economic Diversification
TA	Technical Assistance
TTH	Tanger-Tétouan-Al Hoceima - Region in Morocco
ToA	Training of Assessors
TOR	Terms of Reference
ToT	Training of Trainers (ToT)
TVET	Technical Vocational Education and Training
UGTT	Tunisian General Labour Union (Union Générale Tunisienne du Travail)
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UNJP	United Nations Joint Programme on Youth

UTICA	Tunisian Union of Industry, Trade and Handicrafts (Union Tunisienne de l'Industrie, du Commerce et de l'Artisanat)
WB	World Bank
WTO	World Trade Organization
XBTC	Extra-Budgetary Technical Cooperation
YE	Youth Employment
YEP	Youth Employment Policy

Executive Summary

Background and project description

Youth employment represents a global challenge in the world of work and remains a top priority concern in most countries across all regions. The ILO has been addressing youth employment challenges in a number of strategic key decisions and documents related to this challenge. Against this background, over time, the ILO has increasingly been requested to provide support in the field of youth employment to its member States. The present Evaluation Report concerns the Final Independent Evaluation of SIDA's support to ILO projects in the field of employment promotion with an emphasis on youth employment with particular focus on Phase II (2016-17) of the ILO-SIDA Partnership Agreement (2014-2017) on Outcome 1: "More and better jobs for inclusive growth and improved youth employment prospects". This Phase II supports Outcome 1 of the 2016-17 ILO Programme and Budget (P&B) on "More and better jobs for inclusive growth and improved youth employment prospects".

Objective and Methodology of the Final Independent Evaluation

The purpose of the evaluation is to assess the relevance and strategic fit, coherence and validity of design, effectiveness, efficiency, impact and sustainability of ILO's programme approach and interventions at global and country levels, and to provide inputs to the design of the next ILO-SIDA partnership agreement. The ToR for the present evaluation (see Annex 1) specifies that the evaluation report should include three components: a synthesis study analysing evaluation reports of former employment policy and youth employment interventions in the period 2012-17 (Chapter 3); a performance evaluation of all project components covered under Phase II of the current partnership (Chapter 4); and an ex-post analysis on sustainability of results and likely attribution of selected previous SIDA funded projects related to employment policies and youth employment dating back until 2012 (Chapter 5). The Work Plan and the deliverables for the evaluation is explained in Section 2.2, while the in total 24 countries selected for the different partnership phases since 2012 are specified in Table 3.1.

Findings

The findings of the evaluation are categorized according to the six evaluation criteria used throughout this report.

1) Relevance and Strategic Fit

The Synthesis Review in Chapter 3, based on three earlier evaluation reports, established that the relevance of the strategy and the interventions is quite high in terms of the needs of the recipient countries, in terms of the priorities of the Swedish Government as well as in terms of the priorities of the ILO. Sufficient attention was clearly paid to the needs of the governments, and partly also to the workers' and employers' organisations although they hardly feature among the findings or the recommendations of these reports.

The Performance Evaluation of Phase II (2016-17) in Chapter 4 found that the programme as well as most of its project interventions are very relevant to the achievement of Outcome 1, especially related to technical backstopping on employment strategies, and knowledge exchange and sharing, with great differences between the six countries involved in this phase, ranging from initial support for the development of a National Employment Policy (NEP) in Tunisia, towards building on existing NEPs through implementation of action plans and regionalisation (i.e.

Cambodia and Morocco). Regarding support to the school to work transition of young women and men and to knowledge products, a series of activities have been undertaken and assessed as relevant in this report. Overall, it was concluded that the different outcomes specified for the global component and the six countries (Annex 2) are indeed relevant to the achievement of Outcome 1, although this applies to a lesser extent to Jordan as no comprehensive NEP was targeted.

The institutionalized forum where the tripartite constituents express their needs concerns the tripartite consultation process organised by ILO Country Offices resulting in the usually five-yearly Decent Work Country Programmes (DWCP). In most of the DWCP's for the countries in question there are priorities that are particularly relevant for the present programme (see Annex 7).

The trade union situation is very different in the six countries, ranging from one centralized union in Tunisia and Moldova, to varying degrees of fragmentation in the other four countries, where their participation in country interventions is quite minimal in particular at the regional level. In large part this can be attributed to a perceived lack of capacity at both levels. With respect to the employers' organisations, either their organisations or their individual members were actively involved in selected Partnership interventions. National tripartite fora are important as a platform for discussions (cf. Annex 8) but they do not always have a decisive impact on policy development.

The selection of the six countries for the 2016-17 phase was quite a long, step-wise process, initiated by the PRODOC (2016) specifying no less than five selection criteria. It could not be established why Jordan was included in the Partnership for the third time and Cambodia and Morocco for the second time, while the other three countries are selected for the first time. Tunisia was added only in 2017 after explicit requests from the Tunisian government.

The project and programme interventions were relevant both for the Call for Action (ILO 2012) as well as for the conclusions of ILO's second recurrent discussion on employment (ILO 2014a). Furthermore, the partnership was very relevant to the various national and international development frameworks, including UNDAF and SDGs. In some countries the European Union plays an important role, for example in Moldova and Jordan. ILO's work is also very relevant for the Global Deal "Together for Decent Work and Inclusive Growth", an initiative from the Swedish Prime Minister, co-signed with the ILO and OECD. Lastly, at the national level, it is often also relevant to the priority areas of the SIDA Embassies (e.g. in Cambodia).

2) Coherence and Validity of Design

On the whole, coherence of design could have been much better and this is especially related to the structure of the programme and the lack of integrated M&E systems (further explained below under Efficiency). The 2014-15 evaluation recommended to adopt a "programmatic approach" based on a broad participatory national consultation process.

With respect to the countries, the continuity is quite limited as only *five* out of the total 24 countries were selected more than once, of which only Jordan was involved in all three phases (see Table 3.1). Nevertheless, there were several instances discussed in Chapter 4 of continuity, such as the regionalisation based on an existing NEP developed in an earlier phase. For the global component the continuity applies especially to the formulation of the Training Package.

In evaluating the coherence of design of the 2016-17 phase we need to keep the nature of the programme in mind, i.e. its piloting function. With a budget of US\$ 2.37 million for 6 countries and a global component, the intention was explicitly to pilot activities on “What Works for Youth Employment” in different contexts, as well as catalysing other activities or projects at country level.

With respect to the various phases of the ILO-SIDA Partnership since 2012 one of the main lines of continuity was through the Global Component as the countries kept on changing almost every two years (cf. table 3.1). The selection of focus countries was in part adequate to meet the project objectives, which was in particular to have a variety of contexts that could feed into the database on “What Works for Youth Employment”. However, none of the countries are *Low-Income Countries*, and most of them are relatively small in terms of population size. Lastly, no countries were selected from Sub-Saharan Africa, South Asia or the Caribbean. Tunisia was included in a later stage (early 2017) and funds were transferred from Paraguay and Jordan after quite a long process of dialogue within ILO HQ and with the field offices. The flexibility of the outcome-based funding modality made such a transfer possible.

The project design, with a global component and six country interventions, was logical based on the objective of piloting what works in youth employment, but the resources were thereby spread thinly. It was decided not to have a full-fledged Chief Technical Officer for the project to save resources, but a coordinator for the global component who could also liaise with the country initiatives. At country level, national programme coordinators were appointed and support staff was engaged ad hoc from the ILO Country Offices. The timing was relatively short with a project period of two years only (2016-17), which was further reduced by administrative procedures, country selection and in-country staff appointment procedures. The project outputs link causally to the intended outcomes/objectives specified in the PRODOC (see Annex 2). It would have been better, though, if a comprehensive Log Frame would have been included in the PRODOC instead of one that only relates to the Global Product. As it happens, separate PRODOCS were developed for each of the six countries.

The capacity of various project’s partners were only partly taken into account in the project’s strategy and means of action. The countries were generally chosen when the national government was involved in developing a NEP. However, the capacities of regional governments, and (regional) employers’ and workers’ organisations were not as such taken into account, and many stakeholders suggested that these required substantial capacity building efforts. In addition, employers’ and workers’ organisations are often involved in quite separate types of project intervention, and rarely are involved jointly.

The coherence and the complementarity between, on the one hand, the global component, and on the other, the six selected countries is very clear. The global component offered a service platform to support country level interventions by providing a wide range of resources. There was also some degree of feedback of the country activities into the global products’ development, but there was little contact among the six countries.

3) *Effectiveness*

The 2012-13 evaluation concluded that the partnership was *effective* in achieving the proposed outcomes either in terms of Global Products or country-specific results, and the 2014-15 also was

quite positive on effectiveness. The countries in majority started to develop, or strengthened their NEP and YE Policies and National Action Plans (NAP) due to the projects intervention.

Both evaluations found that the Sida/ILO Partnership was able to link to a number of other ILO projects and resources and to interventions funded by other donors which led to synergies and cost-sharing. In addition, ILO resources have been used for leveraging or as “seed resource”, and a number of examples have been provided in Section 4.3.

Concerning the cross-cutting issue of gender, it was found that although in the project's conception a gender strategy was not particularly detailed, in its implementation gender issues were generally integrated in a satisfactory way. The IndevelopAB (2015) review underlined enhanced attention for gender mainstreaming and recommended lightly earmarked funding for gender equality programming whereby the modality for support could be through the funding of the Women at Work (W@W) Centenary Initiative. In addition, as a consequence of the recommendations on this initiative, SIDA has increased its support to RBSA and supports the W@W initiative. The other cross-cutting theme, non-discrimination, was not at all considered in the evaluations, although it was included in the ToR for the 2012-13 evaluation.

The 2016-17 Phase of the partnership has achieved the majority of its planned objectives with an estimated delivery rate of over 98% in April 2018, which was in September 2017 just over 66%. The project was extended with 3 months until the end of March 2018. The specific achievements of the global component and the countries are analysed in detail in Section 4.3 where they are compared with the outcomes and outputs (see Tables 4.1 to 4.7).

The management capacities and arrangements of the Partnership have in most cases clearly contributed to the achievements of results. In Geneva, the partnership is embedded in the Employment and Labour Markets Branch (EMPLAB) within the EMPLOYMENT Department which has been managing the programme well considering its limitations being a complicated programme in six countries with relatively limited funding. There was no single CTA, but the international ILO staff who is coordinating the global component was also compiling the regular progress reports from the six countries into one comprehensive report. The regional ILO offices provided technical inputs and at times also more management-like roles. At country level, the national programme coordinators interviewed have managed their programmes well, although they are sometimes overburdened with responsibilities in other projects. The counterparts at country level, invariably the ministries of labour, have shown themselves motivated and willing to manage their side of the programme, while Inter-Ministerial Committees have proven to be important venues for coordination and management.

The project components that were most effective for the realization of the programme's goals have to be considered in the light of the programme's goals which revolved around What Works for Youth Employment. Therefore, it was good to have a diversity of countries in combination with a global component that was to support the country initiatives and to compile best practices and lessons learned on YE. For that, the drafting of a report that collects such good practices and documents lessons learnt would be one of the most effective products for the realization of the programme's goals.

The project yielded several unexpected results or results that were unexpectedly successful, such as the UNJP on Youth in Cambodia, the On-the-job training of youth in Moldova, the great support for the REP of the elected Regional Council (RC) in the TTH region in Morocco, the attention for the involvement of the private sector, and the enthusiasm of the Employers' Organisation in Moldova about the awareness campaigns on Rights@Work.

The performance-monitoring system showed several flaws such as the Log Frame in the PRODOC which only covers the Global Component and the lack of a Theory of Change. Concerning reporting, ILO compiles detailed progress reports every three months, and annually brings together the detailed country and global component reports into the 'Systematization Report'. However, SIDA prefers a different type of reporting, which is less on country details, and more on the contribution of the partnership to overall Outcome 1 which requires a clear narrative and a Theory of Change. Concerning monitoring SIDA has been using a hands-off approach in recent years but intends to move towards more hands-on involvement for the new partnership.

The cross-cutting issue of gender was well-covered in most components of the Partnership, including gender mainstreaming in training modules, collection of sex-disaggregated data/indicators, identify women as one of the target groups of specific policy interventions, etc. In most countries there was also a (sub-) component on awareness raising on Rights at Work for young women and men which of course includes issues of gender as well as non-discrimination.

4) Efficiency

In 2012-13, the Global Component was more an entity in itself focused at the development of what were called 'Global products', without a coordinating task. Generally, coordination was considered relatively weak being divided between CEPOL (for the NEP side) and YEP (for the YE side), and in 2014-15 the EMPLOYMENT department was added as the ILO Administrative Office. The Partnership included 10 countries in 2014-15, and it was managed and monitored as 10 different and independent interventions or projects (plus one Global Product). In relation to centralized-decentralized management models the two evaluations do not agree in that the 2012-13 study concluded that a *mixed model* will be needed while the 2014-15 evaluation leans much more towards the decentralized model identifying it as a Good practice.

On overall efficiency both ILO evaluations were very positive, in particular based on the good relationship between the resources spent and the high quality products which were generated, and on the fact that the project delivered most of the expected products on time, even though two years were considered a very short time to implement the initiatives.

Both ILO evaluations were also highly positive on the Outcome-Based Funding Modality (OBFM) allowing for greater flexibility in the different activities' programming, in the administration of funds and in the creation of synergies and links with other country partners and projects. However, the IndvelopAB (2015) review looked at the longer term (beyond 2017), and found that the RBSA Funding Modality responds to a greater extent to Swedish priorities as well as to the ILO reform.

Communication between countries and project management was not optimal, and in combination with the earlier conclusion that the Partnership was managed and monitored as a series of separate and independent interventions plus one Global Product, it is clear that not much was

created in terms of synergies among country interventions, although there was potential for synergies *within* countries.

The overall findings on monitoring and evaluation are that, at the level of the countries/global components, basic M&E systems were in place, but that the links between the different systems were mainly lacking. Therefore, it was broadly recommended to strengthen the Results Based Management (RBM) system and the reporting-oriented approach.

Initially (in 2009-2011) the funding of the ILO-SIDA Partnership was centrally controlled in HQ Geneva with one Program Manager in Geneva, but this was abandoned with the pressure from within the ILO for decentralization of funding to empower country offices. Instead, ILO's EMPLAB is coordinating the programme. In Geneva tasks were then refocussed on backstopping, quality control and the global component. Country offices have been quite intensively supported by relevant employment and youth employment specialists based in DWT, RO and HQ Geneva, but project staffing at the country level seems to have been scant with little administrative and logistical support.

In terms of *expenditures*, personnel in general takes up the largest part of the budget with 57% of which 22% is for *international* staff/consultants. Training, seminars and other activities take up almost 20% (see Table 4.8). The question whether things could have been done more efficiently is a complicated one. As already discussed, with a budget of US\$ 2.3 million and six countries involved resources are bound to be spread thinly although each country had its share (of between 7 and 17%; cf. Table 4.8). It was imperative to have a coordinator in Geneva otherwise it would have been more difficult to arrive at the consolidated national reports. At country level, it was clearly required to have a national programme coordinator, and many stakeholders indicated that it would be even better if they could be dedicated programme coordinators (without other projects to monitor). Spending on seminars, training and other activities seems to have generally been done efficiently taking up just 20% of the total budget. As we have seen in the above, delivery rates are high with an average of over 98%, and the balance remaining of the budget is relatively small (cf. Table 4.8) indicating that project funds and activities have been generally delivered in a timely manner. However, different types of *delays* are identified such as start-up delays, changes in key government staff, delayed decision making at the regional level, other ministries' involvements, and delayed availability of government budget.

While the Global Component coordinated the progress reporting with the individual countries, there were rather limited links between the countries. Getting together to learn from each other was not really stimulated in the programme because international meetings take up relatively large parts of the budget. Attending the yearly Youth Academy in Turin was one venue to get a few selected people from the projects together, and another option in the future could be to organize *regional* meetings, workshops, and training seminars to learn from the regional lessons. Nevertheless, a few experiences with cross-fertilisation among countries were identified. In most countries the projects also acquired funds from other sources than SIDA, such as ILO's RBSA and Islamic Development Bank (IDB). The PRODOC presented a Risk Analysis for the project as a whole, not for each component and country. Three types of risks were identified and each one of them at one point or another affected the implementation of the Partnership quite substantially despite some general mitigation measures proposed. Therefore, a more detailed risk analysis would be desirable.

5) Impact

All the data presented in this report show that a project period of up to two years can be considered as a relatively short time to be able to arrive at impact, e.g. increasing countries' capacities requires long-term processes. Nevertheless, progress has clearly been made, and capacities were increased, tools developed and policies started or improved, while Decent Work and youth employment have gained in importance in national development agendas in several countries, and NEPs and YE Plans have the potential to promote job creation. The capacity of tripartite constituents was built through several modalities in the 2016-17 Phase, such as training seminars and workshops, the tripartite dialogue processes undertaken for the development of DWCP's and for NEP and REP development, mentoring and guiding the consultation process, strengthening of various institutional mechanisms, and Training of Trainers.

The ILO-SIDA Partnership has certainly contributed in different ways to the strengthening of the enabling environment at country level, in terms of the development of laws, policies, technical capacities of national and regional stakeholders, local knowledge through the national experts contracted, and of the mind-set and motivation of stakeholders. The support of the Partnership is without exception very much appreciated by stakeholders, and almost all have indicated with clear reasons that the support should be continued in the next phase and if anything they require more extensive support.

6) Sustainability

In the course of the three phases of the partnership under study, there was a positive tendency towards enhanced sustainability and ownership. The 2012-13 evaluation found that the sustainability of results was one of the issues of major concern in the partnership, whereby the possible allocation of funding in the next phase seemed of critical importance for sustainability and for maintaining commitment, indicating that ownership was not fully rooted yet at that phase. The 2014-15 evaluation was more positive and underlined that the project has taken important steps to achieve sustainability, which included adapting activities to national contexts, developing close relationships with key national stakeholders and institutions in all countries, and involving them in project activities and strengthening national institutions, implying that ownership had been enhanced.

The Performance Evaluation of the 2016-17 Phase concluded that sustainability was relatively strong because of the focus of the programme on, firstly, getting the NEP's institutionalized, and then, on providing support for the implementation of these policies both through NAP's and through REP's. To be sure, the sustainability of the NEPs is higher than those of the NAPs and the REPs because with respect to the implementation at both national and regional level the key national and regional stakeholders involved all indicated that more support is needed from ILO-SIDA and others for these processes to materialize, whereby often one area was singled out as pivotal: capacity building of the organizations involved. In *Moldova*, sustainability will be quite large once the National Employment Law will be in place. In *Morocco* and *Cambodia* we could speak of a fragile sustainability because without further support the risk of losing the momentum created by the project in the past year is looming large. In the *other three countries* sustainability is less developed for different reasons as is shown in the report (Section 4.6). As a global programme, the sustainability rests particularly on the collection of best practices and lessons learned in youth employment in all these countries at a central place for every government to be accessed and see What Works under which circumstances and in which stages of development.

Therefore, these examples should be centrally documented and made accessible for all tripartite constituents around the world.

Although the programme also pursued enhanced capacities and more informed and effective engagement of constituents, its intention was *more* to pilot What Works in Youth Employment than to guarantee sustainability within any particular country. In fact, the country that benefited three times in a row, Jordan, has not been able to arrive at a high degree of sustainability and was probably chosen each time more because of the international concern related to the refugee crisis and the large number of youth among them, than because of concerns for sustainability. In fact, the country that has the highest degree of sustainability was involved in the Partnership for the first time in 2016-17, i.e. Moldova, and at least part of that sustainability is due to the possibilities offered by the anticipated EU accession. Therefore, it seems external political factors are playing an important role in this. That being said, it is also clear that the higher sustainability in Morocco and Cambodia can be attributed to the fact that they were involved in the Partnership two times, as compared to Paraguay and Tunisia which have been involved only once.

In the PRODOC there was no explicit exit strategy proposed, and most of the six countries are expecting to be included in the next phase as well. Some country offices have already acquired additional funding for the coming year(s) such as Moldova and Morocco which are a specific kind of exit strategy. The procedures, tools and knowledge products developed by the project are expected to be replicated by other countries. For example, the Global Component produced, modified, adapted and translated training and other modules which are sustainable and which are ready to be replicated with the necessary adjustments. In the above a few concrete examples have already come up of countries that are interested to replicate certain project elements. However, the important thing is to make such procedures, tools and knowledge products readily available and accessible to other countries.

Recommendations

The recommendations relate to the six Evaluation Criteria distinguished throughout this report. In addition, a recommendation is also formulated in relation to the cross-cutting issue of gender and another one relating to the contributions to outcome 1.

Relevance and Strategic Fit

- 1) Continue NEP implementation including REP in particular in Cambodia and Morocco:**
Due to the Partnership a footprint has been made now, and this needs to be taken further, in order to reduce the risk of losing the momentum.
- 2) Continue the role played by ILO in UNDAF, and make sure to pay additional attention to the adherence to the SDGs,** in particular relating to poverty alleviation.

Coherence and Validity of Design

- 3) Design a comprehensive M&E system with an overall coherent log-frame that applies to all components of the programme with clear milestones and an appropriate Theory of Change and a solid Risk Analysis.**
- 4) Make the involved stakeholders more aware of the possibilities and benefits of exchanges between countries** whereby the Coordinator of the Global Component initiates and stimulates such cross-country exchanges through international and regional workshops (the latter with inputs from DWT/RO).

Effectiveness

- 5) **Make in the new phase substantial allocations for capacity building of the tripartite constituents**, including selected national counterparts, but certainly also regional governments and regional branches of the social partners. This needs to include such basic tasks as monitoring and reporting. It could also pay attention to **the formalisation of the informal economy**, laid down in ILO's landmark Recommendation 204 adopted by the ILO in 2015, which has received very little attention in the previous phases of the Partnership.
- 6) **Reach out more to the employers' and workers' organisations**, and enhance the undertaking of **more joint work between them**; also develop capacity building (as part of the previous recommendation) targeted at both organisations, and enhance the role of the private sector through the employers' organisations.

Efficiency

- 7) **Have a project duration of at least three years, preferably four, and try to streamline as much as possible the preparatory administrative procedures involved.**
- 8) **Make sure communication with SIDA is taking place regularly; in joint discussion a kind of steering committee could be set up, e.g. a Partnership Agreement Committee.**

Impact and Sustainability

- 9) **Set up a database and compile a report that collects good practices and documents lessons learned extracted from the global and country interventions.** This needs to be coordinated by the Global Component as its *primary* task in the new phase from 2018.
- 10) **Make sure that a new phase of the ILO-SIDA Partnership will materialize**, whereby less than six countries will be involved, some of which are lower-income countries, whereby STED will be included, and whereby synergies will be targeted with the Swedish bilateral support and global programmes. Develop a **proper exit strategy** at the outset for all the selected countries.

Cross-Cutting Issue of Gender

- 11) **Maintain a high level of attention for Gender Mainstreaming** in the global component and in the country interventions, and include it in all the M&E tools, such as Log Frame, Theory of Change and Risk Analysis.

Contributions to Outcome 1

- 12) **In the next phase of the ILO-SIDA Partnership make sure that SIDA's support is focused on "ILO's work within Outcome 1 with an emphasis on Youth Employment"**, and not on "ILO projects in the field of employment promotion". ILO and SIDA should maintain regular communication to guarantee this, and to accommodate SIDA's tendency for a more hands-on approach although the funding modality will remain similar as before, i.e. (lightly-earmarked) outcome-based.

Lessons Learned and Good Practices

Finally, from the experience gained by evaluating the ILO-SIDA Partnership in the present report three Lessons Learned (LL) and five Good Practices (GP) have been compiled in Chapter 7.

1 Introduction

The present Evaluation Report is mandated by the Terms of Reference (ToR) for the Final Independent Evaluation of SIDA's support to ILO projects in the field of employment promotion with an emphasis on youth employment with particular focus on Phase II (2016-17) of the ILO-SIDA Partnership Agreement (2014-2017) on Outcome 1: "More and better jobs for inclusive growth and improved youth employment prospects" (see Annex 1). In this report we will firstly summarize the background and context, followed by the purpose, scope and clients of the Partnership. In Chapter 2 the purpose of the evaluation and the methodology used will be explained. The actual evaluation exercise consists of three components: a Synthesis review (Chapter 3), the Performance Evaluation (Chapter 4) and an Ex-post Analysis (Chapter 5). The conclusions and recommendation are the subject of Chapter 6, while the final Chapter presents several Lessons Learned and Good Practices.

1.1 Background and Context

Phase II (2016-17) of the ILO-SIDA partnership (2014-17) supports Outcome 1 of the 2016-17 ILO Programme and Budget on "More and better jobs for inclusive growth and improved youth employment prospects". The partnership on Outcome 1 specifically supports the development and/or implementation of comprehensive employment frameworks with a focus on youth and specific actions on jobs and skills for young people.

Youth employment represents a global challenge in the world of work and remains a top priority concern in most countries across all regions. At the time when the partnership ILO-SIDA partnership agreement 2014-17 was concluded worldwide about 73 million young people between the ages of 15 and 24 were unemployed. Against this background, over time, the ILO has increasingly been requested to provide support in the field of youth employment to its member States. Its work on youth employment encompass a range of activities such as advocacy, knowledge development and dissemination, policy and technical advice and capacity building services.

ILO's work in addressing youth employment challenges has been guided by a number of strategic key decisions and documents which are discussed in the ToR (cf. Annex 1), and include:

- In 2005, the 93rd International Labour Conference (ILC) adopted the Resolution concerning youth employment which called upon maximizing the comparative advantage of ILO's unique tripartite structure in its activities to promote decent work for young people, and in particular to support employers and workers and their respective organizations in this important task.
- In 2012, a new resolution entitled '*The youth employment crisis: A call for action*' was adopted at the 101st ILC which meant a milestone for ILO's efforts to promote decent work for the youth.
- In March 2014, ILO's Governing Board endorsed ILO's strategy on "jobs and skills for youth which was formulated as part of strategic refocussing taking place in the Office during that time within the context of the Areas of Critical Importance (ACIs) initiative.
- The second recurrent discussion on employment under the framework of the 2008 Declaration on Social Justice and Fair Globalization conducted by the ILC at its 103rd session In June 2014.

ILO-SIDA Partnership 2014-2017

Sweden is one of ILO's key partners in promoting the Decent Work Agenda. In Phase II (2016-17) of the ILO-SIDA partnership (2014-17), SIDA provided a contribution of SEK 72.5 million (US\$ 8.5 million) through a combination of innovative funding modalities. The Partnership includes un-earmarked core contributions, lightly earmarked thematic funding at the level of Outcomes from the ILO Programme and Budget and specific project-based interventions.

One component of phase II of the ILO-SIDA partnership supports Outcome 1 on "More and better jobs for inclusive growth and improved youth employment prospects" of the ILO's Programme and Budget 2016-17. The innovation of the biennium is to include youth employment in a crosscutting manner under the various indicators of the mentioned outcome by giving specific attention to multipronged policies and integrated programmes that target young people.

ILO's Outcome 1 Strategy

ILO's strategy under Outcome 1 is premised on the recognition that promoting the quantity and quality of employment calls notably for: a comprehensive approach which includes coordinated demand and supply side measures, based on tripartite consultations and social dialogue, with emphasis on policy implementation, monitoring and evaluation; and, targeted action to address the youth employment crisis through a balanced approach of activation policies and protection of the rights of young women and men. The ILO aims to enhance policy advice and tools, capacity building, knowledge development in these thematic areas.

With a specific emphasis on two indicators (1.1 and 1.2) of the Outcome strategy, the partnership aims at supporting (i) the development and/or implementation of comprehensive employment frameworks with a focus on youth as well as (ii) specific actions on jobs and skills for young people. The Programme is articulated around the following three elements:

- 1) Supporting and developing comprehensive employment strategies with an emphasis on youth employment.
- 2) Supporting the school to work transition of young women and men.
- 3) Developing and disseminating knowledge products under the five policy areas of the "Call for Action".

SIDA's contribution to ILO's results

In the biennium 2016-17, the Swedish funding provided to the achievement of Outcome 1 under phase II of the ILO-SIDA partnership agreement amounted to US\$ 2.370.395. This financial contribution has been distributed across several CPOs in various countries i.e. Cambodia, Jordan, Moldova, Morocco and Paraguay (see Table 1.1). Tunisia was added as project country in 2017. The Programme is complemented by a global component that serves as an umbrella and connects the six country-level interventions.

Table 1.1: Budget for each component/country.

Project Components	Total Budget	%
Global	520,276	22
Morocco	375,453	16
Paraguay	295,000	12
Cambodia	398,260	17
Moldova	339,447	14
Jordan	263,284	11
Tunisia	178,675	8
TOTAL	2,370,395	100

The outcomes by country vary quite considerably and two separate outcomes are specified for the Global Component: see Annex 2.

Management Arrangements of the Partnership

The overall project is managed by the Employment and Labour Market Policies Branch (EMPLAB) of the Employment Policy Department (EMPLOYMENT) in ILO headquarters in Geneva which also manages the global project component. The decentralized country level initiatives are within the responsibility of the respective country offices which, depending on the interventions, are backstopped by relevant employment and youth employment specialists based in DWTs (employment specialists), ROs (youth employment specialists and focal points) and specialists in HQ.

Furthermore, the project is conducted in close coordination with Youth Employment Programme (YEP) and Country Employment Policy Unit (CEPOL) specialists. A cooperation with ITC/Turin has been established for developing and delivering training and capacity building tools and services, alongside with various technical units across HQ as well as with field offices. Cooperation with PROGRAM, PARDEV, BUD/CT and EVAL has been maintained throughout the duration of the programme to ensure consistency and alignment with the offices' internal procedures.

1.2 Purpose, Scope and Clients of the Evaluation

Purpose

The evaluation report will include three components:

- a) a performance evaluation of all project components covered under phase II of the current partnership with
- b) a synthesis study analysing evaluation reports of former employment policy and youth employment interventions in the period 2012-17 (not to be published) and
- c) an ex-post analysis on sustainability of results and likely attribution of selected previous SIDA funded projects related to employment policies and youth employment dating back until 2012.

The purpose of the evaluation combines summative and formative aspects. It will assess the relevance and strategic fit, coherence and validity of design, effectiveness, efficiency, impact and sustainability of ILO's programme approach and interventions at global and country levels

(summative) and will also be forward looking by providing findings, lessons learned and emerging good practices which together with the findings from the synthesis study and the ex-post analysis will also be used to provide inputs to the design of the next ILO-SIDA partnership agreement (formative). By this, the evaluation is supposed not only to contribute to accountability but also to on-going improvement and organizational learning.

Scope

The evaluation will cover the period 2012-17 and will lay its focus on the current phase of the partnership (2016-17) as well as on previous SIDA funded projects on employment policies and youth employment. As part of the synthesis study, the evaluation will look at two clustered project evaluations of SIDA funded projects related to employment policies/youth employment in the period from 2012 to 2017.

The first component, the performance evaluation, will particularly examine how Swedish funding provided under phase II (2016-17) of the ILO-SIDA partnership agreement (2014-17) contributed to the achievement of policy Outcome 1. It will look at all projects components including the global component and the country-level components in Morocco, Paraguay, Cambodia, Jordan, Moldova and Tunisia.

The second component, the synthesis review, will take into account two programmes of the partnership as was identified in the separate inception report for the synthesis review:

- 1) ILO-SIDA Partnership **2012-2013**: National employment policies (NEP) and Youth employment (YE); and
- 2) ILO-SIDA partnership programme 2014-17 - Phase I (2014-15): ACI 2: Jobs and skills for youth.

The third component is an ex-post analysis of a selection of SIDA funded projects related to employment policies and youth employment over the period 2012-2017. It aims at assessing the sustainability of results and the likely attribution of those previous projects including the coherence of the strategy and how current methodologies for ILO interventions (intervention models) have benefitted from previous experiences.

Clients and Main Audience of the Report

The primary clients of the evaluation are the ILO (in particular EMPLAB, concerned country offices and DWTs) and SIDA. The evaluation findings and recommendations will be useful to support future decisions regarding the ILO-SIDA Partnership and to inform the formulation of the next partnership agreement. Secondary clients are the constituents of the sampled countries.

2 Purpose and Methodology of the Final Independent Evaluation

The evaluation will be conducted in line with the ILO's evaluation policy and procedures which adhere to international standards and best practices, articulated in the OECD/DAC Principles for Evaluation of Development Assistance and the Norms and Standards for Evaluation in the United Nations System of the United Nations Evaluation Group (UNEG) from 2016.

2.1 Three Components

As indicated in the above, the evaluation will follow a multidimensional approach comprising of three components.

1) A synthesis review

A synthesis review of project evaluations of SIDA funded projects related to employment policies and youth employment in the period from 2012 to 2017 to analyse findings on the effectiveness, coherence, efficiency, relevance and sustainability/impact of ILOs work through technical cooperation projects. The synthesis review will include two clustered evaluations covering the projects under the ILO/SIDA Partnership 2012-13 and phase I (2014-15) of the current ILO-SIDA partnership (2014-17). It will examine what types of recommendations and lessons learned were reported by evaluators in the evaluation reports and whether there are any trends or recurring themes among them. Good practices will be identified. The synthesis study will not be published but its findings will feed directly into the outcome evaluation. The methodology for this review has been outlined in detail in a separate Inception Report (see Annex 3).

2) A performance evaluation

A performance evaluation approach (also known as effectiveness evaluation or summative evaluation), which determines the effectiveness, efficiency, relevance and sustainability/impact of the projects covered under phase II (2016-17) of ILO-SIDA partnership (2014-17). To this end, the evaluation will seek to determine the degree to which the objectives of the above-mentioned projects have been achieved. The selection of evaluation questions is based on the OECD/DAC evaluation criteria. These criteria are: relevance and coherence, effectiveness, efficiency, sustainability and impact. For each of these criteria a number of questions have been formulated in the Inception Report and these are listed in Annex 6.

3) An ex-post analysis

An ex-post analysis on sustainability of results and likely attribution of selected previous SIDA funded projects related to employment policies and youth employment dating back until 2012. This will also include the coherence of their strategy and how current methodologies for ILO interventions (intervention models) have benefitted from previous experiences. This analysis is based on the findings of the two other components, i.e. synthesis review and performance evaluation, which are investigated on sustainability and attribution issues as it is meant in the above, as well as on interviews with key persons who were involved in projects from previous phases of the partnership.

The performance evaluation and part of the ex-post analysis will be *participatory*. Consultations with the donor, other member States, international and national representatives of trade union and employers' organizations, ILO staff at headquarters, regional offices and in the field, United Nations partners, and other stakeholders will be done through interviews, meetings, focus group discussions, and electronic communication. The details of the stakeholders by country will be further elaborated in the Work Plan in Section 2.2.

The *gender* dimension will be considered as a cross-cutting concern throughout the methodology, deliverables and final report of the evaluation. The evaluator will collect and review data and information that is disaggregated by sex. All this information will be accurately included in the draft and final evaluation reports.

The evaluation has applied mixed methods which drew on both quantitative and qualitative evidence and involved multiple means of analysis, making it possible to triangulate the data collected. These different means of analysis include:

- 1) Synthesis review of project evaluation reports on SIDA funded projects related employment policies and youth employment from the period 2012 to 2017; the inception report for this specific review is included in the overall Inception Report (see Annex 3);
- 2) Desk review of relevant documents including ILO strategic documents, programme and project documents, progress reports, evaluation reports, and other relevant documents related to projects design and relevance. This will include among others project appraisal reports, Decent Work Country Programmes (DWCP), national action plans, national employment policies and national development plans/frameworks (see Annex 10). Since the program concerns six countries and a global component the number of documents to be reviewed is very high and the document review will therefore be focussed on the *key* documents.
- 3) Review of the evidence of follow up to relevant evaluation recommendations and use of lessons learned by ILO management (relevant reports will be identified during the visit to the HQ of ILO in Geneva; see below under item 5);
- 4) Individual and/or group interviews with key stakeholders including ILO's constituents, i.e. government, employers' and workers' organisations, as well as ILO project staff, staff backstopping the project from regional offices and HQ, donor representatives, and other key stakeholders to be identified in cooperation with the local ILO representatives and the programme coordinator;
- 5) Visit to ILO HQ in Geneva: Meetings with relevant ILO staff involved in the SIDA partnership, including from EMPLOYMENT, EMPLAB and its two units CEPOL and YEP, EVAL, PARDEV, PROGRAM and other to be identified departments or branches; Presentation of the key points from the inception report;
- 6) Field visits to 3 project countries: Out of the six project countries, three have been selected, i.e. Moldova, Morocco and Cambodia, on the basis of the following criteria:
 - Geographical spread over different continents (Europe, Africa and Asia);
 - Share of funding: Cambodia, Morocco and Moldova had the largest shares (apart from the Global Component);
 - Involvement of the countries in previous phases: Morocco was also included in the 2014-15 phase, Cambodia in 2012-13, while Moldova was not earlier included;
 - Other criteria are the specific mix of interventions and the institutional memory;
- 7) Debriefings in the three countries to be visited for the relevant ILO staff present;

- 8) An ex-post analysis on sustainability of results and likely attribution of selected previous SIDA funded projects related to employment policies and youth dating back until 2012 (as discussed in the above).

2.2 Work Plan and Main Outputs

Work plan

The total duration of the evaluation will be from December 2017 to April 2018. The time frame is based on the scope of work and methodology outlined in the previous chapters and on the resources available for the review. The main milestones and timeline are detailed in the following table:

Phase	Responsible Person	Tasks	Timeframe
I	Evaluation manager, EMPLOYMENT, SIDA	<ul style="list-style-type: none"> - Draft, circulate, revise and finalize TORs - Recruit external consultant - Initial briefing of consultant 	December 2017 & January 2018
II	Evaluation consultant, with support from the evaluation manager and EMPLOYMENT	<ul style="list-style-type: none"> - Submission of draft methodology for synthesis study - Submission of draft synthesis study - Submission of final synthesis study based on comments received - Desk review of thematic programme related documents (see Annex 10) - Inception report based on desk review and consultations 	January / February 2018
II	Evaluation consultant with logistical support by field offices	<ul style="list-style-type: none"> - On-site field visits to Geneva, to the three selected project countries (Cambodia, Moldova and Morocco), as well as to the ILO/RO in Bangkok; for the details, see Annex 4 - Consultations with national partners 	February 2018
III	Evaluation consultant	<ul style="list-style-type: none"> - Skype and telephone interviews with staff from RO/DWT in Cairo, Budapest, Santiago & Amman with a SIDA representative, with technical staff from those countries which have not been included as field visit destinations, key persons involved in previous phases of the partnership, and with other stakeholders to be identified - Desk review and information from field visits consolidated into draft report 	February/ March 2018
IV	Evaluation consultant and evaluation manager	<ul style="list-style-type: none"> - Draft report circulated among stakeholders - Consolidate comments of stakeholders and send to evaluator 	March/ Early April 2018
V	Evaluation consultant	<ul style="list-style-type: none"> - Final version of the draft report 	April 2018

Means to address risk of bias and quality control

The risk of bias has been minimized by the selection of an independent evaluator who has not been involved in any of the ILO-SIDA projects and programmes which will be evaluated here.

Quality control of the outputs of the evaluation will be the main responsibility of the Evaluation Manager of ILO/EVAL who will be invited to review and comment on the draft report, and who will be responsible for the final approval.

Limitation

The present assignment is a very complex one, involving a global component and six countries with widely varying outcomes (cf. Annex 2), three different types of analysis (synthesis review, performance evaluation and ex-post analysis), and a series of missions to five countries (3 project countries, HQ-Geneva and DWT-Bangkok). Logistical arrangements will be complex and time-consuming, while the number of global and country/project-specific documents and reports to be reviewed is very substantial. In addition, a series of skype interviews were held (see Annex 5). As a result, this report has become more extensive than anticipated at first, but for quick reading the Executive Summary and/or the Concluding Chapter (6) can be used.

Main outputs

The following written outputs will be provided:

- a. a synthesis study analysing previous evaluation reports on SIDA funded projects on employment policies and youth employment from the period 2012-2017 (not to be published);
- b. an inception report with an agreed evaluation design (methodology, evaluation questions);
- c. a draft evaluation report answering the agreed evaluation questions and not exceeding 60 pages (excluding annexes);
- d. a final evaluation report including lessons learned, emerging good practices and recommendations; and
- e. an evaluation executive summary according to the ILO guidelines and template.

All drafts and final outputs, including supporting documents, analytical reports and raw data will be provided in electronic version compatible with the software Microsoft Word for Windows.

Management Arrangements

The evaluation manager, Mr. Ulrich Eisele, from the ILO Evaluation Unit will be responsible for the overall management of the evaluation. The independent, international consultant, Dr. Theo van der Loop, will be responsible for conducting the evaluation. The details of their tasks are specified in the ToR (see Annex 1).

Background documentation on the 2014-2017 ILO-SIDA partnership and the projects included as well as logistical support for the field missions will be provided to the evaluator by the EMPLOYMENT department and the project staff deployed to the field.

3 Synthesis Review

As part of the evaluation of Phase II of the ILO-SIDA partnership 2014-2017 a synthesis review of project evaluation reports on SIDA funded employment/youth employment projects will be conducted in order to:

- 1) Synthesize findings on the relevance, coherence, effectiveness, efficiency, relevance and sustainability/impact of ILOs work through projects.
- 2) Examine what types of recommendations were reported by evaluators in the evaluation reports and whether there are any trends or recurring themes among them.
- 3) Identify and lessons learned and good practices.

The Terms of Reference for this evaluation (see Annex 1) have specified that the time period of the evaluation is 2012-2017, which is aligned with the timeframe for the performance evaluation and ex-post analysis. Therefore, the first period of the Partnership, from 2009 to 2011, is left out of the analysis. This period was in fact characterized by the centralised management of funds with a full-fledged Programme Manager in Geneva, and by the fact that activities were project-based, and not outcome-based (as was the case from 2012 onwards).

The present synthesis review will look at evaluation reports that cover the stipulated timeframe of 2012-2017. In particular, the evaluations will cover projects from the different ILO-Sida partnerships on employment policies and youth employment as follows:

- 1) ILO-Sida Partnership **2012-2013**: National employment policies (NEP) and Youth employment (YE), discussed in Section 3.1 below; and
- 2) Phase I (**2014-15**): ACI 2: Jobs and Skills for Youth, of the ILO-Sida Partnership Programme 2014-2017, discussed in Section 3.2 below.

The Inception report for this Synthesis Review has been attached as Annex 3 and for the details on purpose, management, clients, work plan and deliverables reference is made to this annex. In this inception report two evaluation reports were identified for the synthesis review:

- ILO (2014): ILO-Sida Partnership 2012-2013: National Employment Policies (NEP) and Youth Employment (YE); Final Independent Evaluation. ILO: Geneva, April 2014.
- ILO (2016): SIDA-ILO Partnership Programme 2014-17-Phase I (2014-15): ACI 2: Jobs and Skills for Youth. ILO: Geneva, May 2016.

However, through meetings at ILO in Geneva a third report was identified which also deals with the 2014-2015 Partnership:

- IndvelopAB (2015): Review of SIDA's Global Support to ILO's Decent Work Agenda. Final Report. Stockholm: October 2015.

3.1 ILO/SIDA Partnership 2012-13

The 2012-2013 partnership provided support to 11 countries for the NEP side, of which six were in Africa (Botswana, Comoros, Lesotho, Liberia, Malawi, and Mozambique), two in Asia (Cambodia and Sri Lanka), one in Americas (El Salvador), one in Central Asia (Kyrgyzstan) and one in the Arab States (Yemen). Four countries received support in the development of their Youth Employment (YE) side, i.e. El Salvador (again), Indonesia, Jordan and Zambia (see Table 3.1). There was a Global Component in both the NEP as well as the YE side. The Project Budget

was approximately US\$ 4.8 million (it was divided in three parts, for NEP: i) 794,839 USD; plus ii) 2,384,708 USD; and for YE an estimated: iii) 1,700,000 USD. The evaluation's fieldwork included three countries: El Salvador and Sri Lanka on the NEP side, and Zambia, and again El Salvador, on the YE part.

Table 3.1: The Components and countries of the ILO-SIDA Partnerships in 3 different Phases (2012-13, 2014-15 & 2016-17).

Components/ Countries	2012 -2013	2014-2015	2016-2017
Global Component	NEP & YE	X	X
Countries:			
1) Botswana	NEP		
2) Comoros	NEP		
3) Lesotho	NEP		
4) Liberia	NEP		
5) Malawi	NEP		
6) Mozambique	NEP		
7) Cambodia	NEP		X
8) Sri Lanka	NEP	X	
9) El Salvador	NEP & YE		
10) Kyrgyzstan	NEP		
11) Yemen	NEP		
12) Indonesia	YE		
13) Jordan	YE	X	X
14) Zambia	YE	X	
15) Burkina Faso		X	
16) Ecuador		X	
17) Morocco		X	X
18) Samoa		X	
19) Sudan		X	
20) Uruguay		X	
21) Zimbabwe		X	
22) Moldova			X
23) Paraguay			X
24) Tunisia			X
Total Number of Countries involved	11 for NEP 4 for YE	10	6

A summary of the *Main Findings* of this evaluation study (ILO 2014) has been compiled as follows:

1. Thanks to the SIDA funding, the ILO was able to support in the implementation of a series of activities that contributed to achievements in terms of Global Products and CPOs (for both NEP and YE).
2. Overall, the NEP and YE initiatives revealed to be very relevant, in terms of country relevance, ILO's P&B 2012-2013 priorities, and financial relevance.
3. The outcome-based funding modality allowed for greater flexibility in the different activities programming, in the administration of funds and in the creation of synergies and links with other country partners and projects.
4. The project was effective in achieving the proposed outcomes either in terms of Global Products (in particular the formulation of the Training Package on DW for Youth) or country-specific results.
5. The Partnership also played a critical role in the achievement of the outcomes that each country considered as fundamental given their specific context.
6. There was a general thought among respondents that the project showed, although informally measured, high levels of efficiency.
7. Sustainability of results was one of the issues of major concern in this project, whereby the strong political commitment observed in the three countries was a positive point, while the possible allocation of a Phase III funding seems of critical importance.

8. There is another factor that may affect future sustainability: the commitment of different national stakeholders towards employment policies and their implementation may diminish if the results are not in line with the initial objectives or with the expectations.
9. Two years were considered a very short time to implement the initiatives, to see results and, as expected, to observe impacts. Respondents pointed to the excessive time that it takes to start-up projects due to administrative tasks.
10. The debate between centralized and decentralized models of management is still inconclusive, with local offices preferring decentralized management while HQ staff favours the centralized one. Moving to mixed models is an alternative to explore.
11. The experience in El Salvador shows that there may be an important space to promote synergies between NEP and YE when both components coexist in a country, and when one single, highly-skilled coordinator is appointed.
12. A number of respondents mentioned the need to include the Ministries of Finance (MoF) as permanent stakeholders.
13. Capacity building was one of the most solid and useful components of the Partnership during this Phase both from the perspectives of the Global Products or from the side of country-specific needs.
14. Trade union representatives usually show some lag between their technical understanding of the scope of the project and the expected role they would have in the different discussions.
15. There was some concern that NAP for youth employment was sometimes not inserted in a broader context of a NEP.
16. Although it is not possible to identify an impact on the final beneficiaries of the policies, the path seems to go in the correct direction. Based on previous ILO experience and international evidence on the field, the prospects are promising.

Based on these findings, the following **Recommendations** were made by the evaluation study:

Recommendations on project design and project management:

- 1) All ILO employment projects should be designed with a broader involvement of social and economic actors in mind.
- 2) Define a short set of guidelines to orient the identification of the most suitable management model according to the characteristics and objectives of the project in place.
- 3) Maintain a flexible technical approach to adapt the project intervention to country specific needs.
- 4) Promote synergies and complementarity between NEP and YE components, in countries where both projects coexist, by hiring one single coordinator and include into the social dialogue agenda an explicit point on the definition common areas of work.

Recommendations focused on project activities:

- 5) Capacity building activities should continue and expand training to constituents in both the design and implementation of labour/employment-related policies.
- 6) Reinforce gender mainstreaming in ILO courses.
- 7) Reinforce country's youth institutional capacities.
- 8) Introduce an inception phase as part of the design of the project.
- 9) Promote and introduce technical tables of discussion as a permanent body of debate of employment issues to identify and respond to local needs.
- 10) Promote training to enhance the capacity of local stakeholders to implement.
- 11) Promote data-generating activities for public use as part of the project, such as knowledge platforms for cross-countries experience sharing.
- 12) Enhance the participation of young people in the formulation of youth employment policies.
- 13) Increase the level of activities aimed at targeting underrepresented groups (e.g. young people with disability).
- 14) Expand the initial objectives established in the ILO/SIDA Partnership to include implementation as a key activity, mainly in those countries that concluded Master Plans or Action Plan formulation.

Recommendations on ILO-SIDA Partnership:

- 15) Keep fund flexibility and outcome-based funding.
- 16) Maintain some of the beneficiary countries, depending on their needs and the stage of their policy development as well as in accordance with SIDA's priorities.

These recommendations were generally taken into consideration by the next ILO-SIDA Partnership 2014-15 (cf. ILO 2016: 11).

3.2 ILO/SIDA Partnership 2014-15

The 2014-2015 Partnership provided support to a Global Component and to 10 Countries: Burkina Faso, Ecuador, Jordan, Morocco, Samoa, Sri Lanka, Sudan, Uruguay, Zambia, and Zimbabwe (see Table 3.1). The Budget amounted to US\$ 3,861,646.

A summary of the *Main Findings* of this evaluation study (ILO 2016) has been compiled as follows:

Relevance and Strategic fit

- 1) Overall, the evaluation found that the project had a very high relevance in supporting ILO and Sida's priorities.
- 2) All national interventions were demand-based and proved relevant in order to address the youth employment challenges identified in each country.
- 3) 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".

Validity of the Project's Design

- 4) The selection of country proposals followed a well laid out pattern and was based on a set of comprehensive and relevant selection criteria; Project Outlines were developed through a thorough process of consultations.
- 5) 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.
- 6) 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).
- 7) 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.
- 8) Addressing the YE 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.
- 9) The "Sida/ILO partnership" was managed and monitored as 10 different and independent interventions or projects (plus one Global Product). The Global Product and the country project documents included logFrames, but a common Programme LogFrame was not developed and a global monitoring system wasn't systematically applied. Data collection and analysis were not systematically conducted and internal monitoring reports were not put in place.
- 10) There is still room to reinforce the Programme design towards a more results based management (RBM) and reporting-oriented approach.

Effectiveness

- 11) 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.
- 12) The Partnership also contributed to reinforcing the enabling environment and to P&B Outcome 2.

Project Management

- 13) 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.
- 14) Communication between countries and project management was not optimal.
- 15) Project staffing seems to have been scant at the country level, with little administrative and logistical support.
- 16) The ILO involved and worked closely with key stakeholders and institutions in all countries.
- 17) The ILO highly appreciates the Outcome-based funding modality as it contributes to reinforcing ILO work in core areas, allows for resources to be grouped in order to reach the P&B outcomes, and allows

for flexibility. The decentralization of funds facilitated adapting activities to each country's needs and context.

- 18) Project staff established suitable arrangements (HQ/RO and country level) for carrying out project implementation and verifying progress against work-plans.

Efficiency

- 19) The evaluation's assessment of the Partnership's efficiency is very positive, based on the good relationship between the resources spent and the high quality products which were generated, and on the fact that the project delivered most of the expected products on time.
- 20) 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 Regional Offices.
- 21) 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.

Potential Impact

- 22) Decent work and youth employment have gained in importance in national development agendas in countries like Sudan, Morocco, Zambia, Uruguay, Ecuador or Samoa.
- 23) National Employment Strategies and Youth Employment Plans have the potential to promote job creation in the medium to long term.
- 24) 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

- 25) The projects' timeframe of two years is an important limiting factor in sustainability, since increasing countries' capacities requires long-term processes.
- 26) 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.

Based on these findings, the following **Recommendations** were made by the evaluation study:

- 1) Maintain support to national efforts in current countries
- 2) Support to NES/NAP implementation and monitoring
- 3) Assess the results of selected interventions
- 4) Provide additional support to labour market inclusion initiatives
- 5) Formulate a Common Programme Document (instead of 11 different project documents)
- 6) Appoint a Programme coordinator/team
- 7) Define clear and agile procedures for reallocating funds
- 8) Strategic and long-term Sida/ILO Partnership
- 9) Adopt a "programmatic approach"
- 10) Strengthen Results Based Management
- 11) Consolidate multidisciplinary teams of experts around youth employment initiatives
- 12) Reinforce capacity building and knowledge dissemination

The other evaluation study, or more accurate *Review*, dealing with the 2014-2015 Partnership is the one by the Swedish company **IndevelopAB (2015)**. At the time of this review the Partnership Agreement 2014-17 had been implemented for two years, and a decision for the allocation of committed funds for 2016-17 needed to be made by end-2015. In addition, recommendations are made for the next partnership programme period beyond 2017. The review was thus carried out to create a basis for this decision focusing on a *comparison between the different funding modalities* supported by Sweden since 2012 (in particular RBSA versus OBFM), and their role in the reform process of the ILO. The review also has a special focus on gender mainstreaming. In view of its more specialised focus on funding modalities, the report will have relevance only on a

few of the evaluation criteria discussed in Section 3.3 below. Since the recommendations of this Review reflect very narrowly its main findings, only the former will be summarized, as follows:

A summary of the *Recommendations* of this review (IndevelopAB 2015) has been compiled as follows:

- 1) SIDA should maintain its current support for the remainder of the Partnership Agreement 2014-17 in order to allow for timely planning and transparency.
- 2) In the long run, the RBSA funding modality responds to a greater extent to Swedish priorities as well as to the ILO reform. For specific areas such as gender mainstreaming, the lightly earmarked OBFM will remain more appropriate.
- 3) Sida should support the ILO to develop a clearer role in employment creation and poverty alleviation as a response to the recently adopted SDGs:
 - Sida should support the ILOs involvement in the UN-level Country Teams through an increased support to the RBSA mechanism. Such a step would be in alignment with Sweden's Strategy for Multilateral Development Corporation which recommends un-earmarked funding.
 - It is important to strike the right balance in supporting the ILO to have both the capacity to respond to emerging needs as well as the ability to maintain a role as the global knowledge centre on labour market and employment issues.
- 4) Sida should support the role of the ILO to promote gender equality: To enable ILO to respond to gender inequalities in the world of work, continued lightly earmarked funding to gender equality programming should be considered. The modality for support could be through funding to the Women at Work (W@W) Centenary Initiative. The initiative will include both targeted and integrated interventions cutting across the ILO transitional strategic framework. The W@W Work Initiative will be a vehicle to implement the ILO Gender Action Plan 2016-2017 and enable continued ILO alignment to the UN System-wide Action Plan (SWAP) to Gender Mainstreaming (GM).
- 5) Sida and the ILO should engage in a closer partnership:
 - Sida should develop a strategic plan covering at least the next partnership period, in coherence with any changes in policies from the ministry of foreign affairs. The role of the OBFM and the RBSA during such a period should be decided accordingly.
 - Sida should continue to support the development of the results-based management (RBM) system within the ILO.
 - However, emerging areas in Swedish aid policy such as an even stronger emphasis on poverty alleviation and climate change are also relevant to the ILOs mandate in different ways and could be pursued further in the future. Sida should also pursue increased coordination among the donors for the RBSA in the next partnership programme.

3.3 Overall Findings

The main question on which answers will be sought in this synthesis review is: what was the overall relevance, coherence, effectiveness, efficiency and sustainability and impact of ILOs projects related to employment policies and youth employment as expressed by the independent evaluator(s). To guide the Review, 16 *sub-questions* were identified in the Inception Report (cf. Annex 3) and these are discussed below.

Relevance

- 1) ***To what extent has the ILOs strategy and interventions been relevant to the needs of the member states? Was sufficient attention paid to the needs of each of the tripartite constituents, viz. governments, employers' organisations and trade unions? What are the findings on the role of possible other stakeholders?***

All three evaluation studies discussed in the above have indicated that the relevance of the strategy and the interventions is quite high in terms of the needs of the recipient countries, in terms of the priorities of the Swedish Government as well as in terms of the priorities of the ILO (see further under sub-question 2). Sufficient attention was clearly paid to the needs of the governments, while the other two tripartite constituents were also included regularly in the analysis of the two ILO evaluations; however, workers' and employers' organisations do not feature among the findings or the recommendations of these reports; the exception is that ILO (2014) found that trade union representatives usually show some lag between their technical understanding of the scope of the project and the expected role they would have in the different discussions, but this was not followed up with a solid recommendation. The role of other stakeholders is at times underlined as important; for example, the Ministries of Finance and of Economics, as well as Youth or NGO's catering for Youth are seen as important additions to the traditional constituents. However, since it is often already quite a difficult task for national ILO Country Offices to organize tripartite dialogue, one should refrain from including too many other stakeholders as well.

2) *Have the strategy and interventions been relevant to the strategic key decisions and documents of the ILO and the International Labour Conference (ILC) such as ILC's Resolution of 2005 on youth employment, the 2012 Call For Action, and the 2014 ILO's Governing Board strategy on "Jobs and Skills For Youth"? (For details of these documents, reference is made to the Inception Report for the complete evaluation).*

Overall, the evaluations found that the project had a very high relevance in supporting ILO and SIDA's priorities. More particularly, for the 2012-2013 period, the NEP and YE initiatives revealed to be very relevant in terms of ILO's P&B 2012-2013 priorities, while the 2014-2015 strategy and interventions closely corresponded to the "call for action" and were well aligned with the Area of Critical Importance 2: "Jobs and skills for youth".

Although the Review by IndevalopAB (2015) underlined such relevance, it also found that ILO needs to coordinate with SIDA in order to develop a clearer role in employment creation and poverty alleviation as a response to the recently adopted SDGs. Thereby, it is recommended to SIDA to support the ILO's involvement in the UN-level Country Teams through an increased support to the RBSA mechanism. Such a step would be in alignment with Sweden's Strategy for Multilateral Development Corporation which recommends un-earmarked funding. It is important to strike the right balance in supporting the ILO to have both the capacity to respond to emerging needs as well as the ability to maintain a role as the global knowledge centre on labour market and employment issues.

Coherence

3) *To what extent has ILO's strategy been coherent and complementary (in its design and implementation) with regard to the approach to promoting employment policies and youth employment internally and vis-à-vis its partners? How has ILO's external coordination (with constituents, UN partners, donors etc.) and internal coordination (between sectors, technical departments, regions and sub regions) promoted the realization of ILO's strategy on promoting employment policies and youth employment?*

Regarding coherence the first evaluation study (ILO 2014) was not very explicit. Rather indirect references include the finding that there was some concern that NAP for youth employment was sometimes not inserted in a broader context of a NEP, and the Recommendation that all ILO

employment projects should be designed with a broader involvement of social and economic actors in mind. The second evaluation (ILO 2016) found that the selection of country proposals followed a well laid out pattern that was based on a set of comprehensive and relevant selection criteria, while Project Outlines were developed through a thorough process of consultations. Yet, it still recommended to adopt a “programmatic approach” which among other elements (see below) means that the design process of a 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. On the whole, coherence of design could have been much better but this is also related to the structure of the programme (see sub-question 9) and the lack of integrated M&E systems (sub-question 12).

4) To what extent did the project build on knowledge developed during previous Sida funded projects related to employment policies and youth employment?

With respect to the countries, the continuity is quite limited as only *five* out of the total 24 countries involved in the last three partnerships were involved more than once, of which only Jordan was involved in all three of them (see Table 3.1). There were clearly instances of continuity, whereby a NEP was developed in one phase, and its implementation through a NAP and/or regionalisation was developed in the next phase (e.g. Morocco and Cambodia; see also Chapter 4). In Zambia, the main objective of the 2014-15 phase was to finalize the National Action Plan (NAP) on Youth Employment which was developed under the 2012-13 Partnership. In Sri Lanka, after a change of government, it was decided to focus the 2014-15 Phase in particular on the implementation of youth employment priorities of the National Human Resources and Employment Policy (NHREP) which was developed in the earlier phase, especially the drafting of a new youth employment action plan NAP 2016-2020 which was validated in December 2015. Lastly, in Jordan the 2014-2015 Phase focused among other things on the consolidation of the work undertaken as part of the 2012-13 Phase, which included a number of youth employment initiatives in support of the ACI 2 strategy with funding from other donors.

For the global component the continuity applies especially to the formulation of the Training Package on DW for Youth developed in 2012-13, and adapted and/or translated in other languages in subsequent phases. In addition, from 2012-2013 the Guide for Workers' Organisations on National Employment Policies was continuously applied in ILO's work and translated in other languages (for example in Portuguese). The 2014-15 evaluation established however, that the global component could not collect and systematise the rich experiences and processes generated by the Partnership nor promote the exchange of experiences and cross-fertilization among countries and regions.

Effectiveness

5) Did the countries strengthen/start developing (youth) employment policies within the framework of decent work and in a more coherent fashion due to the projects intervention?

The countries did indeed in majority started to develop, or strengthened their NEP and YE Policies due to the projects intervention. In a number of countries the development of NAPs was even undertaken on the basis of these policies. Moreover, in some countries implementation of NAPs or even regionalisation was initiated (e.g. in Morocco, Cambodia and Moldova). The 2012-13 evaluation concluded that the partnership was *effective* in achieving the proposed outcomes either in terms of Global Products (in particular the formulation of the Training Package on DW

for Youth) or country-specific results, and the 2014-15 study was also quite positive on effectiveness (see below, especially under sub-question 15).

6) To what extent did SIDA funded interventions in the targeted countries act as a catalyst and support ILO influence in the country and/or leverage additional resources?

The 2012-13 evaluation found that the outcome-based funding modality allowed for greater flexibility in several areas but also in the creation of synergies and links with other country partners and projects. In addition, ILO resources have been used for leveraging or as “seed resource”, for example entrepreneurship training for youth in El Salvador, which was developed by the ILO and national partners who also contributed additional resources from their side. Swedish funding has also been used to leverage additional support for finalizing/maintaining the global products developed in the previous biennium. The 2014-15 evaluation found that, 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. 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);
- ✓ Jordan: 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.

7) How well did the results contribute to the ILO's cross-cutting themes of gender and non-discrimination?

Overall the inclusion of gender aspects in the partnership was widely undertaken, such as the use of sex-disaggregated data and analysis in all studies and presentations, capacity-building activities of constituents to raise awareness of gender issues in employment policies, a fully participatory process is encouraged in all technical advice as required by Convention 122, ensure gender-balanced participation for each workshop, bring in gender experts/consultants into all working groups to ensure that gender was mainstreamed, women were identified as a priority target group within specific project interventions, and even mentorship programmes for young women were conducted. Nevertheless, the 2012-13 evaluation recommended to reinforce gender mainstreaming in specific ILO courses in Turin (in particular allot more time for gender issues). The 2014-15 evaluation found that although in the project's conception a “gender strategy” was not particularly detailed, in its implementation gender issues were integrated in a satisfactory way.

The IndevelopAB (2015) review recommended that SIDA should support the role of the ILO to promote gender equality: To enable ILO to respond to gender inequalities in the world of work, continued lightly earmarked funding to gender equality programming should be considered. The modality for support could be through the funding of the Women at Work (W@W) Centenary Initiative. The initiative will include both targeted and integrated interventions cutting across the ILO transitional strategic framework. The W@W Work Initiative will be a vehicle to implement the ILO Gender Action Plan 2016-2017 and enable continued ILO alignment to the UN System-wide Action Plan (SWAP) to Gender Mainstreaming (GM). In addition, as a consequence of the recommendations on this initiative, SIDA has increased its support to RBSA and supports the W@W initiative.

The other cross-cutting theme, non-discrimination, was not at all considered in the evaluations, although it was included in the ToR for the 2012-13 evaluation. Of course, it will have been included in interventions related to rights at work.

8) What was the difference in the approach/dynamics required in countries which benefitted several times from the ILO-SIDA partnership in comparison to countries that only benefitted one time?

As indicated before, only five out of 24 countries benefited more than once from the Partnership (See Table 3.1). In those five countries, often the approach was from the beginning very much directed at consolidating and building on the achievements in the previous period. Even then, in several occasions there had been disruptions such as changes of governments, e.g. in Sri Lanka and in Morocco, that resulted in substantial delays and much additional work to salvage the accomplishments.

Countries that benefited only one time focused on the existing context and on how to move from there. One should not forget, however, that usually ILO has a presence in the country and the strategy and interventions of the Partnership can build on the results of other ILO projects going on or recently completed (for example when Morocco was included for the first time, Spanish funding to ILO for support of the development of the NEP had just stopped for internal reasons to Spain's policy).

Efficiency

9) How was the coordination organized between the global components and country initiatives, and what can be concluded on the issues of centralized versus decentralized management?

In 2012-13, the Global Component was more an entity in itself focused at the development of what were called 'Global products' (e.g. the Training Package on DW for Youth), instead of also functioning as the coordinating body for the country initiatives. Hence, coordination was at that time difficult, also because CEPOL (for the NEP side) and YEP (for the YE side) were both involved as Administrative unit as well as Technical Backstopping Unit. This changed somewhat in the next phase with EMPLOYMENT becoming the ILO Administrative Office while CEPOL and YEP remained the Technical Backstopping Offices.

Nevertheless, the 2014-15 evaluation found that the "Sida/ILO partnership was managed and monitored as 10 different and independent interventions or projects (plus one Global Product). The Global Product and the country project documents included LogFrames, but a common Programme LogFrame was not developed and a global monitoring system wasn't systematically applied." Data collection and analysis were not systematically conducted and internal monitoring reports were not put in place. Hence, the recommendations of this evaluation on this subject followed logically:

- Formulate a Common Programme Document (instead of 11 different project documents); and
- Appoint a Programme coordinator/team.

Generally, this evaluation concluded that project staff did establish suitable arrangements (HQ/RO and country level) for carrying out project implementation and verifying progress against work-plans.

In relation to centralized-decentralized management models the 2012-13 study found that the two alternatives proved to have advantages and disadvantages although local offices favour decentralized models while HQ staff is in favour of centralized approaches. Arguments in favour of centralized management include the enhanced capacity to overview the project, the higher level of clarity of the tasks to implement and achieve P&B outcomes and the methodological advantage to compare across countries. On the other hand, it is argued that decentralized management reinforce ownership, a higher degree of flexibility to adopt decisions and the proximity to the reality of the country. The study concluded that the debate between the two models of management is still inconclusive, and that moving to *mixed models* is an alternative to explore.

The 2014-15 evaluation, however, leans much more towards the decentralized model, even identifying it as a Good practice: “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.” The recommendation of this study does hold a word a word of caution: “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.”

10) To what extent have resources been used efficiently and were projects appropriately and adequately resourced? What are the findings on the specific types of funding modalities used in the two programmes?

On Efficiency both ILO evaluations were very positive, in particular based on the good relationship between the resources spent and the high quality products which were generated, and on the fact that the project delivered most of the expected products on time. However, two qualifications were made. Firstly, two years were considered a very short time to implement the initiatives, to see results and, as expected, to observe impacts, and several respondents pointed to the excessive time that it takes to start-up projects due to administrative tasks. Secondly, 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 ILO’s regional offices, but project staffing itself seems to have been scant at the country level, with little administrative and logistical support.

The 2014-15 evaluation further specified 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 Regional Offices, and that the Partnership was able to link to other ILO projects and resources, and interventions funded by other donors which led to synergies and cost-sharing.

On project management, it was concluded that the division of duties in 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.

Both ILO evaluations are highly positive on the Outcome-Based Funding Modality (OBFM) used in both of the Partnership Phases studied. The 2012-13 study found that this funding modality

allowed for greater flexibility in the different activities programming, in the administration of funds and in the creation of synergies and links with other country partners and projects, and thus recommended to keep fund flexibility and outcome-based funding. The 2014-15 study found that the ILO highly appreciates this funding modality as it contributes to reinforcing ILO work in core areas, allows for resources to be grouped in order to reach the P&B outcomes, and allows for flexibility. The decentralization of funds facilitated adapting activities to each country's needs and context.

However, the IndevelopAB (2015) review looked at the longer term (beyond 2017), and found that the RBSA Funding Modality responds to a greater extent to Swedish priorities as well as to the ILO reform. For specific areas such as gender mainstreaming, the lightly earmarked OBFM will remain more appropriate.

11) Has the establishment of a global component and parallel country interventions contributed to creating synergies among interventions and an efficient use of resources?

As indicated already in the above under sub-question 9: The "SIDA/ILO partnership" was managed and monitored as 10 different and independent interventions or projects (plus one Global Product). In addition, communication between countries and project management was not optimal. Therefore, it can be concluded that not much was created in terms of synergies among interventions. However, resources were in itself at country level as well as in the global component used efficiently according to both evaluations.

The 2012-13 evaluation found that there is a potential for synergies to arise within countries: The experience in El Salvador, where both NEP and YE interventions were undertaken, shows that there may be an important space to promote synergies between NEP and YE when both components coexist in a country, and when one single, highly-skilled coordinator is appointed.

12) What are overall findings on monitoring and evaluation of projects/programmes related to employment policies and youth employment? Were there adequate M&E systems in place for the programme as a whole, for the global components as well as for the country initiatives, and how were the links maintained between the different systems?

The overall findings on monitoring and evaluation are that, at the level of the countries/global components, basic M&E systems were in place, but that the links between the different systems were mainly lacking. As we have seen in the above, the Partnership was managed and monitored as 11 different and independent interventions or projects, with each their own LogFrame and lines of reporting. Therefore, it does not come as a surprise that both the 2014-15 Evaluation and the IndevelopAB (2015) Review recommended that the Results Based Management (RBM) system and the reporting-oriented approach should be strengthened.

Impact and Sustainability

13) To what extent have ILO actions had impact in the form of increased capacity, necessary tools and policy improvements?

Two years were considered by both evaluations to be a very short time to implement the initiatives, to see results and, as expected, to observe impact. For example, increasing countries' capacities requires long-term processes. Although it is not possible to identify impact on the final

beneficiaries of the policies, the path seems to go in the correct direction, and capacities were increased, tools developed and policies started or improved.

More in particular, the findings of both evaluations indicate that capacity building was one of the most solid and useful components of the Partnership, both from the perspective of the Global Products and from the side of country-specific needs. The 2014-15 study underlined that capacity-building activities resulted in increased capacity to address youth employment challenges and reinforced skills for engaging in the policy shaping processes.

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. In addition, Decent work and youth employment have gained in importance in national development agendas in countries like Sudan, Morocco, Zambia, Uruguay, Ecuador or Samoa, and National Employment Strategies and Youth Employment Plans have the potential to promote job creation in the medium to long term.

The recommendations of the two studies are clear on this subject:

- Capacity building activities should continue and expand training to constituents in both the design and implementation of labour/employment-related policies (2012-13); and
- Reinforce capacity building and knowledge dissemination (2014-15).

14) To what extent have ILO interventions been designed and implemented in ways that have maximized ownership and sustainability at country level?

The 2012-13 evaluation found that the sustainability of results was one of the issues of major concern in this project, whereby the strong political commitment observed in the three countries visited was a positive point, while the possible allocation of a Phase III funding seemed of critical importance for sustainability. There is another factor that may affect future sustainability: if the results are not in line with the initial objectives or with the expectations, the commitment of different national stakeholders towards employment policies and their implementation may diminish. The latter indicates that ownership left much to be desired at that phase. The 2014-15 evaluation was more positive and underlined that the project has taken important steps to achieve sustainability, which included adapting activities to national contexts, developing close relationships with key national stakeholders and institutions in all countries, and involving them in project activities and strengthening national institutions, implying that ownership had been enhanced.

15) Have the projects contributed to the strengthening of the enabling environment at country level (laws, policies, technical capacities, local knowledge, people's attitudes, etc.)?

The Partnership did indeed contribute substantially to reinforcing the enabling environment. The 2014-15 study summarized it accurately as follows: The Partnership 2014-15 made an important contribution in assisting targeted countries to:

- mainstream youth employment in sectoral 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.

16) Were there any differences in terms of the results achieved, exit strategy, etc. between projects which have been continued/received funding at a later stage and those which have not been continued/have not received any further funding?

As discussed in the above, there were only five out of 24 countries that were involved in the different phases of the Partnership more than once (see Table 3.1). Therefore, it is difficult to find significant differences between these two groups of countries. In addition, none of the two evaluation studies have discussed the issue of exit strategies per se, although both indicated that most of the countries underlined the need to be included again in the next phase of the partnership to consolidate and extend the achievements reached so far. Both evaluations made a recommendation on this issue:

***Maintain some of the beneficiary countries,** depending on their needs and the stage of their policy development as well as in accordance with SIDA's priorities. (2012-13). (This has actually happened with three countries: Jordan, Zambia and Sri Lanka).*

***"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, 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 country and then do some final work (centralized) when the country is under maintenance. This would be a planning period of 3 biennia." (2014-15).*

The only country that received assistance in all three Phases of the Partnership between 2012 and 2017 is **Jordan**. Therefore, we will now look more in-depth into the developments in this country. In 2012-13 Jordan was involved in the Youth Employment (YE) initiatives side of the partnership receiving almost US\$ 300,000 (17% of the YE budget), of which about two-thirds could be executed. In Jordan (as in Zambia and Sri Lanka), the Partnership 2014-15 gave continuity to the 2012-13 Phase. The interventions in Jordan in 2014-15 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. The Partnership was also able to link to interventions funded by other donors which contributed to improved relevance, efficiency and sustainability. Specific examples of synergies attained through collaboration with other projects include:

- ✓ Applying the G20 Training Strategy (funded by the Russian Federation), and
- ✓ Work4Youth Project (funded by the MasterCard Foundation).

Overall, one could conclude that Jordan is a special case in that it uses the partnership funds more for background analyses for the large-scale funding in this country related to the refugee crisis already at least since 2014.

3.4 Lessons Learned and Good Practices

In this section the Lessons Learned (LL) and Best Practices, or as they are called in the evaluation studies, Good Practices (GP), from various interventions will be synthesized, including both positive and negative outcomes. The analysis will be based on the two ILO evaluation studies, since the IndevelopAB Review did not include either LL or GP.

Lessons Learned

The evaluation of the partnership in 2012-13 identified 7 Lessons Learned, and the one of the 2014-15 phase 5 LL. These have been compared in Table 3.2 whereby the original numbering in

Table 3.2: Lessons Learned through Evaluations of the ILO-SIDA Partnership in 2012-13 and 2014-15.

Topic	2012-13: Lessons learned	2014-15: Lessons learned
Approach	2. There is a need to integrate employment objectives in sectoral policies to expand the potential impact of the CPOs. In El Salvador, the integration of employment objectives in the sectoral policies was considered one of the key achievements of the project because it improved the level of coherence of the policy in line with the Government priorities.	4. The Partnership should be based on programmatic and strategic interventions aimed at contributing to long-term outcomes. 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).
Project duration	7. The proposed timeline of the project, two years, is definitely an insufficient period to complete even the basic formulation of a NEP. The project was affected by unexpected factors like administrative requirements, slow institutional reaction of some constituents (like the Ministry of Labour and Social Security of El Salvador) to project implementation and long (though productive) discussions that take longer than expected.	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.
Project Management	4. There is no single, perfect model for project management . Some aspects of the project implementation, like the outcome-based funding, proved to be better than earmarked funds because of the type of incentives it creates to improve performance and transparency. However, other pieces of the puzzle, like the debate between centralized-decentralized management, are still inconclusive. 3. Improved chances of a good relationship between NEP and YE have been seen when the projects have only one coordinator with a top academic and professional background. This is perhaps the integrating element that will potentiate any identification of synergies in a more efficient and timely way.	
Program Preparations	5. Any design of an ILO project should incorporate at least some initial considerations regarding pre-implementation arrangements . It was a widespread opinion that ILO should prepare itself to support implementation processes after the completion of the policy phase.	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. ¹
Critical Activities	6. Capacity building continues to be a critical activity in any ILO project and one of the best ways the ILO responds to the needs of the stakeholders. The annual Employment Policy course in Turin has been the response of the ILO to fill those gaps in terms of labour market understanding while the Youth Employment Policy course, prepared as a GP, was an extraordinary example of how to integrate constituents in the formulation of the course.	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).
Tripartite Plus	1. Social dialogue can be expanded without necessarily affecting the capacity to reach agreements. The experience of Sri Lanka, with more than 45 stakeholders in the Steering Committee, shows that nationwide consensus can be reached even under such extraordinary circumstances.	

¹ Here, a kind of Risk Analysis may be intended.

the evaluation reports is maintained. Some are more recommendations than LL, others are overly general, and there are only a few that overlap among the two studies, in particular the one on the project duration being too short. Otherwise, the Lessons Learned are a very clear reflection of what has already been analysed in detail in the above under Section 3.3. Regarding the LL on Tripartite Plus in 2012-13, this concerned the National Human Resources and Employment Policy 2012 (NHREP). The tragic point is that although both an NHREP Master Plan 2013 and the NHREP Action Plan 2014 were developed with support from ILO, all of these were revisited and revised by a new government between 2015 and 2017. Therefore, a new LL should be that it is more the motivation of the government that will decide what is going to happen than the number of stakeholders involved in the design of it (cf. ILO 2017c: Sri Lanka - ILO Decent Work Country Programme Review - DWCP 2013-2017. ILO, Geneva, October 2017).

Good Practices

The evaluation of the partnership in 2012-13 identified 10 Good Practices, and the evaluation on the 2014-15 phase identified 5 Good Practices. These have been compared in Table 3.3 whereby the original numbering in the evaluation reports is maintained. The same themes are brought forward again, as were already identified under the findings, the recommendations and the lessons learned, such as OBFM, decentralized management, coordination between NEP and YE sides, and tripartite-plus. In more recent years, the ILO has introduced Templates for Best Practices and Lessons Learned which stimulate evaluators to come up with more creative analyses than just the repeat of the findings and recommendations. Lastly, under 'Critical Activities' in Table 3.3 the two evaluations talk about an information exchange platform with case studies, and about a variety of experiences and practices that could feed the knowledge base on "What Works" in Youth Employment; however, no information is provided whether and how this has actually been done by the interventions studied.

Table 3.3: Good Practices identified by the Evaluations of the ILO-SIDA Partnership in 2012-13 and 2014-15.

Topic	2012-13: Good Practices	2014-15: Good Practices
Project Management and Involvement of experts	<p>3. Two types of decisions enhanced flexibility: Firstly, the decision to keep a separation between SIDA as the financing agency and the ILO as the technical counterpart. This was recognized as an excellent alternative to project management because it gives the Office enough degrees of freedom to design the projects according to local needs. The second type of flexibility, decentralization, seems to have better impacts on project ownership, money management and consultant hiring than centralized options.</p> <p>6. The case of El Salvador exemplifies the potentials to improve coordination and efficiency between NEP and YE, and shows that important synergies may be detected by appointing the same coordinator for both components.</p> <p>10. In El Salvador, the Youth Employment Action Plan did not receive too much political attention at the beginning. In order to enhance its relevance, the local office promoted stronger links between the YE plan and the National Employment Policy formulation, an effort that received considerable support from the government. In this way, awareness about the importance of youth unemployment, for instance, increased thanks to the synergies between both components.</p>	<p>2. Building on previous interventions and collaborating and coordinating with other ILO Employment, Skills or Youth projects have both been instrumental to successful implementation. This type of collaboration and coordination is essential to enhancing youth employment interventions' impact.</p> <p>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.</p>
Outcome-Based Funding Modality (OBFM)	<p>4. OBFM proves to be an effective mechanism to orient funds and efforts to specific targets and has the following benefits: Provides flexibility in country selection, in responding to a country's specific (changing) needs, and in case of unexpected changes in the country context.</p>	<p>1. The OBFM 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.</p>

Program Preparations	5. The YE component organized an inception workshop that was considered a practice that should be kept over time. Having an initial meeting with all the relevant stakeholders yielded some benefits: a) it allowed participants to understand the process, the scope in the project their role; b) it improved communication between coordinators and constituents; c) it uniformed the language that the ILO uses in its projects.	
Critical Activities	<p>7. The information exchange platform with case studies from all over the world is an example of alternative measures to enhance capacity building impacts.</p> <p>8. Also, the formulation of the Training Package on Decent Work for Youth was among the most important products not only for the relevance of the topic itself but for the consensual way in which it was prepared, with participation of the stakeholders. There are two areas in which this Package can be defined as a good practice. The first one is that the course was demand-driven responding to explicit requests from constituents across a wide range of countries. Second, the definition of the course contents and the methodology was the result of the same participating countries that reach some type of “consensus”. This can be taken as a small-scale social dialogue practice.</p> <p>9. In addition, the annual employment policy course has proved to be an effective tool to bridge constituents’ knowledge gaps in policymaking and to uniform the “language” that the ILO utilizes in its projects.</p>	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.
Tripartite Plus	<p>1. An active involvement of non-traditional constituents beyond workers and employers clearly favoured the achievement of better technically grounded outcomes at the time it enhanced political support.</p> <p>2. In order to enhance the chances of impact on final beneficiaries, all labour-related projects should create a link with economic policies, and include non-traditional partners (e.g. Central Bank, Ministry of Economics, Export Promotion Agency).</p>	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 Performance Evaluation

The performance evaluation of Phase II (2016-17) of the ILO-SIDA Partnership 2014-2017 is based on the OECD/DAC evaluation criteria, viz. relevance and strategic fit, coherence and validity of design, effectiveness, efficiency, sustainability and impact. These criteria have been investigated for the Global Component and the six countries with the help of the evaluation questions identified in the above (see Annex 6) and will be presented here following the evaluation criteria. Since the partnership concerns a *global* programme, it was chosen to present the data collected through a narrative based on the six evaluation criteria instead of presenting the country initiatives in detail.

4.1 Relevance and Strategic Fit

A1) To what extent are the programme and its project interventions relevant to the achievement of Outcome 1 “More and better jobs for inclusive growth and improved youth employment prospects”?

The programme as well as most of its project interventions are very relevant to the achievement of Outcome 1. ILO’s strategy under Outcome 1 aimed to support its member States to address the persistent negative employment trends faced by many countries which disproportionately affect young people. Therefore, the Programme is articulated around the following three elements:

- 1) Supporting and developing comprehensive employment strategies with an emphasis on youth employment (YE).
- 2) Supporting the school to work transition of young women and men.
- 3) Developing and disseminating knowledge products under the five policy areas of the “Call for Action” (see Box 1).

The relevance for Outcome 1 of the global component is focused on the first and the third element above since its main activities were related to:

- Technical backstopping vis-à-vis the countries, in particular regarding employment strategies, and
- Knowledge exchange and sharing.

Box 1: Five policy areas of the Call for Action 2012:

- Macroeconomic policies for YE;
- Employability;
- Labour market policies;
- Youth Entrepreneurship and self-employment; and
- Rights at work for young people.

Regarding employment strategies, all six countries are in very different ways involved in designing or implementing employment strategies with an emphasis on youth employment (YE) depending on the context and on the state of development of the employment policy framework.

National Employment Policies (NEP) had already been approved before Phase II (2016-17) of the current partnership started in *Morocco* (in 2014-15) and *Cambodia* (promulgated end 2015). In Phase II, the project supported both countries in the implementation of the NEP at the regional level in order to respond to the specific territorial needs and to address regional employment disparities. In Cambodia, the programme supported the setting up of an Inter-Ministerial Committee (IMC) for NEP implementation in 2016, the NEP implementation plan for 2017-2019, adopted in July 2017, as well as its subsequent institutionalization with three sub-committees. In Morocco, technical assistance was focussed on three pilot provinces (out of the 12 ‘Régions’) to help them preparing Regional Employment Plans (REP), although part of the support was also

directed at the national level on the explicit request of the Ministry of Labour and Social Affairs (MLSA).

Moldova is undergoing a major administrative reform as a pre-condition for the implementation of the Government Activity Program 2016-2018, Moldova – EU Association Agreement, Sustainable Development Goals (e.g. Objective 16 on strong institutions), National Development Strategy “Moldova 2020” and National Decentralisation Strategy, and partly as a result of the IMF’s requirements. The ministries are being downsized from 16 to 9 and substantial efforts are made to reduce the number of public service staff. Therefore, the progress on national employment policies was at first rather slow especially in 2016, but the newly formed Ministry of Health, Labour and Social Protection (MHLSP) was motivated to push for the National Employment Strategy (NES) 2017-2021 which was subsequently adopted by the government in December 2016. The programme provided support in the diagnostic, definition of objectives, outcome development, securing the regional consultation process and the yearly action plan.

Although *Paraguay* already had a NEP on Youth approved by Presidential Decree in 2012, quickly followed by a corresponding Law, this very positive development was followed by political turmoil in the following years with two changes of government. The Phase II project’s goal was therefore to provide support to rescue the progress made by working on a Decree needed to set the rules to implement this law, which included capacity building for the Ministry of Labour, Employment and Social Security (MLESS). *Jordan* is receiving large amounts of donor funding because of the Syria war and the resulting situation with refugees and migrants. With the SIDA-fund the ILO was able to undertake analysis and background activities for example on TVET and work permits, while the large multi-donor programmes tend to focus narrowly on tangible results (e.g. numbers of refugees reached in Jordan). Apart from the continuity of work on the national apprenticeship with the previous SIDA funded phase, not so much has been undertaken in Jordan in terms of NEP compared to the other countries. Lastly, *Tunisia* was included in the project only in early 2017 after the tripartite constituents requested in 2016 for support to the development of a NEP in that country, which resulted in such interventions as capacity building and several studies.

Regarding the second element of the programme, i.e. supporting the school to work transition of young women and men, a series of activities have been undertaken in the different countries, for example, the support to the innovative, multi-stakeholder pilot concerning on-the-job training whereby the trainees were guaranteed employment by the employer who was responsible for the practical part of the training in Moldova, the support to the National Employment Agency (NEA) and its job service centres in Cambodia, the cooperation with the ‘National Agency for the Promotion of Employment and Skills’ (ANAPEC) on regionalisation in Morocco, the support to the Jordan national apprenticeship system, but also such interventions as the support to the awareness raising campaign “Future is Yours” in Moldova. In Tunisia and Paraguay the support under this element was less direct, for example the labour observatory in Paraguay and studies on employability and on Active Labour Market Policies (ALMP) in Tunisia.

Regarding the third and last element, i.e. developing and disseminating knowledge products under the five policy areas of the “Call for Action” (see Box 1), in each country such products have been developed, be it manuals, research reports, career guidance guide, yearly employment plan or work-based learning reports.

Overall, the answer to Question A1 is that the different outcomes specified for the global component and the six countries (see Annex 2) are indeed relevant to the achievement of Outcome 1, although this applies to a lesser extent to Jordan as no comprehensive NEP was targeted.

A2) Was the ILO's work relevant to the needs expressed by the tripartite constituents?

The institutionalized forum where the tripartite constituents express their needs concerns the tripartite consultation process organised by ILO Country Offices resulting in the usually five-yearly Decent Work Country Programmes (DWCP). For example, the third generation Moldova DWCP 2016-2020 has three priorities that are particularly relevant for the present programme (see Annex 7). This Annex further shows that the DWCP's for Cambodia, Jordan and Tunisia also include priorities that are relevant for the present programme. In contrast, Morocco and Paraguay do not have a current DWCP, and in that case ILO's Strategic Programming and Management Department (PROGRAM) assists ILO management and staff on programme planning, resource allocation and implementation reporting. However, in Morocco a new DWCP is currently being developed with the tripartite constituents in which NEP is one of the priorities.

All interviewed tripartite constituents in Moldova, Morocco and Cambodia underlined firmly the relevance of the objectives of the partnership and often indicated the timeliness of it for their countries and populations. While we will discuss below the main issues involved in this, the details of selected tripartite constituents are included in Annex 8.

The relevance of the interventions are for example very clear in Morocco where a new Constitution in 2011 created the 12 Regions (through Law 111/14) and regionalisation became the priority of the government in order to enhance employment creation in the regions. Responsibility for ALMPs was among other duties transferred to the regions. Then, with support from ILO experts, the needs of the regions on employment were further identified and three pilot regions were selected. In fact, these regions indicated that they were not involved in the project from the beginning, but were requested to join only in June 2017. The innovative element in Morocco is that on the basis of Regional Development Plans (RDP), Regional Economic Plan (REP) were developed which identified at project level three working groups:

- 1) Economic sectors and promising businesses: Thinking on job creation: Investments in 10 Economic sectors;
- 2) Human resources: level of employability, ALMPs and Self-Employment; and
- 3) Regional governance and financing of employment.

One has to keep in mind that it is of course a dynamic situation, whereby flexibility is required; when a new government was installed in Morocco in 2017, ILO and MLSA re-established the needs of this new government.

The relevance of the interventions are also very clear In Cambodia, where the national policy framework is quite comprehensive with the installation of several policies in recent years:

1. National Employment Policy 2015-2025 promulgated at the end of 2015.
2. Industrial Development Policy 2015-2025.
3. National Social Protection Strategy for the Poor and the Vulnerable 2011-2015.

4. National Policy on Cambodia Youth Development 2011 (Endorsed by Council of Ministers, and prepared by Ministry of Education, Youth and Sport). ILO-SIDA partnership supported national Action Plan 2016-18 for this policy.
5. National TVET Policy 2017 (developed with support from ADB).

The implementation of the NEP is a new area for the ministry and its staff, and therefore the partnership interventions are very relevant. The Minister of the MoLVT took time to meet the evaluation mission and stressed that the ILO/SIDA programme is very relevant for the country and for (youth) employment, and for the implementation of NEP. This is the more so since Cambodia wants to become a higher middle-income country by 2030. He also indicated that the main challenge in the employment area is Capacity Building at national and regional levels. One important relatively new organisation is the National Employment Service Agency (NEA) in the MoLVT. It has been a key partner of the ILO since its beginning. NEA enhances employment by matching employers and workers, in other words by matching the about half a million vacancies with the 100,000 registered job seekers (for a full profile, see Annex 9).

The trade union situation is very different in the six countries (see Annex 8). While the UGTT in Tunisia is a very strong organisation and also in Moldova the CNSM is the only confederation at the national level, in the other countries the unions are very much fragmented and divided, and sometimes closely linked to different political parties (e.g. in Cambodia). As a result, trade union participation in the country interventions is quite minimal, in particular at the regional level. In large part this can be attributed to a perceived lack of capacity at both levels. Where unions are fragmented they do also underline that often their inputs are ignored, e.g. in the NEP implementation in Cambodia. The trade unions at national level in Morocco are currently involved in the consultation process for the new DWCP and are participating actively. The problem is more related to the involvement of the unions at the regional level in the development of the REP.

With respect to the employers' organisations, especially CAMFEBA in Cambodia and JCI in Jordan were actively involved, while the CNPM in Moldova was as an organisation less involved in the project interventions, but their individual members were sometimes deeply involved (e.g. in the on-the-job training; see below).

National tripartite fora do exist (e.g. the NCCCB in Moldova and IMC in Morocco; cf. Annex 8) and are important as a platform for discussions among the tripartite constituents but they do not always have a decisive impact on policy development.

A3) Were the project and programme interventions relevant to the global strategic key discussions and decisions such as the Call for Action on youth employment and the resolution and conclusions of the second recurrent discussion on employment?

The project and programme interventions were relevant both for the Call for Action as well as for the conclusions of the second recurrent discussion on employment. The Call for Action and its five policy areas are included as the third element for the partnership (see above under A1 and Box 1). Regarding the second recurrent discussion, its conclusions underscored the importance of proactive, employment-centred, inclusive growth strategies and balanced, coherent policy frameworks both at the global and national levels to address the employment challenge. The project interventions are clearly relevant to such a focus, as they are towards the nine guiding principles which underscore the need to promote both the quality and the quantity of employment through a combination of coherent macroeconomic, labour-market and social policies. As indicated under A2, the interventions were also relevant to another conclusion of this discussion,

namely that each Member State should promote a comprehensive employment policy framework based on tripartite consultations.

A4) Were the criteria for the selection of the six countries relevant and demand based?

The selection of the six countries was quite a long, step-wise process, which is difficult to unravel fully because most of the staff members involved have changed positions in the meantime and because of the sheer number of staff involved. To initiate the selection the PRODOC (2016: 28 Annex B) indicated no less than five selection criteria which can be summarized as follows:

- 1) Regional distribution: one country from each region: Africa, Asia, LAC, Europe, Arab States.
- 2) Thematic spread: The rationale is to implement action that lead to tangible results for youth employment in a country.
- 3) Implementation of National Employment Strategies/National Action Plans: the eligible country should have a strategy, policy or plan in place.
- 4) The country projects should be developed to support the work around the themes of transition to formality and self-employment.
- 5) "Readiness to start": Given the limited amount of time available (2016-2017), it is imperative that the country project should have the capacity to start as soon as possible, that a person to implement at country level is available and that the constituents are on board for its implementation.

These criteria are clearly all relevant, although it seems a bit of overkill to have five criteria to choose six countries. In addition, sometimes more practical considerations also seem to have been decisive, such as in the case of Paraguay where cooperation with the World Bank was started raising the opportunity to leverage resources. As will be discussed under B1, Tunisia was added only in 2017 after explicit requests from the Tunisian government. Moreover, it could not be established why Jordan was included in the Partnership for the third time, Cambodia for the second time (after an interval of two years), and Morocco for the second consecutive time, while the other three countries are included for the first time. Lastly, the country selection was indeed demand-based as was established under A1 above.

A5) Was the ILO's work relevant to the various national and international development frameworks, including UNDAF and SDGs?

Yes, ILO's work was very relevant to most of these frameworks. Usually, the ILO Country Office is an active member in the UNDAF process, often co-chairing certain working groups that are relevant to the theme of employment. For example, in Moldova, the new UNDAF is entitled "Republic of Moldova-United Nations Partnership Framework for Sustainable Development 2018-2022". The ILO jointly with IOM is chairing Result Group 2 on 'Sustainable, Inclusive and Equitable Economic Growth' including Decent Work and Youth Employment. The UNDP, which has the largest UNDP office in the region with over 100 staff, has expressed its appreciation for ILO's work and for its role in the UN Country team. Similarly, the UN Resident Coordinator in Cambodia has expressed appreciation for ILO's role underlining its importance in the UNDAF process and the targeting of the SDGs; Cambodia has proposed an 18th SDG on mine action.

In some countries the European Union plays an important role. For example in Moldova, the EU accession procedures are an important priority for the MHLSP in aligning the implementation of the NEP to these procedures. For example, at the MHLSP in Chisinau the NES is considered as a qualified, original strategy closely adhering not only to the priorities of the National Development Strategy „Moldova 2020” and the SDGs (in particular SDG 8), but also to European standards! For Jordan, the Europe-Jordan Agreement (including the ILO) and the Trade Agreement on the

Rules of Origin play an important role. In addition, the ‘Jordan Compact’ is a new approach between Jordan and the International Community to deal with the Syrian Refugee Crisis.

The relevance of ILO’s work for the Swedish development cooperation programme of SIDA goes without saying, but it should be stressed that it is very relevant for the Global Deal “Together for Decent Work and Inclusive Growth”, an initiative from the Swedish Prime Minister, co-signed with the ILO and OECD. This is a global partnership with the objective of jointly addressing the challenges in the global labour market and enabling all people to benefit from globalisation. The Global Deal is a multi-stakeholder partnership in line with Goal 17 (“partnerships for the goals”) in the UN 2030 Agenda for sustainable development. It is also a concrete input to several of the other goals, not least goal 8 on decent work and inclusive growth and goal 10 on inequalities. (See further <http://www.theglobaldeal.com/>).

ILO’s work, especially also ILO’s normative role, are particularly relevant for SIDA. Its role is appreciated in setting the standards for evaluating, or monitoring adherence to the ILO Conventions and the standards for tripartite dialogue and collective bargaining. ILO is also unique in finding partnerships and involving the private sector through social partners. It is notably different from the way for example the World Bank works whereby technically sophisticated diagnostics are followed by presentations, while ILO’s resources mainly go into Social Dialogue and consultations.

At the national level, ILO’s work is relevant to the priority areas of the SIDA Cambodia Office, which is focusing on: Human Rights and Democracy; Education and Skills; and Environment and Climate Change. In addition, the Swedish National Employment Service works with NEA on Skills, especially on soft skills which is very much appreciated by the employers. Furthermore, SIDA supports work of ILO and the clothing chain H&M on how to solve conflicts in the labour market (involving independent and tripartite arbitration councils, as well as labour courts to be opened next year). Lastly, Skills for Trade and Economic Diversification (STED) is also supported by SIDA and ILO, and it is also a global programme; it is a challenge especially since some 70% of youth employment is in the informal economy (see further under C5).

4.2 Coherence and Validity of Design

B1) Was the project design and the selection of focus countries adequate to meet the project objectives?

In evaluating the coherence of the project design we need to keep the nature of the programme in mind, i.e. its piloting function. With a budget of US\$ 2.37 million for 6 countries and a global component, the intention was explicitly to pilot activities on “What Works for Youth Employment” in different contexts, as well as catalysing other activities or projects at country level. It is a learning process, whereby enough stories/data are collected to generalize and learn from the variety of experiences, in other words a minimal sample share and a maximum diversity. To be sure, an alternative was indeed considered at the outset, notably to design one programme (e.g. entrepreneurship in all countries), but it was rejected because the resources are limited and countries are very diverse. Thus, it was chosen to understand the local situation in the selected countries and to try to play a catalytic role as much as possible. In that sense, the project design was in itself adequate to meet the project objectives.

During the first few years of the first partnership (2009 – 2011) interventions were very project-focused with one project manager and project funds centralised in Geneva. The focus was in that period on the technical work. Then the funding modality changed to outcome-based, and the funds were decentralized. There was a perceived disjoint; while the technical capacity was in Geneva, the funds were from then onwards in the different countries. This was at least in part resolved by a large input of the regional DWT experts.

The second part of Question B1, i.e. was the selection of focus countries adequate to meet the project objectives, is more complicated. The objective was to have a variety of countries so that a variety of contexts and experiences could feed into the database on “What Works for Youth Employment”. However, none of the countries are *Low-Income* Countries; in fact, all are middle-income and five of them are in the Lower-Middle Income Country category whereas Paraguay is the only Upper-Middle Income Country (cf. Worldbank.org). Jordan’s classification was changed last year from upper to lower-middle income. This despite the fact that SIDA had an implicit preference for the inclusion of low-income countries (it will become the explicit preference in a new phase, and could be seen as an example of a more hands-on involvement of SIDA in the near future). In addition, the countries are mostly relatively small in terms of population size apart from Morocco with over 33 million inhabitants (cf. Box 2). Furthermore, no countries were selected from Sub-Saharan Africa, while two countries were included from North-Africa. Lastly, South Asia and the Caribbean were also not represented.

Box 2: Population size of the 6 countries:

Moldova	2,998,235
Morocco	33,900,000
Cambodia	15,762,370
Jordan	10,011,820
Paraguay	6,897,384
Tunisia	11,304,482

2016-2017 Estimates (Wikipedia)

Tunisia was included in a later stage (early 2017) because the constituents requested support for the development of a NEP which fitted closely to the project objectives. In order for that to be financially viable, funds had to be transferred from other components which is possible due to the flexibility of the outcome-based funding modality. However, this was a long process with a lot of dialogue, and eventually funds were transferred from Paraguay and Jordan. Pull factors were that the inclusion of Tunisia was a tactical decision using the funding as seed money and as a leverage to attract other (e.g. World Bank) funding. It was also a priority country for SIDA. As push factors can be mentioned:

- ✓ The programme in Jordan related to Rights@Work was cancelled as no trusted company could deliver the phone application within the allocated budget, and funds became available;
- ✓ Delays of expenditure of funds in Paraguay were partly due to the change of the Director of Employment, and after that expenditures speeded up but it did not become possible to spend all funds in a balanced way before the end of 2017, while in Tunisia everything was already in place to receive and spend the funds.

All in all, one could conclude that the country selection was partly adequate to meet the project objectives.

B2) Was the project design chosen in terms of methods, timing, and staffing conducive to achieving quality products and results?

The project design, with a global component and six country interventions, was logical based on the objective of piloting what works in youth employment, but the resources were thereby spread thinly. It was decided not to have a full-fledged Chief Technical Officer for the project to save resources, but a coordinator for the global component who could also liaise with the country

initiatives. At country level, national programme coordinators were appointed and support staff was engaged ad hoc from the ILO Country Offices. The timing was relatively short with a project period of two years only (2016-17), while the final decisions for example on country selection took several months and staff selection in country could take as much, some countries ended up with just over one year, while Tunisia's interventions were of course even shorter. Considering the total amount of funding and the number of countries involved, the project design chosen was not ideal but the best under the circumstances.

B3) Do the project outputs causally link to the intended outcomes/objectives?

The PRODOC has listed the intended outcomes for each component (Global product and Country initiatives) which are reproduced here in Annex 2. From these outcomes the PRODOC logically arrives at a number of intended outputs for each outcome. These are clearly causally linked. The actual outputs will be further discussed under Criteria C1 below. It would have been better if a comprehensive Log Frame would have been included in the PRODOC instead of one that only relates to the Global Product (PRODOC, p. 26-27), and not to the country initiatives. As it happens, separate PRODOCS were developed for each of the six countries. It would have been better to integrate them. This was also the Finding of the Evaluation Study of the 2014-15 Phase (its finding no. 9 in section 3.2). As a result the reporting on country initiatives is not always systematically followed, and while the outcomes are clear, in one country the outputs differ in each progress report.

B4) To what extent did the project build on knowledge developed during previous SIDA funded projects related to employment policies and youth employment and in particular through Phase I of the 2014-17 partnership agreement?

For the various phases of the ILO-SIDA Partnership since 2012 the main line of continuity could have been arrived at through the Global Component as the countries selected kept on changing almost every two years (for details see Chapter 3). For the global component the continuity applies especially to the formulation of the Training Package on DW for Youth developed in 2012-13, and adapted and/or translated in other languages in subsequent phases (See also Chapter 3).

Regarding the six countries involved in Phase II, only Morocco and Jordan were involved in Phase I of 2014-15, while Cambodia, and again Jordan, were involved in the 2012-13 Phase (for, respectively, support on NEP development and support on YE). The other three countries were not involved in earlier phases and therefore this question does not apply to them. Continuity is very clear-cut in the case of Morocco and it demonstrates the importance of such continuity. The current project follows up closely from the achievements made during Phase I of 2014-2015, which contributed substantially to the formulation of the National Employment Strategy (NES). In Phase II the support was directed at the implementation of this NES and at the resulting regionalisation! In the case of Cambodia a similar thing happened with a gap of two years because the NEP was prepared and in part developed during 2012-13, continued in 2014-15 with ILO resource support (RBSA), and endorsed in 2015, so that implementation could start in 2016 when Cambodia was included again in the partnership. As for Jordan, it was important that it was included in three consecutive phases of the partnership since it made longer-term planning of activities possible, and so the ILO staff involved have come to count on it. Although the total amounts are small compared to some large-scale multi-donor programmes in Jordan (e.g. the Jordan Compact on refugees), it has given them the flexibility to undertake background studies

and work on vocational training to support those other programmes (for example the Jordan Response Plan, especially related to job creation under the Rules of Origin trade agreement between EU and Jordan).

B5) Was the capacity of various project's partners taken into account in the project's strategy and means of action?

As we have seen in the above, one of the criteria for country selection was the "Implementation of National Employment Strategies/National Action Plans: the eligible country should have a strategy, policy or plan in place." Therefore, indeed the countries were generally chosen where such a NEP was in place or about to be completed, but no clear evidence could be found of any assessments made of the capacities of the respective tripartite constituents, although the criteria above implicitly indicates that the Ministries involved were indeed capable to design a NES. However no indications of this sort could be found related to the capacities of regional governments, employers' organisations or trade unions. Since regionalisation was an important element in the implementation of NEPs and since at provincial level the awareness among government and other agencies of what people really need is expected to be higher than at national level, this could be seen as an omission. At the same time, it would be wise to refrain from recommending to add even more selection criteria (as indicated in the above). Instead it is better to include in new phases substantial allocations for capacity building of these stakeholders, and this is precisely what many interviewees underscored as well.

Regarding the social partners, in most countries their involvement at the provincial level should be substantially increased, and thus is Tripartite Dialogue at the regional level crucial; support from ILO is important in this, and it could, for example in Morocco, be led by the elected Regional Councils. At the national level, employers' and workers' organisations are often involved separately in different project activities, one interesting example is Jordan, where:

- Trade unions are involved in facilitating access to work permits for example in the construction sector, while.
- Employers' organisations (in particular JCI) co-authored a report with ILO with no involvement of trade unions.

Overall the participation of trade unions and, in fact, their capacity to participate, is a matter for urgent consideration, except in Tunisia where there is just one Trade Union which is exceptionally powerful, the UGTT. It is thus recommended to facilitate the social partners to undertake more joint work (and even to have training on how to cooperate more effectively).

B6) To what extent was the project design adequate and effective in the coherence and complementarity between the different components of the project?

The coherence and the complementarity between, on the one hand, the global component, and on the other, the six selected countries is very clear. The global component offered a service platform to support country level interventions by providing a wide range of resources, including technical briefs, country information and training tools which are all accessible and adaptable for country-level work. There was also some degree of feedback of the country activities into the global products' development. However, there was little contact among the six countries. To be sure, the global component organised training seminars in ITC Turin in 2016 and 2017 where representatives of the countries involved did indeed meet, as was the case for the Youth Academy in October 2016 also in Turin, but apart from that there was no contact. As became obvious during the interviews, the national programme coordinators were quite busy managing day-to-day

activities in their respective countries (often they also had to manage other projects), and therefore no time was left for exchanges with other countries. This is the more regrettable as it is a global programme and exchanges could bring for example good practices to a higher level. Therefore, the involved stakeholders should be made more aware that such exchanges could be part of the programme, and thus that they should be explicitly included in the Log Frames, Theories of Change and ultimately in the task descriptions.

4.3 Effectiveness

C1) Has the Project achieved its planned objectives?

The Project has achieved the majority of its planned objectives, but it varies between the different countries and global component. In this respect the delivery rate of over 98% in April 2018 is telling; in September 2017 it was overall 66.2%. To a limited degree shifts in funding (e.g. to Tunisia) hide abandoned objectives in other countries, e.g. the Rights@Work objective in Jordan. Box 3 shows that of all countries, Moldova had the highest Delivery rate in September 2017 with 93.1 %, while Tunisia had as expected because of its late entry the lowest rate with 14.9 %; Paraguay and Jordan with less than 50% were also clearly lagging behind expenditure schedules. Currently all countries have a delivery rate above 88% except Paraguay (the balance is, by the way, mainly an administrative matter). The project was extended budget neutrally with 3 months until the end of March 2018 as part of an overall extension for all projects under the ILO/SIDA partnerships for all Outcomes.

Box 3: Delivery Rates in %.

Components	Sept. 2017 (%)	April 2018 (%)
Global Comp.	81.6	99.2
Cambodia	72.0	99.7
Jordan	41.4	99.9
Moldova	93.1	99.9
Morocco	74.5	98.0
Paraguay	46.0	91.6
Tunisia	14.9	99.2
Total	66.2	98.3

Source: Implementation Progress Note Sept. 2017 & anonymous email April 2018.

In terms of general activities, the present phase of 2016-2017 initiated the implementation of the NEPs through National Action Plans (NAP), road maps and/or the regionalisation of these NAP's towards provinces. Elements of support included capacity building, technical assistance for NAPs and pilot projects in two or three provinces in particular related to the methodology for drafting regional employment plans sometimes including the setting up of working groups.

The achievements under the **Global Component** can be discussed following the outcomes and the outputs specified in the Log Frame of the PRODOC (see Table 4.1 below). Under 1.1 we can identify the training package on Decent Work for Youth, while the training and capacity building of constituents in Turin as well as the Flagship event, the Youth Academy, also in Turin come under 1.2. The Service Platform for the country interventions is under 2.1, while 2.2 includes such achievements as the upgrading and translations of the training package; the development of new modules on formalization of informal economy and rural employment; the publication and dissemination of reports, tools and knowledge products under the five policy areas of the "Call for Action"; and, lastly, the drafting of a report that collects good practices and documents lessons learnt extracted from the global and country interventions. Such a Report should be finalized and published with the utmost urgency as it touches upon the very '*raison d'être*' of the Partnership.

Table 4.1: Global Component: Outcomes and Outputs.

No.	Outcomes	Outputs
1	Strengthened capacity of constituents to develop employment strategies with youth as priority	1.1 Training package on decent work for youth supplemented and translated in different languages 1.2. A capacity-building event on youth employment for governments, employer organizations and trade unions implemented
2	Support to the implementation of CPO and development of knowledge and tools	2.1 Technical backstopping to CPOs from formulation of country projects to implementation 2.2 Development of knowledge products and tools

The achievements in *Moldova* can be discussed following the outcomes and the outputs specified in the PRODOC and/or the Implementation Progress Notes produced by the project (see Table 4.2 below). The visibility meant under Output 1.1 was achieved with a national conference, the awareness campaign ‘Future is Yours’ directed at youth through social media, and a radio platform. Output 1.2 included the support for the yearly employment plan and for the National Action Plan (NAP) for the NES implementation, the update of the vision document *Moldova 2030* in line with the SDGs and with the EU-Moldova Association Agreement, and a report on Youth Labour Market review in *Moldova*.

Table 4.2: Moldova: Outcomes and Outputs.

No.	Outcomes	Outputs
1.	Moldovan constituents implement a NES with a clear youth and migration focus, as well as having strengthened their capacities on macroeconomic policies for promoting more and better jobs and for tackling inequalities;	1.1 Visibility of NES and of the project improved 1.2 Stakeholders deepen knowledge on the relation between employment, economic activity and migration
2.	The capacity of labour market institutions to monitor and evaluate targeted youth employment services and programmes is strengthened.	2.1 Capacity of institutions assessed to carry out employment programs 2.2 Design of measures in the public employment service to improve effectiveness of service

Under the institutional capacity assessment output (2.1) government staff participated in statistics training in Turin, a Study Mission to Romania was organized to promote youth entrepreneurship, internships and ALMP’s and, lastly, a Functional Assessment was carried out of the service delivery for youth by the National Employment Agency (NEA) in *Moldova* which was highly valued by this agency. Under the final output (2.2) the following achievements can be identified:

- An innovative approach was the piloted active labour market measures “On-the-job training”. This is an innovative achievement involving many stakeholders such as NEA, MHLSP, Employment Agencies, Vocational school, and individual Employers.
- An evidence-based occupational outlook for 70 occupations was developed, and an online occupational outlook was included on the NEA web platform (<http://www.cariera.anofm.md/>). It was accessed 12,400 times between July and December 2017 which is high for *Moldova*. It includes an interesting, automated test for youth to see which occupation is suitable for them.
- Support for the Skills Committees to enhance collaboration between employees and employers for the development of technical vocational education. The Law on (Sectorial)

Skills Committees was endorsed on 27 December 2017 by the President, and skills committees now need to learn how to lobby and search for funding.

- Review and upgrade the draft Law on Employment Promotion, which was sent to Government in December 2017 whereby support was given especially to legal analysis involving many tripartite meetings, but the constituents are now satisfied with the draft Law. Importantly, the Law has been included in the agenda of plenary session of the Parliament of the spring session. Some very relevant new elements in this Law are new active measures (ALMP) with focus on youth and disabled; subsidies to employers to adjust their workplace to disabled workers; funding for local initiatives in rural areas; internships (3 months); and, lastly, certification of skills in non-formal and informal learning.
- Support in drafting the guidelines of employment counselling, career guidance and job search for NEA.

The achievements in **Morocco** can be discussed following the outcomes and the outputs specified in the PRODOC and/or the Implementation Progress Notes produced by the project (see Table 4.3 below). Overall, the two main achievements in Morocco are the support to the NES and that to the regionalisation strategies for which three pilot provinces were selected (see below). Therefore, most of the support has been directed at Outcome 1 on the pilot regions, and comparatively less on Outcome 2 related to the Regional Employment Fund.

Table 4.3: Morocco: Outcomes and Outputs.

No.	Outcomes	Outputs
1	Regional Employment Plans (REP) are developed in a consultative way in three pilot regions	<p>1.1 The documentation and tools relating to the development of regional employment action plans are developed in consultation with the various regional actors</p> <p>1.2 A regional diagnostic is prepared in a participatory and inclusive way in the three regions</p> <p>1.3 The mechanisms and measures of support to the regionalisation of the National Employment Strategy (NES) are developed and implemented at the regional level in the form of action plans</p>
2	The operational mechanism of the Regional Employment Fund (REF) is developed	<p>2.1 A program of sharing experiences with other countries and accompanying regional and national stakeholders in the framework of the establishment of the REF is carried out</p> <p>2.2 The capacities of national and regional actors are strengthened to develop and set up the REF</p> <p>2.3 The procedures, mechanisms and tools relating to the operation of the REF are identified</p>

In more detail, under Output 1.1 we can identify the technical assistance to the three selected pilot regions, notably:

- ✓ Tanger-Tétouan-Al Hoceima (TTH),
- ✓ Rabat-Salé-Kénitra (RSK) and
- ✓ Souss-Massa (SM).

This technical assistance was to help the pilot regions in preparing the REP which is a shared duty between the Ministry (MLSA) and the regions. Under Output 1.2 are included the labour market diagnostics of these regions which are developed and discussed with all local stakeholders with the objective to agree on a roadmap, a work plan and a list of projects proposed. The three Working Groups discussed in Section 4.1 (on Economic sectors, Human resources, and Regional governance) were created to investigate jointly with relevant local stakeholders how to create jobs in each sector. In the Region TTH, for example, five sectors were selected: 1)

Tourism; 2) Fish farming; 3) Pre-school education; 4) Trade (TTH is close to Spain, so there is a lot of smuggling, street selling, etc.); and 5) Culture. Each of the pilot regions was assigned a national expert to act as a focal point in order to establish a closer relationship with people on the ground and be better placed to capture the existing and emerging needs in terms of capacity development. Regionalisation is important for youth seeking jobs, starting a business, and getting their correct skills. The Regional Council (RC) for example signed a convention with the 'National Agency for the promotion of employment and skills' (ANAPEC) for funds on the employability of youth, and to help them to start their own business.

Related to Output 1.3 is the support given to re-activate the Inter-Ministerial Employment Committee (CIE); this committee was set up in 2015, but only after support from ILO it held its very first meeting two years later (on 28 August 2017). Following this meeting five thematic working groups were created to finalise the implementation process of the NEP:

1. Job creation: chaired by Ministry of Finance;
2. Match training, teaching and job market requirements, chaired by Ministry of Education;
3. Intensification of labour, chaired by the MLSA;
4. Governance of Labour Market, also chaired by the MLSA; and
5. Regional Employment, chaired by the Ministry of Home Affairs (the experience of the pilot region of RSK served here as example).

The CIE also drafted a *National Plan for Employment Promotion 2017-2021* (with support from the Prime Minister) and is currently preparing the executive plan of the NES (expected to be completed by April 2018).

The social partners were invited for all meetings but especially the regional level trade unions did not always attend. Employers' organisations were more involved, and for example the regional branch of CGEM in RSK was involved in a pilot in an Industrial Zone in this region to define a model of sustainable management for this zone. The goal was to create more job opportunities for youth.

As indicated in the above, work on Outcome 2 related to the Regional Employment Funds (REF) was less advanced. The regions stress the Fund's role in training and education in order to support job promotion, to support firms in trouble and social enterprises, and to support enterprise creation. The REF has the ability to bring together many scattered initiatives resulting in better targeting. An inventory was made of REF's by a national, financial expert.

On the whole, great progress is made with developing REP's in the pilot regions and bringing all stakeholders together. A few activities could not (yet) be completed, such as the methodological note with guidelines on how to develop regional employment programmes, the design of the governance structure to oversee REP implementation, and the work on funds for REP.

The achievements in **Cambodia** can be discussed following the outcomes and the outputs specified in the PRODOC (see Table 4.4 below). Output 1.1 was focussed on support to the institutionalization of the Inter-Ministerial Committee (IMC) to oversee and coordinate the implementation of NEP. A Decree was passed to establish the IMC and its Secretariat in the MoLVT. The IMC undertook regionalisation to 25 provinces by establishing *Provincial committees*

in each province of which already 20 have in fact been established. The chair of the provincial Department of Labour is the chair of the provincial secretariat. Support was also provided to the Plan of Action 2017-2019 to implement the NEP (consisting of no less than 97 pages). This process was difficult in beginning because it is new for Cambodia and it involves a large number of stakeholders and institutions (including 16 government agencies). These stakeholders also do not always send the relevant representatives with sufficiently high responsibilities. ILO provided training courses on the request of the IMC Secretariat for department staff in two provinces (Siem Reap and Prasean, a province bordering Thailand) and in both courses two other provinces attended as well (the government wanted training for 8 provinces but there were not enough resources in the project).

Table 4.4: Cambodia: Outcomes and Outputs.

No.	Outcomes	Outputs
1	Strengthening institutional mechanisms for leadership, coordination and implementation of policies	<p>1.1 Institutionalize an Inter-Ministerial Committee to oversee and coordinate the implementation of NEP, along with other key national socio-economic policies, and enhance organizational and technical capacity of its members.</p> <p>1.2 Provide technical assistance to support the implementation of NEP under the three goals of NEP: (1) to increase decent and productive employment opportunities; (2) to enhance skills and human resource development; and (3) to enhance labour market governance.</p> <p>1.3 Provide technical support to improve labour market information and data management system including additional quantitative and qualitative indicators for monitoring policy implementation. Outputs generated should also feed into monitoring of SDGs.</p>
2	Supporting young women and men with access to quality education and technical/vocational skills training	<p>2.1 Implement labour market programmes for young women and men including training on core and life skills and career counselling for a better transition from school to work and better occupational choices.</p> <p>2.2 Develop and deliver quality market and industry driven skills in priority sectors, in cooperation with the relevant Ministries and the private sector.</p> <p>2.3 Promote employers' partnerships in skills development through apprenticeship and internship opportunities and other schemes for young learners to practise their skills and knowledge through workplace exposure.</p> <p>2.4 Improve the development and implementation of the national competency standards, testing, certification, and accreditation system to incorporate gender, in line with the industry and ASEAN standards in the priority sectors.</p>
3	Protecting young women and men from the risk of abuse and discrimination at work	<p>3.1 Provide support to trade unions, employers, employment services, education and training institutions, as well as youth organizations, in their initiatives aimed at raising young people's participation and awareness of their rights at work, including safe labour migration.</p> <p>3.2 Adapt and translate into Khmer language the training manual 'youth rights at work' and disseminate it through training workshops in the capital and in selected provinces.</p>

The Secretariat of the IMC meets quarterly, while the IMC itself has to meet twice a year according to the NEP, but has met only once in 2017 because they were too busy establishing sub-committees and provincial secretariats, and secretarial staff also have their regular jobs. IMC has to submit a yearly report to the government but has not yet done so, because they did not receive all 25 provincial reports yet (until now they received 20). Lastly, the ILO proposed the IMC Secretariat to develop a policy guide on local sourcing and procurement, with a particular emphasis on promoting decent and productive work opportunities for youth, however, the Secretariat needs more time, and also train more staff to be able to complete that task

Under Output 1.2 are included the organization of two capacity building workshops in two provinces involving four provincial committees to discuss the alignment of NEP at provincial and local level, as well as the UN Joint Programme (UNJP) on Youth Employment, coordinated by the UN Resident Coordinator whereby the ILO is both the administrative and the convening agency, making it the first time the ILO leads such a joint programme of five UN agencies on youth employment. This unique programme took almost two years to prepare and was leveraged by the ILO/SIDA project. The donor, the Swiss SDC, provided US\$ 2 million under the condition that this amount will be a maximum of 40% of total funding whereby the rest should come from other projects/donors, for example the ILO-SIDA Partnership, but also programmes and projects from the other agencies involved, i.e. UNICEF, UNDP, UNV and UNESCO. Output 1.3 was less successful as the statistical indicators in the NAP 2017-19 are not of sufficient quality at least partly as a result of the government not prioritizing to invest in data collection, for example resulting in delays in undertaking the Labour Force Survey.

Achievements under Outcome 2 included new career and information materials, tools and brochures (2.1), a study to identify students' needs and aspirations and to identify mechanisms that support young people in secondary and TVET schools (2.2), an assessment study of Cambodia's apprenticeship and internship programmes, and a Study Tour to Malaysia on internships in December 2017 (2.3). Under Output 2.4 the cooperation with the Ministry of Tourism is important since tourism creates relatively many jobs for young women and men (with an annual growth of about 10%). The total number of workers in tourism is currently 620,000, with 32 job titles, but only 30% got a formal training. Therefore, it is important to promote the Mutual Recognition of Skills (MRS) as is being done through the Tourism Skills Development Programme with ILO. MRS is different from ASEAN's Mutual Recognition Agreement (MRA) which applies to only a limited number of *skilled* professions, while MRS includes unskilled ones as well (e.g. in construction). The ministry of tourism and ILO have jointly undertaken Training of Trainers (ToT) and Training of Assessors (ToA) in Phnom Penh and Siem Reap for hotel service personnel (over 100 trainers and assessors were trained), as well as a pilot project in Siem Reap on Recognition of Prior Learning (RLP).

A series of Training of Trainers workshops was delivered under Output 3.1 to strengthen stakeholder capacity and to reach out to young workers with awareness-raising initiatives aiming at improving their working conditions, as well as the cooperation with NEA and the Ministry of Education on Youth Rights@Work in two selected provinces reaching 300 youth. Finally, Output 3.2 included the translation into Khmer language and subsequent dissemination through training workshops of the ILO training manual on 'Youth Rights@Work'. An interesting case of a lesson learned in a different context is that a series of short cartoons based on the modules of this training manual was developed for the *Indonesian* market, and was intended to be adapted and translated into Khmer and disseminated through social media.

The achievements in *Paraguay* can be discussed following the outcomes and the outputs specified in the PRODOC and/or the Implementation Progress Notes produced by the project (see Table 4.5 below). Output 1.1 was focussed on capacity building at the Ministry of Labour, Employment and Social Security (MLESS), but it has turned out to be a very slow process. A 'Consultative Council' was established dealing with the implementation of laws; it included Ministries and TVET organisations with the purpose to promote social dialogue. A series of inter-

ministerial workshops were organised between the MTESS and the Ministry for Youth, resulting in the inclusion of the latter ministry in the “Consultative Council”. Several other (training) workshops worked as a catalyst for better inter-institutional communication. Regarding Output 1.2 on the One-stop window, it is as it were a window to the inside because it is related to administrative recodes. No information has been found on Output 1.3 on the labour observatory on whether it was indeed strengthened.

Under Output 2.1 a technical council was created that has supported the pilot on the application of the Youth Employment Law and the regular set up of Social Dialogue Roundtables, while no evidence could be found on progress under Output 2.2. The implementation of the Manual for tripartite partners on the Application of the Law on Labour Insertion for young people (Output 2.3) progressed slowly; only in 2017 the process of selecting the actual beneficiaries of the law was started. The Law is flexible in that it allows different types of funding, including private sector contributions, for example with banks (BBVA) and NGOs (Plan). But private sector resources are not as reliable in the longer-term as public sector allocations. The participation of the employers’ organisation was enhanced through several reunions hosted by the ILO.

Table 4.5: Paraguay: Outcomes and Outputs.

No.	Outcomes	Outputs
1	MLESS and vocational training institutions are strengthened in their capacity to design, implement and monitor youth employment policy.	<p>1.1 MLESS and other bodies with competence in the implementation of the youth employment law are supported and technically strengthened in the areas of job training, job search support and placement and apprenticeship.</p> <p>1.2 One-stop window including youth (System of Intermediation and Job Training) is implemented and strengthened, linked to the application of the youth employment law.</p> <p>1.3 Capacity of the Labour Observatory of the MLESS is strengthened in the generation of knowledge, dissemination and sensitization in the thematic of youth employment.</p>
2	Young people and social actors are contributing actively to solutions on the issue of youth employment.	<p>2.1 Social dialogue and social partners are strengthened to work on youth employment issues.</p> <p>2.2 Young people are sensitized about their situation in employment and labour rights, along with information on the opportunities of the new youth employment law and the services of the one-stop window.</p> <p>2.3 Institutional capacity of ILO constituents is strengthened to promote a decent work agenda for youth. Contribution of education, vocational training and social protection policies.</p>

Regarding the interventions in *Jordan* and *Tunisia* the *Dashboard* of the Implementation Report of ILO’s PROGRAM Department (available at www.ilo.org/IRDashboard) shows that the project has not achieved reportable results in line with ILO’s corporate results framework. For Tunisia, this is understandable since it was involved in the partnership only in 2017, while for Jordan results reported by the regional office under the system are not in line with measurement criteria and not accepted by PROGRAM. However, there are a number of other types of achievements to report for both countries as indicated in the following.

The achievements in *Jordan* can be discussed following the outcomes and the outputs specified in the PRODOC (see Table 4.6 below). Under Output 1.1 the private sector was invited to carry out sector studies for the inclusion of Syrians and Jordanians in the labour market by reviewing the employment potential and to identify demand-driven sectors and occupations. As the sector studies were mostly carried out by the private sector and not by academia, this set the ground for

a meaningful discussion on the integration of Syrian refugees into the labour market. In addition, a product analysis was carried out for identifying new export goods, mainly to assess what products are more likely to be exported under the new Jordan-EU trade agreement. Under Output 1.2 curricula and learning materials were drafted with the purpose to expand apprenticeship programs in elementary/semi-skilled sectors.

Under Outcome 2 support was provided for the setting-up of new Skills Development Corporations to gather all TVET related activities under one institution and to advocate for the adoption of an apprenticeship decree. Furthermore, a new framework was supported for the implementation of the National Human Resource Development Strategy and the inclusion of the apprenticeship component which plans for a complete revamping of the governance system of TVET. In this way, the new Skills Development Corporation has gathered all TVET related activities under one institution. Lastly, Outcome 3 on the phone application on Youth Rights@Work could not materialize as no trusted company could deliver the phone application within the allocated budget.

Table 4.6: Jordan: Outcomes and Outputs.

No.	Outcomes	Outputs
1	Sector based approach for inclusion of Syrians in the Jordanian labour market is established.	1.1 At least three sector based studies to support the inclusion of Syrian refugees in the labour market are produced. 1.2 The sector based studies feed into (a) changes for training curricula and materials, (b) direct programming of ILO and other UN agencies targeting Syrians for training under the Jordan Compact.
2	National Apprenticeship System Components (or most of them) are adopted	2.1 Consultations with the three Councils and the Royal Committee conducted and recommendations of the legislative form\’s for inclusions apprenticeship components are drafted; 2.2 Legislative document\’s for inclusions apprenticeship components are drafted;
3	Awareness on Youth Rights at Work increased	3.1 A phone application on youth rights at work is developed, tested, finalized and disseminated widely; 3.2 Orientation & building capacity activities on Youth Rights at Work & OSH based on draft manual are conducted

Since *Tunisia* was only included in the Partnership in 2017 it was not included in the PRODOC. Therefore, the achievements can only be discussed following the outcomes and the outputs specified in the Implementation Progress Notes produced by the project (see Table 4.7 below). Under Output 1.1 institutional mechanisms were identified to pilot the NEP process and to define the major stages and orientations of the formulation process, and Political, Steering, and Technical Committees were established with the objective to validate the major steps and the methodology for the formulation process of the NEP and to share the experience with NEP implementation of China, South Korea, and Morocco.

The formulation of a literature review under Output 1.2 was intended to identify all the employment-related studies carried out in Tunisia in recent years. The formulation and diagnostic phase of the NEP included five different studies on such topics as macro-economy, labour market governance, ALMP’s, and employability. The ILO supervised these studies and convinced relevant line ministries to take the lead in the respective fields. In addition, key development partners in the area of employment were mobilized, such as ADB, AFD, SIDA, UNDP, Swiss

Cooperation, etc. In addition, Tunisia is a pilot country for the joint ILO-WB collaboration, whereby the WB will provide support in particular to conduct the diagnostic studies.

Table 4.7: Tunisia: Outcomes and Outputs.

No.	Outcomes	Outputs
1	A national employment strategy focusing on youth and women's employment is formulated	1.1 The steering mechanism of the National Employment Strategy is in place (March-April 2016) 1.2 Diagnosis of employment is developed (April-July 2017) 1.3 The NES document is drafted on the basis of the contributions of the thematic groups and interviews with concerned stakeholders (August-December 2017) 1.4 A communication plan to mobilize actors around employment is developed and implemented (April-December 2017).
2	The capacities of the "employment" actors to develop, implement and follow the NES are strengthened	2.1 A program to build capacity, share experiences and support national stakeholders in the process of formulating the employment strategy is carried out (April-December 2017).

A series of tripartite and bilateral meetings were organized (1.3 and 1.4) to ensure the commitment of constituents around the NES, and to define the major stages and orientations of the formulation process. The social partners (UGTT and UTICA) identified three focal points to be present throughout the formulation process. Lastly, under Output 2.1 all members of the Technical Committee participated in the ILO-ITC training course on "Designing effective and inclusive national employment Policies" in Turin in order to strengthen their capacities but also to enable them to work together on the formulation process.

C2) To what extent have management capacities and arrangements supported the achievements of results?

The management arrangements of the Partnership can be looked at from different sides. The partnership is embedded at the ILO HQ Geneva in the Employment Policy Department (EMPLOYMENT), and within that in the Employment and Labour Markets Branch (EMPLAB) which has been managing the programme well considering its limitations, in particular being a complicated programme in a series of countries with relatively limited funding. There was no single CTA, but the international ILO staff who is coordinating the global component was also compiling the regular progress reports from the six countries into one comprehensive 'Systematization Report', providing support to the management and technical backstopping, monitoring country initiatives and supporting budget management.

The regional ILO offices are principally intended to provide technical inputs, but in a number of cases they also took on more management like roles sometimes only as advisor, sometimes more than that. At country level, a national officer has been recruited to support the implementation of the activities in each country (except for Paraguay where an international staff member provided support); the national programme coordinators interviewed in the three countries visited have been able to manage their programmes well, although they sometimes are overburdened with responsibilities in other projects. National experts were hired on short-term contracts where needed. In some cases the national coordinators take on more than supervising and advising roles.

Regarding the counterparts at country level, invariably the Ministries of Labour have shown themselves motivated and willing to manage their side of the programme, of course with the necessary changes of governments and of key staff resulting in delays (see also under D2). Inter-Ministerial Committees at national level, sometimes existing already, sometimes set-up specifically for the purpose, have proven to be important venues for coordination and management, such as in Cambodia, Morocco and Paraguay. In addition, many counterparts underlined the importance of the solid, long-term relationship based on trust between the ILO, the Ministries of Labour, the social partners and other stakeholders in the respective countries. ILO's role is also to influence policies and to set standards that are then respected.

In sum, the management capacities and arrangements have in most cases clearly contributed to the achievements of results.

C3) Which areas of work/project components were most effective for the realization of the programme's goals and were there any constraining factors?

Considering that the programme's goals revolved around What Works for Youth Employment, it was good to have a diversity of countries in combination with a global component that was to support the country initiatives and to compile best practices and lessons learned on YE. Therefore, the drafting of a report that collects such good practices and documents lessons learnt extracted from the global and country interventions is one of the most effective products for the realization of the programme's goals.

Concerning the constraining factors, these will be discussed under the Evaluation criteria D2 where the factors are discussed that hindered a timely delivery of project activities.

C4) Did the countries strengthen/start developing (youth) employment policies within the framework of decent work and in a more coherent fashion due to the projects intervention? (in line with ILS on NES and on PES, R.204, 2014 resolution, Call for action).

Yes, the countries did indeed strengthen youth employment policies in a more coherent way due to the projects intervention, and this will be further discussed under impact (Criteria E2).

C5) To what extent did SIDA funded interventions in the targeted countries act as a catalyst and support ILO influence in the country and/or leverage additional resources?

There are a number of ways in which the Partnership has acted as a catalyst or leveraged additional resources:

- a) In Cambodia, the UN Resident Coordinator underlined that the ILO-SIDA project was both the linchpin and a catalyst for the UN Joint Programme (UNJP) on Youth funded by SDC.
- b) Large multi-donor programmes tend to focus narrowly on tangible results (e.g. numbers of refugees reached in Jordan), while through the SIDA funding it became possible to develop and undertake important supportive and background analyses and activities.
- c) In Moldova an innovative type of on-the-job training piloting of ALMPs was undertaken jointly by a number of organisations although the new employment law was not yet

- approved; the Ministry of Labour drafted a Regulation/Order, and then signed a grant agreement with ILO for the training.
- d) There were a number of linkages with other SIDA activities:
- “Skills for Trade and Economic Diversification” (STED) is also a global, ILO-SIDA programme that provides sector level technical assistance on identifying the skills development strategies required for future success in international trade. It is designed to support growth and decent employment creation in sectors that have the potential to increase exports and to contribute to economic. NEA undertook a study on four priority occupations, for which standard curricula including soft skills were written in 2015-17. STED was an earmarked allocation, but will become part of the ILO-SIDA Partnership in the coming phase from 2018. STED has until now been implemented in 11 Countries, including Cambodia, Tunisia and Jordan.
 - The Swedish National Employment Service works also with NEA on Skills, especially on soft skills which is very much appreciated by the employers.
 - SIDA supports work of ILO and the clothing chain H&M on how to solve conflicts in the labour market (involving independent and tripartite arbitration councils, as well as labour courts to be opened next year).
- e) In Tunisia in 2013 the tripartite partners made a social contract for an employment strategy, leading to a common declaration in 2016 regarding the ways to reduce the large public wage bill. ILO and the World Bank were cooperating whereby ILO is in the lead (Tunisia is a pilot country for this).
- f) Several stakeholders interviewed underlined that the ILO-SIDA support helped very much to keep the motivation of their staff high.
- g) The Ministry of Labour and Social Affairs in Morocco received funding from Spain for the development of the NES but when Spain’s policy changed resulting in budgetary restrictions, the ILO-SIDA Partnership took over in 2016 and implementation of NES was initiated.
- h) A few other examples are discussed below under ‘Sustainability’.

C6) What can be said of the effectiveness of the project in countries which benefitted several times from the ILO-SIDA partnership support as opposed to the others?

There are three countries that benefitted several times:

- Jordan was supported during three consecutive phases of the ILO-SIDA Partnership.
- Cambodia was supported in 2012-2013 and in 2016-2017, with a gap of two years.
- Morocco was supported during 2014-2015 and 2016-2017.

The other three countries, Moldova, Paraguay and Tunisia were included in the Partnership for the first time.

This evaluation criteria is related both to the criteria C10, E3 and F2, and is also the subject of Chapter 3.

C7) Did the project yield any unexpected results?

The following results could be labelled unexpected, or unexpectedly successful:

- ✓ In Cambodia the UN Joint Programme on Youth (UNJP) was not foreseen at the inception of the 2014-2017 Partnership, and the ILO-SIDA support played a crucial role in getting it off the ground.

- ✓ In Moldova the On-the-job training of youth was a great success according to all stakeholders involved and this was once more underlined during the closing conference by all speakers. Unexpectedly, the Employers' Organisation called it a "Wonderful thing!" which is the more important since individual employers were deeply involved in the project guaranteeing the trainees a job after successful completion of the programme.
- ✓ In Morocco the great support of the elected Regional Council (RC) in the TTH region was an important factor in moving the regional consultations organized by the ILO staff and consultants forward; unexpectedly the RC also underlined the importance of tripartite dialogue at the regional level.
- ✓ Privatization was not planned in the original project, but the realisation has increased over the years that the involvement of the private sector is, on the one hand, quite crucial, while on the other hand it is realized that this is a big challenge among other things with less regular funding streams than when planned through government budgets. The example of the privatization of four training centres in Jordan which were assessed by the ILO and subsequently handed over to the Jordan Chamber of Industry (JCI) is an interesting case in this respect.
- ✓ Often Employers' Organisations are less inclined to be enthusiastic about awareness campaigns, and especially if this involves Rights@Work, but in Moldova one of the staff members was personally involved in the "Future is Yours" campaign and explained the view of employers on radio and TV.

C8) Have the performance-monitoring system and the collection, analysis and dissemination of good practices on "what works for youth employment" (from previous phases) helped in shaping evidence based interventions in line with the implementation strategy for outcome 1?

The performance-monitoring system showed several flaws as discussed before; for example the Log Frame in the PRODOC only covered the Global Component, not the country interventions. As indicated in the above, each country had its own PRODOC and Log Frame, implying that all components were implemented as separate projects without an integrated M&E framework. In addition, there was no Theory of Change in the 2016-2017 phase of the Partnership.

The reporting requirements of ILO and SIDA are different. To be sure, reporting can be a burden for the ILO Country Offices if different donors are involved since for each donor a separate report (template) is required. Generally, in the Partnership ILO compiles detailed progress reports every three months, and annually brings together these detailed country and global component reports into what is called the 'Systematization Report'. The monitoring requirements of SIDA consist in the progress report of the Partnership in 2016 (ILO & SIDA May 2017) and a final report in 2018. However, SIDA actually prefers a different kind of reporting by ILO, not on the (sometimes tiny) bits and pieces of outputs and project activities, but since it concerns a global programme, SIDA prefers to be informed about the contribution of the partnership to overall outcome 1 which requires a clear narrative and a Theory of Change.

Monitoring from the side of SIDA has been close in earlier phases of the Partnership with a SIDA-expert delegated to the ILO, but this position is no longer there. Since then the communication has been limited to crucial moments but during 2017 the contacts again become more intensive especially also with a mission from SIDA to ILO HQ in Geneva (in September 2017).

The second part of this evaluation criteria related to the collection, analysis and dissemination of good practices on “what works for youth employment” in previous phases is the subject of Chapter 3. As part of the Global Component, a report is being drafted that collects good practices and documents lessons learnt extracted from the global and country interventions. This will be a crucial input into the next phase.

C9) How well did the results contribute to the ILO’s cross-cutting themes of gender and non-discrimination?

The cross-cutting issue of gender was well-covered in most components of the Partnership. Gender mainstreaming was promoted by strengthening constituents’ engagement and capacity-building activities that included specific modules aimed at raising awareness on gender issues. Collection of data/indicators were generally sex-disaggregated, but no specific analyses were undertaken on gender issues. Women were generally identified as one of the target groups of specific policy interventions. In how far the ILO/SIDA Partnership worked in collaboration with ILO’s Gender, Equality and Diversity Branch (GED) in the country initiatives and the Global Product could not be established. Below are a few more concrete examples of how gender issues were included:

- ✓ In Jordan, they were always very careful to include gender issues in drafting curricula, in choosing occupations to be included in programmes, in making sure attention was paid to day care centres, to specific issues for women when travelling, and to (potential) working time adjustments suitable to women’s agendas.
- ✓ Good collaboration with UNIFEM/UNWOMEN in Tunisia.
- ✓ Gender was not explicitly included in the project in Paraguay where the programme had to deal with major changes in governments and substantial delays. Public officials include both men and women, while social partners are male dominated, and there were no gender quota for the Consultative Council or other for a, not for training programmes.
- In Cambodia the Ministry of Education’s Youth Employment Branch has noticed some rather positive developments in the country, such as that the percentage and number of women in schools are increasing, and that there is now a policy for Gender Development. Overall, the quality of education is also increasing.
- In Morocco there is a strong focus to look at the groups that are disadvantaged, especially women, and to facilitate participation of women in the labour market. Until recently Anapec always looked at young, graduate men, but more and more Anapec is pushed to include the uneducated as well, especially also women.

In most countries there was also a (sub-) component on awareness raising on Rights at Work for young women and men which of course includes issues of gender and non-discrimination! In Cambodia, there was even a separate Outcome (No. 3) on this: “Protecting young women and men from the risk of abuse and discrimination at work.”

C10) What was the difference in the approach/dynamics required in countries which benefitted several times from the ILO-SIDA partnership in comparison to countries that only benefitted one time?

The Programme has supported Jordan in three consecutive phases and ILO staff there indicated that they could almost count on this support and took it into account for their long-term planning. In general, however, as we will see under Criteria D2 the periods in between the different phases

of the Partnership were mostly so long and the outcome of the country selection process so insecure that for example staff could not be retained (See for further details Chapter 3).

4.4 Efficiency

D1) In what ways has the project used the ILO managed programme resources efficiently (funds, human resources, etc.)? Could things have been done differently or more efficiently?

Initially (in 2009-2011) the funding of the ILO-SIDA Partnership was centrally controlled in HQ Geneva with one Program Manager in Geneva, but this was abandoned with the pressure from within the ILO for decentralization of funding to empower country offices. Instead, ILO's Employment and Labour Market Policies Branch (EMPLAB) is coordinating the programme. In Geneva tasks were then refocused on backstopping, quality control and the global component. The evaluation of the 2014-2015 phase of the partnership indicated that this lack of a program manager needed to be re-considered (cf. Chapter 3); although the benefits of this are obvious in terms of control, coordination and enhanced interaction among the components, it is also a matter of prioritizing limited funds. The Global Component is led by a coordinator from EMPLAB who started in January 2017, and who also collects the individual country progress reports and compiles them into one single annual progress report called 'Systematization Report'.

Depending on the interventions at country level, country offices have been quite intensively supported by relevant employment and youth employment specialists based in DWT (employment specialists), RO (youth employment specialists and focal points) and in HQ Geneva (specialists who will provide technical backstopping in their area of work and specialization). Among the latter, there was especially close coordination with YEP and CEPOL Specialists in Geneva and EMPLOYMENT specialists in the field. Cooperation with PROGRAM, PARDEV, BUD/CT and EVAL will be maintained throughout the duration of the programme to ensure consistency and alignment with the offices' internal procedures. According to the PRODOC (2016: 22) a *mid-term review* of all components of the ILO/Sida Partnership was scheduled to be conducted at Global and country level but this did not materialize (reason is unknown, but most likely related to the late start of actual activities in the field).

The number of regular staff at ILO Country Offices dedicated to the partnership is usually quite small with one national programme coordinator who mostly has also other projects to look after and 1 to 3 staff part-time involved. However, experts were hired on short-term contracts where needed (for example, six national experts were regularly involved in the program in Morocco). Locally-based decision-making is valued by some international stakeholders which was triggered by the fact that in some countries the ILO Country Director is not residing in-country.

In *Moldova* ILO has a small office with four staff members lead by a National Coordinator. Most stakeholders are quite positive about the staff, their dynamism and their readiness to share information. Substantial support from DWT in Budapest was essential. In *Morocco* the National Programme Coordinator is supported by several staff on a part-time basis, while from March 2017 six national experts were employed through ExColl contracts three regional coordinators, and three thematic experts. All these experts were needed because the Regional Council did have no experience at all in coordinating the development of a Regional Employment Policy and Action

Plan. In general, the work by the experts has been valued very much by the key stakeholders interviewed (although in one or two cases reports took longer to finalize than anticipated).

In *Cambodia*, the ILO National Programme Coordinator is responsible for 2 to 3 projects simultaneously although some stakeholders indicated that the NEP Implementation is actually a full-time job. However, the National Coordinator of the ILO Cambodia office is also often involved in this programme. Stakeholders appreciated very much the great continuity with several staff members, some already since the early years of the ILO presence in Cambodia (started in 1991). ILO Cambodia is among the largest ILO Offices in Asia without a resident Country Director with about 60 staff of which 45 are in the long-running Better Factories Cambodia programme. In addition, there is intense contact with DWT in Bangkok with the Youth Employment, Skills, Employment and other specialists. In *Paraguay* the ILO representation was not very extensive before 2016, but a project office was started in Asuncion with a Youth employment expert (currently no longer there), 1 administrative staff, and a few national consultants (on ExCol). The support staff were in Santiago de Chile. In *Jordan* the National Programme Coordinator's contract has also been completed, but the resident Country Coordinator cum regional Skills Specialist is currently responsible for the completion of this phase with support from the DWT in Beirut.

The flexible character of the Outcome-Based Funding Modality (OBFM) in the partnership led among other things to the inclusion of a sixth country in 2017, i.e. *Tunisia*, with funding being transferred from Paraguay and Jordan (as indicated in the above). Other advantages of OBFM are the possibility of additional country support even for smaller interventions and the fact that lightly earmarked resources result in better support to the achievement of Outcome 1 strategy. Funding gaps can be filled with such types of funding, whereby the gaps are identified through the ILO planning process coordinated by PROGRAM who receives reporting on all activities and compiles it into a Summary Report (of about 80 pages) and into the DASHBOARD (discussed in the above). PARDEV's strategy is to go as much as possible for less earmarked funding, in particular to un-earmarked ones such as RBSA (the 'gold standard'). ILO's Results Based Management (RBM) is important for planning activities and for acquiring the trust of donors. Regarding the country interventions in *Tunisia*, these were supported by a National Programme Coordinator, support staff and DWT a expert in Cairo.

In terms of *expenditures*, Table 4.8 below provides an overview of the expenditure categories for the global component and the six country interventions. The budget is taken as the basis because it provides a complete picture of allocations, and because the actual expenditures do generally not differentiate much from the budgets. The single largest overall category is national consultants (including subcontracts) with almost 22%. Personnel in general takes up the largest part of the budget with 57% of which 22% is for international staff/consultants. Training, seminars and other activities take up almost 20%. ILO's programme support costs is the usual 13% of the total budget (minus the support costs themselves, so that it works out to 11.5% of the overall total). There are large differences between the components. Four countries have allocated between 50 and 65 % to personnel costs, and for Paraguay even 71%, which might partly be so high because the Project Coordinator, beyond management roles, was in charge himself of the execution of a series of activities that were central to the project outcomes. For Jordan personnel costs are much lower (only 21%); Jordan spend the majority on 'Activities' (*unspecified*) according to the budget received (53%). The expenditures of the global component is expectedly dominated by the ILO International Staff Component (including the Coordinator).

The question whether things could have been done more efficiently is a complicated one. As already discussed, with a budget of US\$ 2.3 million and six countries involved resources are bound to be spread thinly although each country had its share (of between 7 and 17%; cf. Table 4.8). It was imperative to have a coordinator in Geneva otherwise it would have been more difficult to arrive at the consolidated national reports. At country level, it was clearly required to have a national programme coordinator, and many stakeholders indicated that it would be even better if that were to be a dedicated programme coordinator (without other projects to monitor). Spending on seminars, training and other activities seems to have generally been done efficiently taking up just 21% of the total budget.

Table 4.8: Expenditure categories of the budgets for the global component and the six country interventions (in %).

Expenditure Category	Global Comp.	Cam-bodia	Jordan	Moldo-va	Moroc-co	Para-guay	Tunisia	OVERALL
	Budget	Budget	Budget	Budget	Budget	Budget	Budget	Budget
Training Package		7.5		12.2	6.7			4.1
Seminars (Activities)	10.4	18.9	53.0	6.2		12.1	26.3	15.7
ILO International Staff	64.2					29.1		17.7
ILO National Staff		12.5	21.0	12.0	32.7	12.6	6.0	13.3
International Consultants		16.8		2.7			19.0	4.6
National Consultants		20.9		50.3	31.9	29.6	29.1	21.7
Travel / Mission Costs		9.1		2.7	5.3	1.7	7.9	3.6
Office Costs		2.9	14.5	2.4	11.8	3.5		4.7
M&E and Evaluation	13.8							3.0
ILO Programme Support Costs	11.6	11.5	11.5	11.5	11.5	11.5	11.5	11.5
Total %	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
TOTAL Absolute In US\$	520,276	398,260	263,284	339,447	375,453	295,000	178,675	2,370,395
Row Percentage	21.9	16.8	11.1	14.3	15.8	12.4	7.5	100
BALANCE: Budget - Actuals	43,747	36,649	165	196	n.a.	26,208	19,865	126,830

Regarding a *Risk Analysis*, the PRODOC (2016: 21) has discussed several risks and ways to mitigate their effects on the project achievements for the project as a whole, not for each component/country. Three types of risks were identified:

- 1) Political stability, rate of turnover of key counterparts in ministries or high-level partners; commitment of constituents throughout the process.
 - Mitigation: Proactive involvement of all key parties is actively pursued from the early stage of formulating country level proposals to the later stages of implementing activities. Experience has shown that broad-based participation and social dialogue

- are necessary conditions for sustained and concerted action in policymaking processes as a broad range of actors is involved in the policy space.
- 2) Unforeseen circumstances that would significantly prevent proper implementation of the objectives set out in a country's interventions.
 - Mitigation: the management would consider the appropriateness of re-allocating unspent resources to another project country in line with the strategic fit of the programme and where needs be, as was the case with the addition of Tunisia receiving funds from Paraguay and Jordan.
 - 3) An operational risk that may arise relates to time constraint due to the short time frame to implement interventions.
 - Mitigation: The development of integrated and realistic work plans for all components of the Programme will help to address this risk.

These risks all turned out to be genuine risks, and all at one point or another affected the implementation of the Partnership quite seriously. This goes to show that a risk analysis is important to include, and perhaps a more detailed one than in the 2016 PRODOC.

D2) Have project funds and activities been delivered by ILO in a timely manner? What are the factors that have hindered timely delivery of project funds and the counter-measures that were put in place?

As we have seen in the above, delivery rates are high, and the balance remaining of the budget is relatively small (cf. Table 4.8) indicating that project funds and activities have been generally delivered in a timely manner. However, different types of delays can be identified as follows:

- 1) Implementation of project initiatives could only start after substantial delays due to a variety of factors, such as designing the program in its final shape, internal ILO Procedures in HQ Geneva, selecting the countries, and the time needed in the respective countries to start up the activities (staff recruitment, office, etc.). This resulted in delays at the outset of sometimes 4 to 6 months or more which reduced substantially the two-year project duration. It would be better if ILO could streamline procedures as much as possible, and if SIDA could agree to a project duration of at least three years, preferably four; in fact this is SIDA's plan for the new partnership starting in 2018.

For example in Jordan, the recruitment of national programme manager was a problem because not much funds were allocated for the NOB position, and it required several rounds in the recruitment process, and it took a long time to decide between HQ and the region. This led to delays of 4 to 6 months during which the program was without a programme manager.
- 2) Delays were regularly also caused by changes in key government staff in particular at the Ministries of Labour. For example, after the approval of the employment law, the Ministry of Labour and Social Affairs in Morocco was without a Minister for six months leading to the delay of the implementation. Another example refers to Jordan where an important achievement was that a Skills Development Council was set up by the Ministry of Labour and the Ministry of Education, but the downside is that it has not yet been inaugurated and this could meet with further delays because of the ongoing Cabinet reshuffle. In Paraguay in 2012 good progress was made with the adoption of the National Youth Employment Policy by Presidential Decree and the Law in 2012 which had resulted from an exceptionally intense process of social dialogue, however, this was followed by great political turmoil in 2012-13 with two changes of government which delayed the implementation for a few years. There

are exceptions as well, for example the Minister of Labour and Vocational Training in Cambodia has been there for five years now.

- 3) A more general type of delay was mentioned by a few stakeholders in Morocco, where consultations are deeper and at a larger scale than in many other countries, and where the government is particularly hesitant to take risks.
- 4) At the regional level decisions and implementation, e.g. of the NEP, seem to take generally longer than at national level. The specifics of the regional government structure in a country may have a great impact on the implementation, sometimes complicating matters. For example in Morocco, there is a dual structure: on the one hand the elected Regional Councils (RC), and on the other hand the representative of the Ministry of Home Affairs which is the Governor (*Wilaya*) and the Civil servants. It took a long process to define the actions at the regional level in the pilot Regions in Morocco, and required many training workshops. Some of the main bottlenecks were that it took a long time to make good contacts with local governments, and that it was difficult to agree among stakeholders on goals, and on the proposed list of projects.
- 5) The implementation of the law on NES sometimes get stuck because one or other of the involved ministries objects, or because local politics comes in. Being selective in selecting your local counterparts can sometimes help to remedy this situation.
- 6) A final type of delays is caused by governments not prioritizing, or hesitating, to invest in crucial elements of the programme. For example, in Cambodia the lack of government budget for the Labour Force Survey resulted in substantial delays. This resulted in turn in insufficient quality of the statistical indicators in the NAP 2017-19.

D3) Has the establishment of a global component and parallel country interventions contributed to creating synergies among interventions and an efficient use of resources?

As indicated under C1, the Global Component coordinated the progress reporting with the individual countries, but there were rather limited links between the countries. Getting together to learn from each other was not really stimulated in the programme because international meetings take up relatively large parts of the budget. Attending the yearly Youth Academy in Turin could be one venue to get a few selected people from the projects together, and another option could be to organize regional meetings, workshops, and training seminars to learn from the regional lessons.

Nevertheless there were a few experiences with cross-fertilisation among countries, such as:

- ILO Regional Experts in DWT/RO offices can play an important role in disseminating lessons learned to other countries. For example, the expert in DWT Cairo dealing with Morocco has been transferred to the DWT in Budapest which is responsible for Moldova, is now in Budapest dealing with Moldova. Thus, lessons learned on the implementation of Regional Employment Plans in Morocco can now be adjusted and implemented in Moldova. In the same vein, the expert in DWT Budapest dealing with Moldova has been transferred to ILO YEP in Geneva and deals now with youth employment policies. This type of cross-fertilization was further stimulated by the workshop in ILO Geneva on the ILO-SIDA partnership involving all ILO officials of the project organized in January 2017 (see ILO 2017b).
- National experts involved in the projects as consultants could spread their lessons learned to other countries as well. For example, in Morocco several national consultants have been spreading the lessons learned in their work in Morocco to such countries as Mauretania and South Sudan.

- The model of the UN Joint Programme (UNJP) on Youth has received broad acclaim and Albania has indicated their intention to replicate this model.

In most countries the projects also acquired funds from other sources than SIDA. For example, in Morocco the ILO Country Office (CO) acquired funds from the Islamic Development Bank (IDB) as well as ILO's RBSA funds using the funds sometimes interchangeably. Cambodia CO also acquired RBSA funds, and Paraguay also found other financial resources.

4.5 Impact

E1) How did the ILO's work build the capacity of tripartite constituents?

The capacity of tripartite constituents was built through several modalities. Firstly, specific training seminars and workshops directly building their capacity were organized throughout the programme period both in-country and in Turin (e.g. the Youth Academy). Secondly, indirect ways of capacity building are the tripartite dialogue process undertaken for the development of the Decent Work Country Programme (DWCP) in most countries, and the sometimes broader consultation processes that took place with various ministries, NGOs and/or international organisations for the development of National Employment Policies (NEP). Thirdly, the development of Regional Development Plans (REP) offered opportunities for mentoring and guiding the consultation process among a large number of regional stakeholders, including regional branches of the social partners. Stakeholders in the TTH Region in Morocco for example underlined that they put in place a dynamic which is quite difficult to set up, including the sensitization of the local government agencies; it has really changed the mind-set of regional stakeholders! The result of such consultation processes was underscored both by the Ministry of Education and NEA in Cambodia, when they explicitly stressed that ILO has provided a lot of support and has given them ownership and trust. Therefore, the motivation is high in their teams.

Fourthly, institution building and strengthening institutional mechanisms for leadership, coordination and implementation of policies are also part of capacity building. Institution building itself was quite rare but NEA in Cambodia had clearly benefited from the partnership. The strengthening of institutional mechanisms was done in most countries, for example in Cambodia with the IMC and its Secretariat, in Morocco with the structure led by the Regional Councils in pilot regions, in Moldova with the inter-institutional coordination mechanism for the Employment Action Plan for 2017, in Tunisia with the Political, Steering, and Technical Committees, and in Paraguay with the Consultative Council and Roundtable. Lastly, in many countries programmes were organised for the Training of Trainers (ToT) and for the Training of Assessors (ToA) who then go on and train others on a wider scale; as the Ministry of Tourism in Cambodia mentioned some even find better jobs in the area they work in, as a result enhancing their impact.

E2) Is the Project contributing to the strengthening of the enabling environment at country level (laws, policies, technical capacities, local knowledge, people's attitudes, etc.)?

The ILO-SIDA Partnership has certainly contributed in different ways to the strengthening of the enabling environment at country level. In terms of Laws, in several countries the ILO has contributed to the development of Laws, for example in Moldova the Law on Employment Promotion was supported by technical assistance from ILO experts and is now in Parliament to be approved in the Spring 2018 session!

In terms of policies, the partnership has contributed even more. In most countries technical support was provided to the development or the implementation of National Employment Policies (NEP) and National Action plans (NAP); in some countries Regional Employment Policies (REP) were even initiated. For example, in Morocco's TTH Region, regional stakeholders underlined that ILO has played a catalysing and coordinating role in bringing all actors together, and has encouraged the Regional Council to be more involved in regionalisation processes and consultations. In Paraguay the implementation of public employment policies was supported.

The technical capacities of the national and regional stakeholders have increased as a result of the Programme as was demonstrated through the various types of capacity building under E1. In terms of Local knowledge, the impact has also been substantial as some of the best national experts have been contracted to undertake specific studies, to guide consultation processes, etc. Lastly, in terms of People's attitudes, the long processes of consultation have changed at times the mind-set of the stakeholders, and motivated a large number of them.

E3) Was there sufficient focus on continuation of country level activities during the different (phases of the) partnership agreements to be conducive to the impact and sustainability of ILO's interventions?

This evaluation criteria goes against the objective of the programme to contribute to Outcome 1 and against the nature of the programme as a global entity. So, the answer to the question is no, there was no focus on the continuation of country level activities because the focus was on the programme as a global entity piloting What Works in Youth Employment in different contexts.

The support of the ILO_SIDA Partnership is without exception very much appreciated by stakeholders, and almost all have indicated with clear reasons that the support should be continued in the next phase and if anything they require more extensive support, especially in terms of their needs in the areas involved. Thus, all stress the importance of continuity at country level, and for example Jordan had been involved in three consecutive phases of the partnership which was very much appreciated.

4.6 Sustainability

F1) Did the SIDA support trigger a continuous engagement on improving (youth) employment policies within the framework of decent work beyond the project lifetime (engagement on employment issues and with respect to ILO engagement)?

Sustainability can be said to be relatively strong because of the focus of the programme on, firstly, getting the National Employment Policies (NEP) institutionalized, and then, on providing support for the implementation of these policies both through National Action Plans (NAP) and through Regional Employment Policies (REP) and Plans. To be sure, the sustainability of the NEPs is higher than those of the NAPs and the REPs because with respect to the implementation at both national and regional level the key national and regional stakeholders involved all indicated that more support is needed from ILO-SIDA and others for these processes to materialize, whereby often one area was singled out as pivotal: capacity building of the organizations involved.

This can be further specified for each country involved. In *Moldova*, sustainability will be quite large once the National Employment Law will be in place, and the progress is quite encouraging with the Law now scheduled for discussion in the Parliament in the Spring 2018 session. Once the law has been endorsed the implementation can start fully. There is another kind of sustainability that is quite substantial in Moldova, and that is funding sustainability which also comes in different forms: Firstly, the ILO Country office in Moldova has secured US\$ 1 million for a follow-up project during 2018-2019 from ILO funds (RBSA); this project will in particular look at the legal framework and build on the two Laws on Skills Committees and on Employment Promotion. Secondly, the Government of Moldova (GoM) has included the follow-up work (implementation and regionalisation) in its medium-term spending framework for the coming two years; a few other ministries have also allotted funds for the coming years. Thirdly, there is a special situation in Moldova that ensures that the GoM is highly motivated to implement reforms and new legal frameworks, because that will bring the country closer to the EU standards.

In *Morocco* we could speak of a fragile sustainability because without further support and especially capacity building of the key regional stakeholders the risk of losing the momentum created by the project in the past year is looming large. To be sure, the Regional Council (RC) seems quite motivated and should be able to steer the work, while in the three pilot regions the project has made a footprint in that a large number of contacts (including civil society) have been made and a list of projects has been identified, etc. However, currently the RC lacks sufficient skills, and there is always the dual structure to be taken into account, and for example until now the Governor, representing the Ministry of Home Affairs, has not been involved in the process in the TTH Region.

In *Cambodia* a comprehensive legal framework has been put in place in recent years and this guarantees a degree of sustainability. However, the implementation of the NEP is only partly sustainable because the capacity is not sufficient at national and provincial level as only four provinces have received training courses on reporting and planning until now. In addition, although there are plans to integrate the funding of regionalization of activities into the NAPs in the coming years, these have not yet been allocated in the national budget. In the meantime, the concern is to lose the support and the momentum that were garnered through the project if activities cannot be continued as planned with additional external funding. Nevertheless, some other project elements have indeed become sustainable, such as the work-based learning which has been integrated into CAMFEBA's next year plan.

In the other three countries sustainability is less developed. In *Paraguay* after the political changes, the project was in particular trying to salvage the positive progress of the year before the unrest. In *Jordan* activities were much less directed at sustainable policies, and more in support of, or to provide background analyses for the large multi-donor programmes on refugees, perhaps with the exception of the capacity building of the Jordan Chamber of Industry (JCI) to manage the four Vocational Training Institutes transferred to them by the Ministry of Labour. In *Tunisia* the period of the project interventions was just too short to be sustainable without further support; however, in the medium term continuity has been ensured by the ILO support during this biennium on the formulation of the NEP through a Technical Cooperation project supported by Norwegian funds and ILO-RBTC resources (as the country is a target CPO).

As a global programme, the sustainability rests also on the collection of best practices and lessons learned in youth employment in all these countries at a central place for every government to be accessed and see What Works under which circumstances and in which stages of development. Therefore, these examples should be centrally documented and made accessible for all tripartite constituents around the world.

F2) In comparison to countries that only benefitted one time from the ILO-SIDA partnership, to what extent has institutional learning and evolution of ILO constituent been sustained in countries which benefitted several times?

Although the programme also pursued enhanced capacities and more informed and effective engagement of constituents, its intention was more to pilot What Works in Youth Employment than to guarantee sustainability within any particular country. In fact, the country that benefitted three times in a row, Jordan, has not been able to arrive at a high degree of sustainability and was probably chosen each time more because of the international concern related to the refugee crisis and the large number of youth among them, than because of concerns for sustainability. In fact, the country that has the highest degree of sustainability was involved in the Partnership for the first time in 2016-17, i.e. Moldova, and at least part of that sustainability is due to the possibilities offered by the anticipated EU accession. Therefore, it seems external political factors are playing an important role in this. That being said, it is also clear that the higher sustainability in Morocco and Cambodia can be attributed to the fact that they were involved in the Partnership two times, as compared to Paraguay and Tunisia which have been involved only once.

F3) Was there an effective and realistic exit strategy for the country level project components?

In the PRODOC there was no explicit exit strategy proposed, and most of the six countries are expecting to be included in the next phase as well. Some country offices have already acquired additional funding for the coming year(s) such as Moldova and Morocco which are a specific kind of exit strategy.

F4) How likely is it that the procedures and tools developed by the project will be replicated in future?

The procedures, tools and knowledge products developed by the project are expected to be replicated by other countries. For example, the Global Component produced, modified, adapted and translated training and other modules which are sustainable and which are ready to be replicated with the necessary adjustments. In the above a few concrete examples have already come up of countries that are interested to replicate certain project elements (e.g. Albania is interested in replicating the model of the UN Joint programme on Youth). However, the important thing is to make such procedures, tools and knowledge products readily available and accessible to other countries.

5 Ex-post Analysis

The Ex-Post Analysis deals with selected previous SIDA funded projects related to employment policies and youth employment dating back until 2012. It aims at assessing the sustainability of the *results* of these SIDA funded projects and the likely attribution of these *results* to SIDA funded projects. The main question here is whether the coherence of the strategy and the intervention models used benefitted from previous experiences (i.e. the selected previous SIDA funded projects). We can distinguish a number of elements of such Intervention models, such as:

- 1) Commitment and Ownership,
- 2) Overall Structure of the Partnership,
- 3) Financial and Management Model,
- 4) Build on interventions in previous phases, and
- 5) Reinforcing the Enabling Environment.

The analysis in Chapters 3 and 4 of the present report have provided information on the sustainability of the results of the SIDA funded projects and on these intervention models, and references will be made at times to the relevant sections for further details.

Commitment and Ownership

In the early phase of the ILO-SIDA Partnership (2012-13) the sustainability of results was one of the issues of major *concern* (cf. Section 3.3): if the results are not in line with the initial objectives or with the expectations, the commitment of different national stakeholders towards employment policies and their implementation may diminish. This indicates that ownership left much to be desired at that phase. The 2014-15 evaluation was more positive and underlined that the project has taken important steps to achieve sustainability, which included adapting activities to national contexts, developing close relationships with key national stakeholders and institutions in all countries, and involving them in project activities and strengthening national institutions. As a result ownership had been enhanced. The analysis for 2016-17 indicated also an enhancement of commitment and ownership in the six countries involved. Especially in the three countries visited a strong political commitment was observed among the key counterparts. Several stakeholders explicitly stressed that ILO has provided a lot of support and has given them trust, and facilitated ownership.

The Overall Structure of the Partnership

The overall structure of the Partnership consists of a Global Component and a varying number of countries, and this structure has been sustained throughout the three different phases since 2012 and is likely to be used again from 2018 onwards. The main drawback of such an intervention model is that the resources are spread thinly over the different components, however, that is not a major problem as the main goal is to pilot interventions in different contexts on What Works in Youth Employment (YE). The coherence and the complementarity between the global component and the countries is very clear. The global component offered a service platform to support country level interventions by providing a wide range of resources, including technical briefs, country information and training tools which are all accessible and adaptable for country-level work. There was also some degree of feedback of the country activities into the global products' development. However, there was little contact among the six countries. Therefore, it is the more important that the good practices and lessons learned extracted from the global and country

interventions are collected, documented and made accessible to the key stakeholders around the world.

It has to be said that all evaluation studies in the past (cf. Chapter 3) as well as the current performance evaluation (Chapter 4) stressed each and every time that the period for the implementation of the interventions was relatively short with a formal project period of two year. In actual fact, the implementation time was much shorter often only just over one year because the administrative procedures and the final decisions on country selection took several months while in-country staff selection could take as much. In short, not much was done with those recommendations, although there is a clear intent on the side of both SIDA and ILO to make the new phase of the Partnership 2018 - 2020/2021 longer (cf. SIDA-ILO 2017).

Financial Management Model

The *Outcome-Based Funding Modality (OBFM)* has been employed in all three phases of the Partnership since 2012 and all evaluations are positive about its effects. In particular, it has been shown to allow for greater flexibility in the different activities programming and (interim) country selection, in the administration of funds and in the creation of synergies and links with other country partners and projects. The IndevelopAB (2015) Review of the 2014-15 Phase looked at the longer term (beyond 2017), and found that a higher degree of un-earmarked funding responds to a greater extent to Swedish priorities as well as to the ILO reform, and thus recommend the RBSA Funding Modality instead of OBFM. For specific areas such as gender mainstreaming, the lightly earmarked OBFM will remain more appropriate. However, if anything, the new Phase of the Partnership 2018-2020 is likely to include a more hands-on approach of SIDA and therefore a continuation of the lightly earmarked OBFM.

Initially (in 2009-2011) the funding of the ILO-SIDA Partnership was centrally controlled in HQ Geneva with one Program Manager in Geneva, but this was abandoned with the pressure from within the ILO for the decentralization of funding to empower country offices. The evaluations of the subsequent Partnership Phases differed in perspective regarding *the centralized-decentralized management models*. For the 2012-13 Phase it was found that the two alternatives proved to have advantages and disadvantages although local offices favour decentralized models while HQ staff is in favour of centralized approaches. Arguments in favour of centralized management include the enhanced capacity to overview the project, the higher level of clarity of the tasks to implement and achieve P&B outcomes and the methodological advantage to compare across countries. On the other hand, it is argued that decentralized management reinforce ownership, a higher degree of flexibility to adopt decisions and the proximity to the reality of the country. The study concluded that the debate between the two models of management is still inconclusive, and that moving to *mixed models* is an alternative to explore. The 2014-15 evaluation, however, leans much more towards the decentralized model, even identifying it as a Good practice, because flexibility to adapt the budget and activities is essential to addressing the actual needs in beneficiary countries. In order to be able to reallocate funds in cases of political instabilities or unfavourable enabling environments, it was recommended to the ILO to define clear and agile procedures when working with decentralized funding.

Initially (in 2009-2011) the partnership was under the coordination of one *Program Manager* based in Geneva, but this was abandoned with the decentralization of funding (see above). Instead, ILO's Employment and Labour Market Policies Branch (EMPLAB) is coordinating the

programme. In Geneva tasks were then refocussed on backstopping, quality control and the global component. The evaluation of the 2014-2015 phase of the partnership indicated that this lack of a program manager needed to be re-considered (cf. Chapter 3); although the benefits of this are obvious in terms of control, coordination and enhanced interaction among the components, it is also a matter of prioritizing limited funds. For the 2016-17 Phase it was therefore decided not to have a full-fledged Chief Technical Officer in order to save resources. At the same time, it was acknowledged that more coordination was needed, and therefore, a coordinator from EMPLAB was appointed for the global component who also had the task of liaising with the country initiatives and, in particular, collects the individual country progress reports and compiles them into one single annual progress report. In that way, the recommendation of the previous evaluation report was adhered to but at the same time resources were saved to be able to implement substantial interventions in six countries.

Build on Interventions in Previous Phases

Out of a total of 24 countries that were involved in the different phases of the Partnership since 2012 there were *only five* that were involved in more than one phase (for details see Table 3.1). Therefore, it is difficult to find significant differences between these two groups of countries. As the countries selected kept on changing almost every two years, the main line of continuity can be found through the Global Component, especially through the formulation of the Training Package on DW for Youth developed in 2012-13, and adapted and/or translated in other languages in subsequent phases, and, of course, through the registration of all the best practices found and lessons learned in all three phases; these still need to be compiled, though, and collected in comprehensive report and/or data base making it accessible for all stakeholders.

Sustainability can also be looked at in more detail in the five countries that benefited more than once. In *Zambia*, the main objective of the 2014-15 phase was to finalize the National Action Plan (NAP) on Youth Employment which was developed under the previous phase. In *Sri Lanka*, after a change of government, it was decided to focus the 2014-15 Phase in particular on the *implementation* of youth employment priorities of the National Human Resources and Employment Policy (NHREP) which was developed in the earlier phase. Lastly, in *Jordan* the 2014-2015 Phase focused among other things on the consolidation of the work undertaken, as part of the previous phase, such as the youth employment initiatives in support of the ACI 2 strategy.

Continuity is very clear-cut in the case of *Morocco* since the 2016-17 Phase interventions follow up closely from the achievements made during the previous phase which contributed substantially to the formulation of the National Employment Strategy (NES). In the current phase this was brought further with support to the implementation of this NES and at the resulting regionalisation! In the case of *Cambodia* a similar thing happened with a gap of two years because the NEP was prepared and in part developed during 2012-13, endorsed in 2015, so that implementation could start in 2016 when Cambodia was included again in the Partnership. As for *Jordan*, it was important that it was included in three consecutive phases of the partnership since it made longer-term planning of activities possible, and so the ILO staff involved have come to count on it. Although the total amounts are small compared to some large-scale multi-donor programmes in Jordan (e.g. the Jordan Compact on refugees), it has given them the flexibility to undertake background studies and work on vocational training to support those other programmes.

Some of the procedures, tools and knowledge products developed by the project are expected to be *replicated* by other countries. For example, the Global Component produced, modified, adapted and translated training and other modules which are sustainable and which are ready to be replicated with the necessary adjustments. In the present report a few concrete examples have already come up of countries that are interested to replicate certain project elements (e.g. Albania is interested in replicating the model of the UN Joint Programme on Youth presently operating in Cambodia). However, the important thing is to make such procedures, tools and knowledge products readily available and accessible to other countries.

The support of the ILO_SIDA Partnership is without exception very much appreciated by stakeholders, and almost all key stakeholders have indicated with clear reasons that the support should be continued in the next phase and if anything they require more extensive support, especially in terms of their needs in the areas involved. Thus, all stress the importance of continuity at country level.

Reinforcing the enabling environment.

The Partnership did contribute substantially to reinforcing the enabling environment, and the 2014-15 evaluation (ILO 2016) summarized it accurately as follows: The Partnership 2014-15 made an important contribution in assisting targeted countries to:

- mainstream youth employment in sectoral 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.

This can be further specified for each country involved in the 2016-17 phase. In *Moldova*, sustainability will be quite large once the National Employment Law will be in place. There is also sustainability of funding in that the ILO Office has secured RBSA funding for a follow-up project during 2018-2019, and the Government of Moldova (GoM) has included the follow-up work (NEP implementation and regionalisation) in its medium-term spending framework for the coming two years. In addition, the process of EU accession also makes commitment to reforms and new legal frameworks crucial. In *Morocco* we could speak of a fragile sustainability because without further support and especially capacity building of the key regional stakeholders the risk of losing the momentum created by the project in the past year is looming large. To be sure, the Regional Council (RC) seems quite motivated and should be able to steer the work, and in the three pilot regions the project has made a footprint, but there are concerns on their capacities.

In *Cambodia* a comprehensive legal framework has been put in place in recent years and this guarantees a degree of sustainability. However, the implementation of the NEP is only partly sustainable because the capacity is not sufficient at national and provincial level as only four provinces have received training courses on reporting and planning until now. In addition, the government funds for the regionalization of activities have not yet been allocated in the national budget. In the meantime, the concern is to lose the support and the momentum that were garnered through the project. In the other three countries sustainability is less developed. In *Paraguay* after the political changes, the project was in particular trying to salvage the positive

progress of the year before the unrest. In *Jordan* activities were much less directed at sustainable policies, and more in support of, or to provide background analyses for the large multi-donor programmes on refugees. In *Tunisia* the period of the project interventions was just too short to be sustainable without further support, but as indicated in the above additional resources have been acquired already for the current biennium from Norway and ILO-RBTC resources.

On the whole, the programme's objective was more to pilot What Works in Youth Employment than to guarantee sustainability within any particular country. In fact, the country that benefited three times in a row, Jordan, has not been able to arrive at a high degree of sustainability and was probably chosen each time more because of the international concern related to the refugee crisis and the large number of youth among them, than because of concerns for sustainability. In fact, the country that has the highest degree of sustainability was involved in the Partnership for the first time in 2016-17, i.e. Moldova, and at least part of that sustainability is due to the possibilities offered by the anticipated EU accession. Therefore, it seems external political factors are playing an important role in this. That being said, it is also clear that the higher sustainability in Morocco and Cambodia can be attributed to the fact that they were involved in the Partnership two times, as compared to Paraguay and Tunisia which have been involved only once.

Conclusion

Two years were considered by all evaluations to be a very short time to be able to arrive at impact, e.g. increasing countries' capacities requires long-term processes. Although it is not possible to identify impact on the final beneficiaries of the policies, the progress seems to go in the positive direction, and capacities were increased, tools developed and policies started or improved. More in particular, the findings of all evaluations discussed in this report indicate that capacity building was one of the most solid and useful components of the Partnership. Knowledge development and research have the potential to identify interventions that "work for youth employment". In addition, Decent Work and Youth Employment have gained in importance in national development agendas in several countries, and NEPs, NAPs and REPs have the potential to promote job creation in selected sectors.

On the whole, sustainability can be said to be relatively strong because of the focus of the programme on, firstly, getting the National Employment Policies (NEP) institutionalized, and then, on providing support for the implementation of these policies both through National Action Plans (NAP) and through Regional Employment Policies (REP) and Plans. To be sure, the sustainability of the NEPs is higher than those of the NAPs and the REPs because with respect to the implementation at both national and regional level the key national and regional stakeholders involved all indicated that more support is needed from ILO-SIDA and others for these processes to grow roots and to fully materialize, whereby often one area was singled out as pivotal: capacity building of the organizations involved.

6 Conclusions and Recommendations

6.1 Conclusions

The conclusions drawn have been categorized according to the six evaluation criteria of OECD/DAC: relevance and strategic fit, coherence and validity of design, effectiveness, efficiency, impact and sustainability.

Relevance and Strategic Fit

All three evaluation studies discussed in the Synthesis Review (Chapter 3) have indicated that the relevance of the strategy and the interventions is quite high in terms of the needs of the recipient countries, in terms of the priorities of the Swedish Government as well as in terms of the priorities of the ILO. Sufficient attention was clearly paid to the needs of the governments, while the other two tripartite constituents were also included regularly in the analysis of the two ILO evaluations; however, workers' and employers' organisations do hardly feature among the findings or the recommendations of these reports. The role of other stakeholders is at times underlined as important. The IndevalAB review also underlined the relevance, but it also concluded that ILO needs to coordinate with SIDA in order to develop a clearer role in employment creation and poverty alleviation as a response to the SDGs.

The Performance Evaluation (Chapter 4) found that the programme as well as most of its project interventions are very relevant to the achievement of Outcome 1, especially related to technical backstopping on employment strategies, and knowledge exchange and sharing. Regarding employment strategies, all six countries are in very different ways involved in designing or implementing employment strategies with an emphasis on youth employment (YE) depending on the context and on the state of development of the employment policy framework. In some countries (*Morocco* and *Cambodia*) NEPs had been developed in previous phases and implementation of NAPs and Regionalisation have been undertaken in the 2016-17 phase through development of REPs in pilot provinces (*Morocco*) or through the setting-up of an Inter-Ministerial Committee, IMC (*Cambodia*). In *Moldova* after a slow start due to a major administrative reform the NEP has been adopted in late 2016 and implementation has started. *Paraguay* already had a NEP on Youth approved by Presidential Decree in 2012, but that was followed by political turmoil; now the Partnership focuses on providing support to develop a Decree needed to set the rules to implement this law. *Jordan* is receiving large amounts of donor funding because of the Syria war and the resulting situation with refugees and migrants, whereby the less-earmarked SIDA-fund allowed the ILO to undertake analysis and background activities. Lastly, *Tunisia* was included in the project only in early 2017 after the tripartite constituents requested in 2016 for support to the development of a NEP in that country.

Regarding support to the school to work transition of young women and men, a series of activities have been undertaken in the different countries, for example, the support to the innovative, multi-stakeholder pilot concerning on-the-job training whereby the trainees were guaranteed employment by the employer in *Moldova* (other examples are discussed in Section 4.1). Regarding the development and dissemination of knowledge products under the five policy areas of the "Call for Action" (see Box 1), in each country such products have been developed, be it manuals, research reports, career guidance guide, yearly employment plan or work-based learning reports. Overall, it was concluded that the different outcomes specified for the global

component and the six countries (Annex 2) are indeed relevant to the achievement of Outcome 1, although this applies to a lesser extent to Jordan as no comprehensive NEP was targeted.

The institutionalized forum where the tripartite constituents express their needs concerns the tripartite consultation process organised by ILO Country Offices resulting in the usually five-yearly Decent Work Country Programmes (DWCP). In most of the DWCP's for the countries in question there are priorities that are particularly relevant for the present programme (see Annex 7). All interviewed tripartite constituents in Moldova, Morocco and Cambodia underlined firmly the relevance and timeliness of the objectives of the partnership for their countries and populations. The relevance of the interventions are very clear in Morocco and Cambodia where the national policy frameworks, including NEPs, are quite comprehensive, and the focus is now on the implementation of the NEP. The innovative element in Morocco is that on the basis of Regional Development Plans (RDP), Regional Economic Plans (REP) are being developed in three pilot provinces. For Cambodia, the programme is in particular relevant since the government aims to become a higher middle-income country by 2030.

The trade union situation is very different in the six countries (see Annex 8). While in Tunisia and Moldova there is only one, strong confederation at the national level, in the other countries the unions are fragmented, and here trade union participation in the country interventions is quite minimal, in particular at the regional level. In large part this can be attributed to a perceived lack of capacity at both levels. With respect to the employers' organisations, either their organisations or their individual members were actively involved in selected Partnership interventions. National tripartite fora are important as a platform for discussions (cf. Annex 8) but they do not always have a decisive impact on policy development.

The selection of the six countries was quite a long, step-wise process. To initiate the selection the PRODOC (2016: 28 Annex B) indicated no less than five selection criteria related to regional distribution, thematic spread, NEP implementation, transition to formality and "Readiness to start".

It could not be established why Jordan was included in the Partnership for the third time and Cambodia and Morocco for the second time, while the other three countries are included for the first time. Tunisia was added only in 2017 after explicit requests from the Tunisian government.

The project and programme interventions were relevant both for the Call for Action as well as for the conclusions of ILO's second recurrent discussion on employment (see Section 4.1). Furthermore, the partnership was very relevant to the various national and international development frameworks, including UNDAF and SDGs. Usually, the ILO Country Office is an active member in the UNDAF process. In some countries the European Union plays an important role, for example in Moldova, where the EU accession procedures are an important priority for the MHLSP, and in Jordan, where the Europe-Jordan Agreement (including the ILO) plays an important role. The relevance of ILO's work for the Swedish development cooperation programme of SIDA goes without saying, but it should be stressed that it is very relevant for the Global Deal "Together for Decent Work and Inclusive Growth", an initiative from the Swedish Prime Minister, co-signed with the ILO and OECD. ILO's normative role and its ability in finding partnerships and involving the private sector through tripartite dialogue are particularly relevant for SIDA. At the national level, ILO's work is often also relevant to the priority areas of the SIDA Offices (e.g. in Cambodia).

Coherence and Validity of Design

On the whole, coherence of design could have been much better and this is especially related to the structure of the programme and the lack of integrated M&E systems (see also below under Efficiency). In more detail, the 2014-15 evaluation found that the selection of country proposals followed a well laid out pattern that was based on a set of comprehensive and relevant selection criteria, while Project Outlines were developed through a thorough process of consultations. Yet, it still recommended to adopt a “programmatically approach” based on a broad participatory national consultation process. In fact, the broader involvement of social and economic actors in the design of all ILO employment projects was already recommended by the earlier evaluation.

With respect to the countries, the continuity is quite limited as only *five* out of the total 24 countries involved in the last three partnerships were involved more than once, of which only Jordan was involved in all three of them (see Table 3.1). Nevertheless, there were several instances discussed in Chapter 4 of continuity, for example in Morocco and Cambodia a NEP was developed in one phase, and its implementation through a NAP and/or regionalisation was developed in the next phase. For the global component the continuity applies especially to the formulation of the Training Package on DW for Youth developed in 2012-13, and adapted and/or translated in other languages in subsequent phases. The 2014-15 evaluation established however, that the global component could not collect and systematise the rich experiences and processes generated by the Partnership nor promote the exchange of experiences and cross-fertilization among countries and regions.

In evaluating the coherence of design of the 2016-17 phase we need to keep the nature of the programme in mind, i.e. its piloting function. With a budget of US\$ 2.37 million for 6 countries and a global component, the intention was explicitly to pilot activities on “What Works for Youth Employment” in different contexts, as well as catalysing other activities or projects at country level. During the first few years of the first partnership (2009 – 2011) interventions were project-focused with one project manager and project funds centralised in Geneva. Then the funding modality changed to outcome-based, and the funds were decentralized to the countries.

The selection of focus countries was in part adequate to meet the project objectives, which was in particular to have a variety of contexts that could feed into the database on “What Works for Youth Employment”. However, none of the countries are *Low-Income* Countries, and most of them are relatively small in terms of population size apart from Morocco (cf. Box 2). Lastly, no countries were selected from Sub-Saharan Africa, South Asia or the Caribbean. Tunisia was included in a later stage (early 2017) and funds were transferred from Paraguay and Jordan after quite a long process of dialogue within ILO HQ and with the field offices. The flexibility of the outcome-based funding modality made such a transfer possible.

The project design, with a global component and six country interventions, was logical based on the objective of piloting what works in youth employment, but the resources were thereby spread thinly. It was decided not to have a full-fledged Chief Technical Officer for the project to save resources, but a coordinator for the global component who could also liaise with the country initiatives. At country level, national programme coordinators were appointed and support staff was engaged ad hoc from the ILO Country Offices. The timing was relatively short with a project

period of two years only (2016-17), which was further reduced by administrative procedures, country selection and in-country staff appointment procedures.

The project outputs link causally to the intended outcomes/objectives specified in the PRODOC (see Annex 2). It would have been better, though, if a comprehensive Log Frame would have been included in the PRODOC instead of one that only relates to the Global Product. As it happens, separate PRODOCS were developed for each of the six countries.

With respect to the various phases of the ILO-SIDA Partnership since 2012 the countries selected kept on changing almost every two years (cf. table 3.1); therefore, one of the main lines of continuity was through the Global Component and the subsequent formulation, adaptations and translations of the Training Package on DW for Youth. For the individual countries continuity could be identified both for Morocco and Cambodia where the implementation of NEP (and REP) were based on earlier work on the NEPs. In the case of Jordan, it was important that it was included in three consecutive phases of the partnership since it made longer-term planning of activities possible. It has provided the flexibility to undertake background studies to support the larger multi-donor programmes in the country.

The capacity of various project's partners were only partly taken into account in the project's strategy and means of action. The countries were generally chosen when the national government was involved in developing a NEP. However, the capacities of regional governments, and (regional) employers' and workers' organisations were not as such taken into account, and many stakeholders suggested that these required substantial capacity building efforts. In addition, employers' and workers' organisations are often involved in quite separate types of project intervention, and rarely are involved jointly.

The coherence and the complementarity between, on the one hand, the global component, and on the other, the six selected countries is very clear. The global component offered a service platform to support country level interventions by providing a wide range of resources. There was also some degree of feedback of the country activities into the global products' development, but there was little contact among the six countries.

Effectiveness

The 2012-13 evaluation concluded that the partnership was *effective* in achieving the proposed outcomes either in terms of Global Products or country-specific results, and the 2014-15 also was quite positive on effectiveness. The countries in majority started to develop, or strengthened their NEP and YE Policies due to the projects intervention. In a number of countries the development of NAPs was even undertaken on the basis of these policies, and in some countries implementation or regionalisation was initiated.

Both evaluations found that the Sida/ILO Partnership was able to link to a number of other ILO projects and resources and to interventions funded by other donors which led to synergies and cost-sharing. In addition, ILO resources have been used for leveraging or as "seed resource". Swedish funding has also been used to leverage additional support for finalizing/maintaining the global products developed in the previous biennium.

Concerning the cross-cutting issue of gender, it was found that although in the project's conception a "gender strategy" was not particularly detailed, in its implementation gender issues were generally integrated in a satisfactory way. The IndevelopAB (2015) review underlined enhanced attention for gender mainstreaming and recommended lightly earmarked funding for gender equality programming whereby the modality for support could be through the funding of the Women at Work (W@W) Centenary Initiative. In addition, as a consequence of the recommendations on this initiative, SIDA has increased its support to RBSA and supports the W@W initiative. The other cross-cutting theme, non-discrimination, was not at all considered in the evaluations, although it was included in the ToR for the 2012-13 evaluation.

Differences in approach in countries which benefitted several times from the ILO-SIDA partnership with those that benefitted only once are difficult to establish significantly because, as indicated before, only five out of a total of 24 countries benefitted more than once from the Partnership (see Table 3.1). In those five countries, often the approach was from the beginning very much directed at consolidating and building on the achievements in the previous period. Even then, in several occasions there had been disruptions such as changes of governments, e.g. in Sri Lanka and in Morocco, that resulted in substantial delays. Countries that benefitted only one time focused on the existing context and on how to move from there, or could build on the results of other ILO projects in that country.

The 2016-17 Phase of the partnership has achieved the majority of its planned objectives with a delivery rate of over 98% in April 2018, which was in September 2017 just over 66%. The project was extended budget neutrally with 3 months until the end of March 2018. In terms of general activities, the present phase of 2016-2017 initiated the implementation of the NEPs through National Action Plans (NAP), road maps and/or the regionalisation of these NAP's towards provinces. Elements of support included capacity building, technical assistance for NAPs and pilot projects in two or three provinces in particular related to the methodology for drafting regional employment plans.

The specific achievements of the global component and the countries are analysed in detail in Section 4.3 where they are compared with the outcomes and outputs (see Tables 4.1 to 4.7). A few of the most important achievements are summarized here. For the *Global Component* the training package on Decent Work for Youth and the Service Platform were already mentioned in the above, while it is surprising that the collection and documentation of good practices and lessons learnt extracted from the global and country interventions has not been laid down (yet) in a report as it touches upon the very '*raison d'être*' of the Partnership.

The achievements in *Moldova* include the awareness campaign 'Future is Yours' directed at youth, the support for the yearly employment plan and for the National Action Plan (NAP) for the NES implementation, the innovative pilot on active labour market measures "On-the-job training", and the review and upgrade of the draft Law on Employment Promotion. In *Morocco* the main achievements are the support to the NES and that to the regionalisation strategies for which three pilot provinces were selected. Therefore, most of the support has been directed at Outcome 1 on the pilot regions, and comparatively less on Outcome 2 related to the Regional Employment Fund. The social partners were invited for all meetings but especially the regional level trade unions did not always attend.

The achievements in *Cambodia* include the institutionalization of the Inter-Ministerial Committee (IMC) and its Secretariat to oversee and coordinate the implementation of NEP, and to establish *Provincial committees* in each province (so far in 20 out of 25 Provinces). Other achievements are the UN Joint Programme (UNJP) on Youth, the cooperation with the Ministry of Tourism on the Mutual Recognition of Skills (MRS), a series of Training of Trainers workshops as well as the cooperation with NEA and the Ministry of Education on Youth Rights@Work. The statistical indicators developed for the NAP 2017-19 were unfortunately not of sufficient quality at least partly as a result of the government delaying the Labour Force Survey (for budgetary reasons). The achievements in *Paraguay* were substantially delayed by political upheavals but include the establishment of a 'Consultative Council' dealing with the implementation of laws, the creation of a technical council supporting the pilot on the application of the Youth Employment Law and the regular set up of Social Dialogue Roundtables.

In *Jordan* the private sector was invited to carry out sector studies for the inclusion of Syrians and Jordanians in the labour market, a product analysis was carried out for identifying new export goods to assess which products can be exported under the new Jordan-EU trade agreement, and a new framework was supported for the implementation of the National Human Resource Development Strategy including the setting-up of new Skills Development Corporations to advocate for the adoption of an apprenticeship decree. Achievements in *Tunisia* include the identification of institutional mechanisms to pilot the NEP process and the establishment of political, steering, and technical committees. Also five preparatory studies were undertaken and a series of tripartite and bilateral meetings were organized to ensure the commitment of constituents around the NES, whereby the social partners each identified three focal points to be present throughout the formulation process. Lastly, Tunisia is a pilot country for the joint ILO-WB collaboration.

The management capacities and arrangements of the Partnership have in most cases clearly contributed to the achievements of results. It can be looked at from different sides. The partnership is embedded in the Employment and Labour Markets Branch (EMPLAB) within the EMPLOYMENT Department in Geneva which has been managing the programme well considering its limitations being a complicated programme in six countries with relatively limited funding. There was no single CTA, but the international ILO staff who is coordinating the global component was also compiling the regular progress reports from the six countries into one comprehensive 'Systematization Report'. The regional ILO offices provided technical inputs and at times also more management-like roles. At country level, the national programme coordinators interviewed have managed their programmes well, although they are sometimes overburdened with responsibilities in other projects. In some cases, National Coordinators are also directly involved in the project. The counterparts at country level, invariably the ministries of labour, have shown themselves motivated and willing to manage their side of the programme, while Inter-Ministerial Committees have proven to be important venues for coordination and management.

The project components that were most effective for the realization of the programme's goals have to be considered in the light of the programme's goals which revolved around What Works for Youth Employment. Therefore, it was good to have a diversity of countries in combination with a global component that was to support the country initiatives and to compile best practices and lessons learned on YE. For that the drafting of a report that collects such good practices and

documents lessons learnt would be one of the most effective products for the realization of the programme's goals.

The countries strengthened (youth) employment policies within the framework of decent work in a more coherent fashion due to the projects intervention, and this will be further discussed below under impact.

A number of examples have been provided in Section 4.3 in which the Partnership has acted as a catalyst or leveraged additional resources in the targeted countries, such as the UNJP on Youth in Cambodia, the supportive and background analyses in Jordan vis-à-vis large multi-donor programmes, an innovative type of on-the-job training piloting of ALMPs in Moldova, and several linkages with other SIDA activities (including STED).

The project yielded several unexpected results or results that were unexpectedly successful, such as the UNJP on Youth in Cambodia, the On-the-job training of youth in Moldova, the great support for the REP of the elected Regional Council (RC) in the TTH region in Morocco, the attention for the involvement of the private sector, and the enthusiasm of the Employers' Organisation in Moldova about the awareness campaigns on Rights@Work.

The performance-monitoring system showed several flaws such as the Log Frame in the PRODOC which only covers the Global Component and the lack of a Theory of Change. Concerning reporting, ILO compiles detailed progress reports every three months, and annually brings together the detailed country and global component reports into what is called the 'Systematization Report'. SIDA prefers a different type of reporting by ILO, which is less on country details, and more on the contribution of the partnership to overall outcome 1 which requires a clear narrative and a Theory of Change. Concerning monitoring SIDA has been using a hands-off approach in recent years but intends to move towards more hands-on involvement for the new partnership.

The cross-cutting issue of gender was well-covered in most components of the Partnership, including gender mainstreaming in training modules, collection of sex-disaggregated data/indicators, identify women as one of the target groups of specific policy interventions, etc. In most countries there was also a (sub-) component on awareness raising on Rights at Work for young women and men which of course includes issues of gender as well as non-discrimination.

The difference in the approach in countries which benefitted several times from the ILO-SIDA partnership in comparison to countries that only benefitted one time is not substantial because the periods needed for the selection of countries and for the in-country preparations in between the different phases of the Partnership were mostly so long and the outcome of the country selection process so insecure that for example staff could not be retained (see further Chapter 3 and Section 4.4).

Efficiency

In 2012-13, the Global Component was more an entity in itself focused at the development of what were called 'Global products', without a coordinating task. Generally, coordination was

considered relatively weak being divided between CEPOL (for the NEP side) and YEP (for the YE side), and in 2014-15 the EMPLOYMENT department was added as the ILO Administrative Office. The Partnership was managed and monitored as 10 different and independent interventions or projects (plus one Global Product). While the Global Product and the country project documents included LogFrames, a common Programme LogFrame was not developed. It was thus recommended to formulate a Common Programme Document and to appoint a Programme coordinator/team.

In relation to centralized-decentralized management models the two evaluations do not agree. The 2012-13 study concluded that the two alternatives have advantages and disadvantages and that the debate between the two models of management is still inconclusive. Moving to *mixed models* was suggested as an alternative to explore. In contrast, the 2014-15 evaluation leans much more towards the decentralized model, even identifying it as a Good practice, with the argument that flexibility to adapt the budget and activities is essential to addressing the actual needs in beneficiary countries. One does need to be cautious when working with decentralized funding to define clear and agile procedures for reallocating funds in cases of unfavourable enabling environments.

On overall efficiency both ILO evaluations were very positive, in particular based on the good relationship between the resources spent and the high quality products which were generated, and on the fact that the project delivered most of the expected products on time. However two years were considered a very short time to implement the initiatives especially also because it took often a lot of time to start-up projects due to administrative tasks. Another problem was that project staffing itself seems to have been scant at the country level, with little administrative and logistical support. Nevertheless, 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 Regional Offices.

Both ILO evaluations are highly positive on the Outcome-Based Funding Modality (OBFM) used in both of the Partnership Phases studied, allowing for greater flexibility in the different activities programming, in the administration of funds and in the creation of synergies and links with other country partners and projects. However, the IndevalopAB (2015) review looked at the longer term (beyond 2017), and found that the RBSA Funding Modality responds to a greater extent to Swedish priorities as well as to the ILO reform. For specific areas such as gender mainstreaming, the lightly earmarked OBFM will remain more appropriate.

Communication between countries and project management was not optimal, and in combination with the earlier conclusion that the Partnership was managed and monitored as 10 different and independent interventions plus one Global Product, it is clear that not much was created in terms of synergies among interventions, although there was potential for synergies *within* countries. In itself, resources were used efficiently at country level as well as in the global component.

The overall findings on monitoring and evaluation are that, at the level of the countries/global components, basic M&E systems were in place, but that the links between the different systems were mainly lacking. Therefore, it was broadly recommended to strengthen the Results Based Management (RBM) system and the reporting-oriented approach.

Initially (in 2009-2011) the funding of the ILO-SIDA Partnership was centrally controlled in HQ Geneva with one Program Manager in Geneva, but this was abandoned with the pressure from within the ILO for decentralization of funding to empower country offices. Instead, ILO's EMPLAB is coordinating the programme. In Geneva tasks were then refocussed on backstopping, quality control and the global component. Country offices have been quite intensively supported by relevant employment and youth employment specialists based in DWT, RO and HQ Geneva. The number of regular staff at ILO Country Offices dedicated to the partnership is usually quite small with one national programme coordinator who mostly has also other projects to look after and 1 to 3 staff part-time support staff. However, national experts were hired on short-term contracts where needed.

The flexible character of the Outcome-Based Funding Modality (OBFM) in the partnership led among other things to the inclusion of a sixth country, i.e. Tunisia, in 2017. Funding gaps can be filled with such types of funding, whereby the gaps are identified through the ILO planning process coordinated by PROGRAM who receives reporting on all activities and compiles it into a Summary Report (of about 80 pages) and into the DASHBOARD. PARDEV's strategy is to go as much as possible for less earmarked funding, in particular to un-earmarked ones such as RBSA. ILO's Results Based Management (RBM) system is important for planning activities and for acquiring the trust of donors.

In terms of *expenditures*, the single largest overall category is national consultants (including subcontracts) with almost 22% (cf. Table 4.8). Personnel in general takes up the largest part of the budget with 57% of which 22% is for international staff/consultants. Training, seminars and other activities take up almost 20%, while ILO's programme support costs is the usual 13%. There are large differences between the components. Four countries have allocated between 50 and 65 % to personnel costs, and for Paraguay even 71%, while for Jordan that is much lower (only 21%); Jordan spend the majority on 'Activities' (53%). The expenditures of the global component is expectedly dominated (with 64%) by the ILO International Staff Component (including the Coordinator).

The question whether things could have been done more efficiently is a complicated one. As already discussed, with a budget of US\$ 2.3 million and six countries involved resources are bound to be spread thinly although each country had its share (of between 7 and 17%; cf. Table 4.8). It was imperative to have a coordinator in Geneva otherwise it would have been more difficult to arrive at the consolidated national reports. At country level, it was clearly required to have a national programme coordinator, and many stakeholders indicated that it would be even better if that were to be a dedicated programme coordinator (without other projects to monitor). Spending on seminars, training and other activities seems to have generally been done efficiently taking up just 20% of the total budget.

Regarding a Risk Analysis, the PRODOC has discussed several risks and ways to mitigate their effects on the project achievements for the project as a whole, not for each component/country. Three types of risks were identified, i.e. political stability, commitment and continuity of key counterpart staff; unforeseen circumstances; and time constraints. These risks all turned out to be genuine risks, and all at one point or another affected the implementation of the Partnership quite seriously despite some mitigation measures proposed. This goes to show that a risk analysis is important to include, and perhaps a more detailed one than in the 2016 PRODOC.

As we have seen in the above, delivery rates are high, and the balance remaining of the budget is relatively small (cf. Table 4.8) indicating that project funds and activities have been generally delivered in a timely manner. However, different types of *delays* are identified such as start-up delays, changes in key government staff, delayed decision making at the regional level, other ministries' involvements, and delayed availability of government budget.

While the Global Component coordinated the progress reporting with the individual countries, there were rather limited links between the countries. Getting together to learn from each other was not really stimulated in the programme because international meetings take up relatively large parts of the budget. Attending the yearly Youth Academy in Turin could be one venue to get a few selected people from the projects together, and another option could be to organize regional meetings, workshops, and training seminars to learn from the regional lessons. Nevertheless, a few experiences with cross-fertilisation among countries, were identified, for example the ILO Regional Experts in DWT/RO offices can disseminate lessons learned to other countries, and national experts/consultants could spread their lessons learned to other countries as well, which was further stimulated by the workshop in ILO Geneva on the ILO-SIDA partnership in January 2017. The model of the UN Joint Programme (UNJP) on Youth has received broad acclaim and Albania has indicated their intention to replicate this model. In most countries the projects also acquired funds from other sources than SIDA, such as ILO's RBSA and Islamic Development Bank (IDB).

Impact

Two years were considered by the two evaluations (ILO 2014 and 2016) to be a very short time to be able to arrive at impact, e.g. increasing countries' capacities requires long-term processes. Although it is not possible to identify impact on the final beneficiaries of the policies, the path seems to go in the correct direction, and capacities were increased, tools developed and policies started or improved. More in particular, the findings of both evaluations indicate that capacity building was one of the most solid and useful components of the Partnership. Knowledge development and research have the potential to identify interventions that "work for youth employment". In addition, Decent Work and youth employment have gained in importance in national development agendas in several countries, and NEPs and YE Plans have the potential to promote job creation.

The capacity of tripartite constituents was built through several modalities in the 2016-17 Phase. Firstly, specific training seminars and workshops directly building their capacity were organized throughout the programme period both in-country and in Turin (e.g. the Youth Academy). Secondly, indirect ways of capacity building are the tripartite dialogue process undertaken for the development of the DWCP in most countries, and the sometimes broader consultation processes that took place the development of NEP and NAP. Thirdly, the development of Regional Development Plans (REP) offered opportunities for mentoring and guiding the consultation process among a large number of regional stakeholders. Fourthly, institution building itself was quite rare but NEA in Cambodia had clearly benefited from the partnership. In addition, the strengthening of institutional mechanisms was done in most countries (e.g. IMC, Regional Councils, inter-institutional coordination mechanisms, Political/Steering and Technical Committees, and Consultative Council. Lastly, in many countries programmes were organised for the Training of Trainers (ToT) and for the Training of Assessors (ToA).

The ILO-SIDA Partnership has certainly contributed in different ways to the strengthening of the enabling environment at country level. In terms of Laws, in several countries the ILO has contributed to the development of employment laws. In terms of policies, the partnership has contributed even more through the technical support to the development or the implementation of NEP, NAP and/or REP. The technical capacities of the national and regional stakeholders have increased as a result of the Programme as was demonstrated through the various types of capacity building above. In terms of Local knowledge, the impact has also been substantial as some of the best national experts have been contracted to undertake specific tasks. Lastly, in terms of People's attitudes, the long processes of consultation have changed at times the mind-set of the stakeholders, and motivated a large number of them.

There was no specific focus on the continuation of country level activities during the different (phases of the) partnership agreements because the focus was on the programme as a *global* entity piloting What Works in YE in different contexts. After all, the objective of the programme was in the first instance to contribute to Outcome 1, and not to the continuation of activities in individual countries. The support of the ILO_SIDA Partnership is without exception very much appreciated by stakeholders, and almost all have indicated with clear reasons that the support should be continued in the next phase and if anything they require more extensive support.

Sustainability

The 2012-13 evaluation found that the sustainability of results was one of the issues of major concern in the partnership, whereby the strong political commitment observed in the three countries visited was a positive point, while the possible allocation of a Phase III funding seemed of critical importance for sustainability. There was an additional concern such commitment might diminish if the results are not in line with the initial objectives or with the expectations, indicating that ownership was not fully rooted yet at that phase. The 2014-15 evaluation was more positive and underlined that the project has taken important steps to achieve sustainability, which included adapting activities to national contexts, developing close relationships with key national stakeholders and institutions in all countries, and involving them in project activities and strengthening national institutions, implying that ownership had been enhanced.

The Partnership contributed substantially to reinforcing the enabling environment by assisting targeted countries to mainstream youth employment, contribute to making skills training more relevant, strengthen employment services, contribute to the development of NEPs and NAPs, and enhance the body of knowledge for youth employment.

As discussed in the above, there were only five out of 24 countries that were involved in the different phases of the Partnership more than once (see Table 3.1). Therefore, it is difficult to find significant differences between these two groups of countries. In addition, none of the two evaluation studies have discussed the issue of exit strategies per se, although both indicated that most of the countries underlined the need to be included again in the next phase of the partnership to consolidate and extend the achievements reached so far. Both evaluations made a recommendation on this issue. The only country that received assistance in all three Phases of the Partnership between 2012 and 2017 is Jordan, which was concluded to be a special case in that it uses the partnership funds more for background analyses for the large-scale funding in this country related to the refugee crisis.

The Performance Evaluation of the 2016-17 Phase concluded that sustainability was relatively strong because of the focus of the programme on, firstly, getting the NEP's institutionalized, and then, on providing support for the implementation of these policies both through NAP's and through REP's. To be sure, the sustainability of the NEPs is higher than those of the NAPs and the REPs because with respect to the implementation at both national and regional level the key national and regional stakeholders involved all indicated that more support is needed from ILO-SIDA and others for these processes to materialize, whereby often one area was singled out as pivotal: capacity building of the organizations involved.

In *Moldova*, sustainability will be quite large once the National Employment Law will be in place, and the progress is quite encouraging with the Law now scheduled for discussion in the Parliament in the Spring 2018 session. In addition, ILO has acquired additional funding (RBSA). Moreover, the Government of Moldova (GoM) has included the follow-up work (implementation and regionalisation) in its medium-term spending framework for the coming two years; the GoM is also highly motivated to implement reforms etc. in view of the EU Accession procedures. In *Morocco* we could speak of a fragile sustainability because without further support and especially capacity building of the key regional stakeholders the risk of losing the momentum created by the project in the past year is looming large. To be sure, the Regional Councils (RC) seem quite motivated and should be able to steer the work, and in the three pilot regions the project has made a footprint.

In *Cambodia* a comprehensive legal framework has been put in place in recent years and this guarantees a degree of sustainability. However, the implementation of the NEP is only partly sustainable because the capacity is not sufficient at national and provincial level as only four provinces have received training courses on reporting and planning until now. In the meantime, the concern is to lose the support and the momentum that were garnered through the project if activities cannot be continued as planned with additional external funding. Nevertheless, some other project elements have indeed become sustainable, such as the work-based learning which has been integrated into CAMFEBA's next year plan.

In the other three countries sustainability is less developed. In *Paraguay* after the political changes, the project was in particular trying to salvage the positive progress of the year before the unrest. In *Jordan* activities were much less directed at sustainable policies, and more in support of, or to provide background analyses for the large multi-donor programmes on refugees, perhaps with the exception of the capacity building of the Jordan Chamber of Industry (JCI) to manage the four Vocational Training Institutes transferred to them by the Ministry of Labour. In *Tunisia* the period of the project interventions was just too short to be sustainable without further support, but additional resources have already been acquired already for the current biennium.

As a global programme, the sustainability rests also on the collection of best practices and lessons learned in youth employment in all these countries at a central place for every government to be accessed and see What Works under which circumstances and in which stages of development. Therefore, these examples should be centrally documented and made accessible for all tripartite constituents around the world.

Although the programme also pursued enhanced capacities and more informed and effective engagement of constituents, its intention was more to pilot What Works in Youth Employment than to guarantee sustainability within any particular country. In fact, the country that benefited three times in a row, Jordan, has not been able to arrive at a high degree of sustainability and was probably chosen each time more because of the international concern related to the refugee crisis and the large number of youth among them, than because of concerns for sustainability. In fact, the country that has the highest degree of sustainability was involved in the Partnership for the first time in 2016-17, i.e. Moldova, and at least part of that sustainability is due to the possibilities offered by the anticipated EU accession. Therefore, it seems external political factors are playing an important role in this. That being said, it is also clear that the higher sustainability in Morocco and Cambodia can be attributed to the fact that they were involved in the Partnership two times, as compared to Paraguay and Tunisia which have been involved only once.

In the PRODOC there was no explicit exit strategy proposed, and most of the six countries are expecting to be included in the next phase as well. Some country offices have already acquired additional funding for the coming year(s) such as Moldova and Morocco which are a specific kind of exit strategy.

The procedures, tools and knowledge products developed by the project are expected to be replicated by other countries. For example, the Global Component produced, modified, adapted and translated training and other modules which are sustainable and which are ready to be replicated with the necessary adjustments. In the above a few concrete examples have already come up of countries that are interested to replicate certain project elements (e.g. Albania is interested in replicating the model of the UN Joint Programme on Youth). However, the important thing is to make such procedures, tools and knowledge products readily available and accessible to other countries.

6.2 Findings on the contributions to Outcome 1

As we have seen, in this Partnership SIDA intended to support ILO's work within Outcome 1 with an emphasis on Youth Employment. Thereby, it was foreseen that SIDA funding would be pooled with other resources to support the overall Outcome strategy. This outcome-based funding was only lightly-earmarked, e.g. towards youth employment prospects. However, the reality on the ground was that the initiative was implemented more as seven separate projects (a global component and six countries) as was also the finding by the evaluation study of the 2014-15 Phase (see Chapter 3). In fact, the resources were not used by ILO in an integrated manner, but the SIDA funds were specifically earmarked for these seven interventions; if it would have been integrated, i.e. lumping the funds together with all other resources supporting Outcome 1, then the SIDA funds could not have been distinguished anymore from the other resources. In that case also, one could only undertake an evaluation of Outcome 1 as a whole, and not specifically only of the SIDA support. This explains also why the title of the ToR for the present evaluation (see Annex 1) talked about the "evaluation of SIDA's support to ILO projects in the field of employment promotion", which is different from what SIDA intended: the "evaluation of SIDA's support to ILO's work within Outcome 1".

In the meantime, it would be good to know how SIDA's funding has contributed (or is likely to have contributed) to the overall objective of Outcome 1: "More and better jobs for inclusive growth

and improved youth employment prospects.” Thereby, we need to underline that the programme’s goal was to pilot ‘What Works in Youth Employment’ in a series of countries, not necessarily an actual increase in the number of jobs or of better jobs. In general, we can conclude from the analysis in this report that the SIDA support has made substantial contributions in the six countries on employment policies, on capacity building, on conditions for enhancing Decent Work/better jobs, on awareness, on the improvement of the enabling environment, and occasionally also increased the number of jobs.

In more detail, through SIDA’s support and the support that was leveraged by it, the governments in the six countries in question have started to genuinely focus more on youth employment prospects! This was done in all countries by focusing on the design of National Employment Policies (NEP) with a focus on Youth, which was often also laid down in Laws. This can be considered as an important step forward. Furthermore, in some countries it went (much) further by shifting the focus from policy development towards the actual implementation of the policies and towards the design and trial testing of Regional Employment Policies (REP). In some cases sectors were jointly chosen in which actual job creation would be targeted. National and regional *action plans* were drafted in order to target more and better jobs for youth.

In several countries also the service delivery to job seekers and job providers was substantially enhanced through the support to national employment agencies resulting in the improved matching of these job seekers and providers. Moreover, as a result of the support to training, capacity building, awareness campaigns and other activities, there was a substantial improvement in the enabling environment that will be leading to better jobs. Lastly, actual job creation was not widespread, but the enhanced enabling environment clearly incorporates the promise of employment creation in the future. In the meantime, there was already one innovative approach in Moldova which was the piloted active labour market measure “on-the-job training” intended for unemployed youth from disadvantaged families; thanks to a series on very motivated stakeholders, including the private sector, this resulted in the actual job creation for at least 58 previously unemployed youth (see Good Practice 1 in section 7.2).

6.3 Recommendations

The recommendations will be presented in this section according to the six Evaluation Criteria distinguished throughout this report. In addition, a recommendation is also formulated in relation to the cross-cutting issue of gender and another one relating to the contributions to outcome 1.

Relevance and Strategic Fit

The relevance of National Employment Policies (NEP) with a focus on Youth Employment (YE) has been rated as very high by all stakeholders in all three phases of the ILO-SIDA Partnership since 2012. It is no less relevant now, and in fact almost all stakeholders have presented their specific reasoning why follow-up funding in the next phase of the partnership is crucial for their component/country. From a perspective of continuity, it is most essential when the NEP implementation including the Regional Employment Policies (REP) set in motion by the partnership will be further supported in the next phase, because the solid progress made in these areas is still fragile, and it risks to lose the momentum as well as the trust and networks of contacts build up in the pilot phases in Cambodia and Morocco. This is not only important for the countries

involved, but also as a Good Practice for other countries to follow. This applies less to the other four countries as has been shown in the present report. The first recommendation is therefore:

1) Continue NEP implementation including REP in particular in Cambodia and Morocco:

Due to the Partnership a footprint has been made now, and this needs to be taken further, in order to reduce the risk of losing the momentum.

Responsible Unit	Priority	Time Implication	Resource Implication
ILO and SIDA and national stakeholders	High	During the design phase of the follow-up phase	Depends on the scope of the interventions decided upon between, ILO, SIDA and the national stakeholders

The relevance of ILO's work in the UNDAF in different countries has also been rated as high, but there has been less attention for the SDG's for example in the proposal for the new phase (cf. SIDA-ILO 2017), thus the 2nd recommendation is:

2) Continue the role played by ILO in UNDAF, and make sure to pay additional attention to the adherence to the SDGs, in particular relating to poverty alleviation.

Responsible Unit	Priority	Time Implication	Resource Implication
ILO	Medium	During the design of the follow-up phase, but also throughout the Programme	Depends on the type of interventions decided upon

Coherence and Validity of Design

The Results-Based Monitoring system was only partly developed as the Log Frame only applied to the global component and not to country interventions. In addition there was no Theory of Change included in the PRODOC. As it happens, separate PRODOCS were developed for each of the six countries. The fact that there were 7 PRODOCS contributes further to the finding that the components were indeed implemented as 7 separate projects, while it was argued that it would have been better to integrate them. This was also the Finding of the Evaluation Study of the 2014-15 Phase. In addition, SIDA's focus on "ILO'S work within Outcome 1" (cf. Section 6.2) would be better served if there would be a single M&E system based on one Theory of Change leading to a clear and coordinated narrative.

3) Design a comprehensive M&E system with an overall coherent log-frame that applies to all components of the programme with clear milestones and an appropriate Theory of Change and a solid Risk Analysis.

Responsible Unit	Priority	Time Implication	Resource Implication
ILO	Medium	During the project design with necessary adjustments throughout the project tenure	M&E budget allocation is mandatory in each and every ILO project

The design of the programme did not explicitly include ways and procedures to enhance exchanges between countries, and funding was not sufficient for too many international

workshops. Possibilities should be explored for one or two international workshops per year bringing together the main stakeholders of the country interventions to exchange and further document experiences and to learn from each other. In addition, for the same purposes regional workshops could be organized with a pivotal role for the DWT/RO experts.

- 4) Make the involved stakeholders more aware of the possibilities and benefits of exchanges between countries** whereby the Coordinator of the Global Component initiates and stimulates such cross-country exchanges through international and regional workshops (the latter with inputs from DWT/RO). For this to be possible it should be explicitly included in the Log Frames and in the task descriptions of staff involved.

Responsible Unit	Priority	Time Implication	Resource Implication
ILO and key national stakeholders	Medium	During the project design with necessary adjustments throughout the project tenure	Allocate funding from the programme's budget

Effectiveness

There is a general consensus among all key stakeholders in different components/countries of the programme that capacity building is one of the most crucial elements that need to be stepped up in the next phase of the partnership.

- 5) Make in the new phase substantial allocations for capacity building of the tripartite constituents**, including selected national counterparts, but certainly also regional governments and regional branches of the social partners. This needs to include such basic tasks as monitoring and reporting. It could also pay attention to **the formalisation of the informal economy**, laid down in ILO's landmark Recommendation 204 adopted by the ILO in 2015, which has received very little attention in the previous phases of the Partnership.

Responsible Unit	Priority	Time Implication	Resource Implication
ILO and SIDA and key national stakeholders	Medium to High	During the project design with necessary adjustments if and when necessary throughout the project tenure	Allocate funding from the programme's budget

ILO's primary approach is *Tripartism* whereby attention is given to the three constituents, the governments, employers' and workers' organizations. This is ILO's main competitive advantage over and above other international technical organisations. Following a recommendation of the 2012-13 Phase, that projects should include a broader involvement of social and economic actors, it has been argued in the report (Section 3.3) that it is often already quite a difficult task for national ILO Country Offices to organize tripartite dialogues with often fragmented workers' organisations and structural animosity between the social partners. Therefore, one should refrain from including *too many* other stakeholders as well, although, of course, individual *key* stakeholders need to be included, but not a whole range of social and economic actors. In the present ILO-SIDA Partnership the activities allotted to cooperation with employers' and workers' organisations are generally relatively limited and small-scale. These activities need to be stepped up in order to enhance their sense of ownership of the programme. Not only does the bulk of support go to

government organisations, but the employers' and workers' organisations are also often involved separately in different project activities. In addition, privatization was not planned in the original project, but the realisation has increased over the years that the involvement of the private sector can be quite crucial (see the example of the Jordan Chamber of Industry). Therefore, the recommendation is:

- 6) Reach out more to the employers' and workers' organisations**, and enhance the undertaking of **more joint work between them**; also develop capacity building (as part of the previous recommendation) targeted at both organisations, and enhance the role of the private sector through the employers' organisations.

Responsible Unit	Priority	Time Implication	Resource Implication
ILO and social partners	Medium	This is likely to be done throughout the entire follow-up phase 2018-2020/21	Resources need to be allocated for this activity in the follow-up phase

Efficiency

Both the Performance Evaluation and the Synthesis Review in the present report have concluded that the project duration was too short; not only was the maximum only two years, but for most countries it was barely more than one year because of all the administrative and other procedures needed among other things on the country selection after which still the in-country preparations (staff selection etc.) has to be done.

- 7) Have a project duration of at least three years, preferably four, and try to streamline as much as possible the preparatory administrative procedures involved.** This extension of the project period is already being considered in the proposal for the new partnership but it needs to be documented here. This would also contribute to a better in-country staffing situation with a more attractive longer-term position; perhaps than also can the support staff situation be maintained or improved.

Responsible Unit	Priority	Time Implication	Resource Implication
SIDA and ILO	High	At project design phase.	Resources need to be allocated for this activity accordingly.

The efficiency of resource use was evaluated to be rational enough considering the total amounts allocated to each country/component. In addition, the efficiency of management arrangements has benefited from different phases and improved on the basis of experience in previous phases. For example, in 2012-13 coordination was not ideal with both CEPOL and YEP in charge, so that in the following phase EMPLOYMENT was appointed as the ILO Administrative Office while CEPOL and YEP remained the Technical Backstopping Offices. In 2016 the technical backstopping role was formally given to EMPLAB, while EMPLOYMENT remained as Administrative Office. It seems this set up can now continue in the next phase. In addition, the technical but sometimes also broader support received by the country offices from DWT/RO has worked out well, and needs to continue in the same vein, perhaps with an increasing role for them in designing/organizing regional workshops (as meant under Recommendation No. 4). The last

issue of management arrangements is the apparent lack of a regular forum to meet with SIDA, hence the below recommendation especially also in view of the desire at SIDA to proceed from now on with a more hands-on approach, and some apparent differences in approach (for example, the Theory of Change, reporting narrative, and the title of the ToR).

8) Make sure communication with SIDA is taking place regularly; in joint discussion a kind of steering committee could be set up, e.g. a Partnership Agreement Committee.

At times this could well coincide with the proposed international workshops (cf. Recommendation No. 4). Such meetings should be held *at least* yearly with the first one to be scheduled within the first half year of the project period.

Responsible Unit	Priority	Time Implication	Resource Implication
ILO & SIDA	Medium	During the design of the follow-up phase	Resource allocation is needed for international meetings.

Impact and Sustainability

Since the objective of the programme was in particular directed at piloting interventions on ‘What Works in Youth Employment’, it is imperative that the good practices found and the lessons learned are well documented and made accessible to all stakeholders. This was also underlined by the two ILO evaluations on earlier phases (2012-13 and 2-14-15). Currently the country stakeholders are hardly aware of similar activities taking place in other countries from which they might learn valuable lessons. This needs to change, hence the recommendation:

9) Set up a database and compile a report that collects good practices and documents lessons learned extracted from the global and country interventions. This needs to be coordinated by the Global Component as its *primary* task in the new phase from 2018.

Responsible Unit	Priority	Time Implication	Resource Implication
ILO Global Component and Country interventions	High	From the inception of the new phase.	Resource allocation is needed in the Global Component, and must be included in the task descriptions of the NPCs.

In order to be able to enhance the impact and to make sure that the progress made is really sustainable, a new phase of the Partnership is required, and in fact it is currently being negotiated between SIDA and ILO. It has become clear already that several things are going to be changed. Firstly, the budget will be somewhat reduced, so it is unlikely that again as many as six countries will be involved. Secondly, SIDA’s focus is on lower-income countries, and while in the current phase of the partnership none of the countries fall in this category, it is likely that a shift in that direction will be made. Thirdly, another Swedish global programme, Skills for Trade and Economic Diversification (STED), will be included in the Partnership from 2018 onwards. Fourthly, there will be more emphasis on synergies between the Partnership and the Swedish bilateral support of Swedish embassies and global programmes; closer relations with the Swedish Embassies in the selected countries could be a win-win situation. Lastly, in view of the fact that only few countries get the chance to be included in the Partnership more than once, all countries selected should develop at the outset a proper exit strategy.

- 10) Make sure that a new phase of the ILO-SIDA Partnership will materialize**, whereby less than six countries will be involved, some of which are lower-income countries, whereby STED will be included, and whereby synergies will be targeted with the Swedish bilateral support and global programmes. Develop a **proper exit strategy** at the outset for all the selected countries.

Responsible Unit	Priority	Time Implication	Resource Implication
SIDA and ILO	High	At the design stage of the new phase.	Allocation of funding resources to the new phase.

Cross-Cutting Issue of Gender

The present report found that the ILO-SIDA Partnership has generally covered the cross-cutting issue of gender well in most of its components. Nevertheless, the examples discussed in Section 4.3 on the one hand relating to Paraguay, where attention needed to be focussed on rescuing the progress made before the political turmoil, and on the other to Morocco's ANAPEC which until recently mainly focused on young, graduate men, show that the attention for gender mainstreaming should not be relaxed, hence the following recommendation:

- 11) Maintain a high level of attention for Gender Mainstreaming** in the global component and in the country interventions, and include it in all the M&E tools, such as Log Frame, Theory of Change and Risk Analysis.

Responsible Unit	Priority	Time Implication	Resource Implication
ILO Global Component and Country interventions	High	Include in the drafting of the Project Document for Phase II	To be included explicitly in clearly defined budget lines in the follow-up phase.

Contributions to Outcome 1

The findings on the contributions to Outcome 1 as discussed in Section 6.2 have led to the following recommendation:

- 12) In the next phase of the ILO-SIDA Partnership make sure that SIDA's support is focused on "ILO's work within Outcome 1 with an emphasis on Youth Employment"**, and not on "ILO projects in the field of employment promotion". ILO and SIDA should maintain regular communication to guarantee this, and to accommodate SIDA's tendency for a more hands-on approach although the funding modality will remain similar as before, i.e. (lightly-earmarked) outcome-based.

Responsible Unit	Priority	Time Implication	Resource Implication
ILO and SIDA	High	Include in the drafting of the Project Document for Phase II	Modest resources need to be allocated for international meetings and the like.

7 Lessons Learned and Good Practices

This chapter compiles three lessons learned (LL) and five good practices (GP) from the experience gained by evaluating the ILO-SIDA Partnership in the present report, namely:

LL1: In case of a multi-country initiative it is imperative to carefully design proper coordination mechanisms.

LL2: The Outcome-Based Funding Modality and the “decentralized” funding modality have jointly proven to be an effective and flexible mechanism to incorporate the (changing) needs of countries.

LL3: Make sure that each and every programme has a proper Results Framework, Log Frame, Theory of Change and Risk Analysis.

GP1: An innovative approach in Moldova was the piloted active labour market measure “on-the-job training” intended for unemployed youth from disadvantaged families.

GP2: A Good Practice in privatization is the handing over of four training centres in Jordan to the Jordan Chamber of Industry.

GP3: The formulation, adaptation, upgrading and translations of the Training Package on Decent Work for Youth under the Global Component is a Good Practice spanning the different Phases of the ILO-SIDA Partnership since 2012.

GP4: The Model of the UN Joint Programme (UNJP) on Youth in Cambodia has received broad acclaim.

GP5: The innovative policy in Morocco is that on the basis of Regional Development Plans (RDP), Regional Economic Plans (REP) are being developed in three Pilot Provinces.

These lessons learned and good practices will be discussed in detail in the following two sections (7.1 and 7.2).

7.1 Lessons Learned

One of the purposes of evaluations in the ILO is to improve project or programme performance and promote organizational learning. Evaluations are expected to generate lessons that can be applied elsewhere to improve programme or project performance, outcome, or impact. The ILO/EVAL Templates are used below for the three identified Lessons Learned (LL).

LL1: In case of a multi-country initiative it is imperative to carefully design proper coordination mechanisms.

ILO Lesson Learned Template

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Project TC/SYMBOL: GLO/16/50/SWE; MAR/16/50/SWE; PRY/16/50/SWE; KMH/16/52/SWE; MDA/16/50/SWE; JOR/16/50/SWE; TUN/17/50/SWE

Name of Evaluator: Theo van der Loop

Date: 4 April 2018

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LL Element	Text
Brief description of lesson learned (link to specific action or task)	<i>In case of a multi-country initiative whereby the total amount of funding has proven to be insufficient to appoint a full-time full-fledged Program Manager, it is imperative that one central ILO Department (in this case EMPLAB) takes control, and appoints a Coordinator-plus with a clearly defined task description, including the responsibility for collecting the lessons learned in all components, for the coordination among countries by initiating cross-country exchanges (including international workshops), and for the technical work (e.g. Training package, training workshops in Turin, etc.).</i>
Context and any related preconditions	<i>Multi-country initiatives have proven (for example in the 2012-13 phase of the ILO-SIDA partnership) to go their own ways if coordination is done by different branches without a program manager or coordinator.</i>
Targeted users / Beneficiaries	<i>SIDA and ILO HQ Geneva.</i>
Challenges /negative lessons - Causal factors	<i>The negative lesson is that in the 2012-13 Phase coordination was divided between two different branches, i.e. CEPOL and YEP (both part of EMPLAB), and the country initiatives were all operating without much integrated guidance.</i>
Success / Positive Issues - Causal factors	<i>Coordination between, and monitoring of the different initiatives will become possible, and changes can be made as they become needed.</i>
ILO Administrative Issues (staff, resources, design, implementation)	<i>ILO EMPLAB needs to take the lead in this, and continue to appoint a coordinator as was done in the 2016-17 Phase.</i>

LL2: The Outcome-Based Funding Modality and the “decentralized” funding modality have jointly proven to be an effective and flexible mechanism to incorporate the (changing) needs of countries.

ILO Lesson Learned Template

Project Title: Final Independent Evaluation of SIDA’s support to ILO projects in the field of employment promotion with an emphasis on youth employment with particular focus on Phase II (2016-17) of the ILO-SIDA Partnership Agreement (2014-2017) on Outcome 1

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Name of Evaluator: Theo van der Loop

Date: 4 April 2018

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LL Element	Text
Brief description of lesson learned (link to specific action or task)	<i>The Outcome-Based Funding Modality (OBFM) and the “decentralized” funding modality have jointly proven to be an effective mechanism to adapt funds and interventions to the needs of concrete national contexts and have shown that the inherent flexibility is an asset in country selection, in responding to a country’s specific (changing) needs, and in case of unexpected changes in the country context.</i>
Context and any related preconditions	<i>Changing conditions in countries may result in substantial delays in expenditures (e.g. in Paraguay and Jordan in 2016-17), and due to the OBFM these unspent funds can be re-allocated in a timely fashion to other countries (in this case to Tunisia where everything was in place to receive these funds).</i>
Targeted users / Beneficiaries	<i>SIDA, ILO HQ Geneva, DWT/RO and Global Component/ILO Country Offices.</i>
Challenges /negative lessons - Causal factors	<i>The negative lesson is that in some countries funds cannot be spent in the time period allotted for it due to internal, political or other reasons, or to reasons of (limited) national capacity.</i>
Success / Positive Issues - Causal factors	<i>The positive issue is that funds can be transferred to other countries.</i>
ILO Administrative Issues (staff, resources, design, implementation)	<i>SIDA and ILO HQ (especially PARDEV, EMPLOYMENT and EMPLAB).</i>

LL3: Make sure that each and every programme has a proper Results Framework, Log Frame, Theory of Change and Risk Analysis.

ILO Lesson Learned Template

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Name of Evaluator: Theo van der Loop

Date: 4 April 2018

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LL Element	Text
Brief description of lesson learned (link to specific action or task)	<i>Each and every project and program must have a comprehensive Results-Based Monitoring system which must include all components of the program, and not, as in the present 2016-17 Phase, only a Log Frame for the Global Component but no RBM directions for the six country interventions. In addition, a Theory of Change was lacking and the Risk Analysis needs some improvement.</i>
Context and any related preconditions	<i>A comprehensive Results Framework, Log Frame, Theory of Change and Risk Analysis are important to maintain the relation of trust with donors.</i>
Targeted users / Beneficiaries	<i>HQ Geneva, DWT/RO and Global Component/ILO Country Offices.</i>
Challenges /negative lessons - Causal factors	<i>The incipient RBM of the various phases kept on receiving criticism from evaluations and mid-term reviews and from donors.</i>
Success / Positive Issues - Causal factors	<i>It will become possible to monitor the Programme more closely, and make changes as they become needed.</i>
ILO Administrative Issues (staff, resources, design, implementation)	<i>ILO needs to take the lead in this, and make available experts from HQ, DWT/RO in nearby countries with inputs from the ILO Country Offices.</i>

7.2 Good Practices

ILO evaluation sees lessons learned and emerging good practices as part of a continuum, beginning with the objective of assessing what has been learned, and then identifying successful practices from those lessons which are worthy of replication. The ILO/EVAL Templates are used below. There are five Good Practices (GP) that emerged in the Partnership that could well be replicated under certain conditions in other projects and/or countries.

GP1: An innovative approach in Moldova was the piloted active labour market measure “on-the-job training” intended for unemployed youth from disadvantaged families.

ILO Emerging Good Practice Template

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Name of Evaluator: Theo van der Loop

Date: 4 April 2018

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

GP Element	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	<p><i>An innovative approach in Moldova was the piloted active labour market measure “on-the-job training” intended for unemployed youth from disadvantaged families. It involved, apart from the ILO Country Office, a large number of stakeholders: the Ministry of Health, Labour and Social Protection (MHLSP), the National Employment Agency (NEA), seven Vocational schools, 15 individual Employers (restaurants, garment and leather factories), 15 local employment agencies, and the trainees (see below). The local Employment Agency (EA) selected the trainees (from a database from the National Insurance House), and together with the vocational schools selected the employers. The trainees received 15% of the time theoretical teaching and 85% practical curriculum drafted by schools and employers and part of that time worked already for the employers. After the course they were guaranteed to be employed by the employers.</i></p> <p><i>The GP is linked to the core of the ILO-SIDA Partnership targeting unemployed youth and directly reacting employment for them with the very close involvement of employers.</i></p>
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	<p><i>The Ministry (MHLSP) through its agency NEA signed a grant agreement with ILO for this program. Since the Law on Employment Promotion was not yet validated, a Regulation/Order was needed for the program; an ILO expert was involved in the draft regulation, which was approved by an order from the MHLSP which facilitated the right to pilot this activity.</i></p> <p><i>Nevertheless, a few minor problems were encountered. Firstly, the financial systems were not equipped to incorporate the pilot program, so it was done manually by MHLSP/NEA. Secondly, the trainees had to wait sometimes for their stipend, and generally funding reached EA, the employers (for workplace adjustments) and the schools only slowly. Lastly, because there was limited time, workers’ and employers’ organisations were not as such involved, only individual employers, but both organisations are represented in the Administrative Board of NEA, and as such were well informed of the pilot.</i></p>
Establish a clear cause-effect relationship	<p><i>The innovative training program resulted in the employment of 58 previously unemployed youth, and an evaluating national Conference established that all of the many organisations involved were not only very satisfied about the program but all also advised to replicate it.</i></p>

Indicate measurable impact and targeted beneficiaries	<p>Two occupations were selected based on deficits in labour market and demand by workers (cf. EA and employers), notably Seamstress (39 trainees) and Cook (26 trainees). The total of 65 Students came from all over Moldova and all got their certificates, of which 58 were immediately hired by the employers involved (the others are in process, sick, etc.). The ages of the trainees range between 18 and 35 years with an average of 23 years. Of the total of 65 trainees 80% were women, and 34% are from the rural areas. The two courses took 3 months and 5 months between June and December 2017. Tutors from schools supervised and monitored the training. At the end there was an examination with a commission of 2 staff from schools, 2 from employers and 1 from EA. When hired a trainee contractually works at least for one year for the employer where the practical training took place (they have the option to leave if they found a better job).</p>
Potential for replication and by whom	<p>The National Conference held by ILO in December 2017 established that the training was a great success, which need to be repeated soonest. For that, it would again require funding (from ILO or other organisation). It would be ideal if the Law on Employment Promotion would be approved for that (expected in the spring of 2018). The Employers' Organisation was enthusiastic (this training was a "Wonderful thing"), and expressed the hope that it will be replicated, also in the regions and especially in secondary cities. The EA has already proposed the occupations for the next round of training: construction (plumber) and waiter/barman.</p> <p>An overall benefit is that all the partners involved have improved capacities now. It is important that this training gets a quick follow-up in order to keep the momentum going of so many stakeholders working together.</p>
Upward links to higher ILO Goals (DWCPs, Country Program Outcomes or ILO's Strategic Program Framework)	<p>This Good Practice (GP) is linked to a number of strategic key decisions and documents of the ILO and include: the 2005 Resolution of the ILC concerning youth employment; the 2012 Resolution of the ILC entitled 'The youth employment crisis: A call for action'; ILO's strategy on "jobs and skills for youth" endorsed by the Governing Board in March 2014; and the second recurrent discussion on employment under the framework of the 2008 Declaration on Social Justice and Fair Globalization conducted by the ILC at its 103rd session In June 2014.</p> <p>The GP also is aligned with SDG Goal 8.</p> <p>The GP is also aligned to the Moldova DWCP Priority 1: Promoting employment and an enabling environment for sustainable enterprises.</p>
Other documents or relevant comments	<p>See the Progress Reports of the Moldova ILO Country Office, and several project documents.</p>

GP2: A Good Practice in privatization is the handing over of four training centres in Jordan to the Jordan Chamber of Industry.

ILO Emerging Good Practice Template

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Name of Evaluator: Theo van der Loop

Date: 4 April 2018

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

GP Element	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	<i>A Good Practice in privatization is the handing over of four training centres by the Ministry of Labour in Jordan to the Jordan Chamber of Industry (JCI)</i>
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	<i>The Jordan Chamber of Industry (JCI) was assessed by the ILO and then received capacity building from ILO in order to be able to manage the four Vocational Training Institutes transferred to them by the Ministry of Labour.</i>
Establish a clear cause-effect relationship	<i>See above.</i>
Indicate measurable impact and targeted beneficiaries	<i>See above.</i>
Potential for replication and by whom	<i>This type of privatization is an interesting case to be studied further and to be replicated in other countries where there is a capable employers' organisation like the JCI.</i>
Upward links to higher ILO Goals (DWCPs, Country Program Outcomes or ILO's Strategic Program Framework)	<i>This Good Practice (GP) is linked to a number of strategic key decisions and documents of the ILO and include: the 2005 Resolution of the ILC concerning youth employment; the 2012 Resolution of the ILC entitled 'The youth employment crisis: A call for action'; ILO's strategy on "jobs and skills for youth" endorsed by the Governing Board in March 2014; and the second recurrent discussion on employment under the framework of the 2008 Declaration on Social Justice and Fair Globalization conducted by the ILC at its 103rd session In June 2014. The GP also is aligned with SDG Goal 8. The GP is also aligned to the Jordan DWCP Priorities 1 and 3: Decent work opportunities for young Jordanian men and women are expanded through the promotion of better working conditions, non-discrimination and equal rights at work; and Employment opportunities are enhanced, with focus on youth employment.</i>
Other documents or relevant comments	<i>See the Progress Reports of the Jordan ILO Country Office.</i>

GP3: The formulation, adaptation, upgrading and translations of the Training Package on Decent Work for Youth under the Global Component is a Good Practice spanning the different Phases of the ILO-SIDA Partnership since 2012.

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GP Element	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	<i>The formulation, adaptation, upgrading and translations of the Training Package on Decent Work for Youth under the Global Component is a Good Practice in several ways. Firstly, the course was demand-driven responding to explicit requests from constituents across a wide range of countries. Secondly, the definition of the course contents and the methodology was the result of a participative process in which it was prepared with the participation of the stakeholders who reached a form of "consensus". Thirdly, from the formulation phase the different phases of the ILO-SIDA Partnership witnessed the adaptation and upgrading of the package and the translations into different languages, underlining the continuity since 2012.</i>
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	<i>For the global component the continuity applies especially to the formulation of the Training Package on DW for Youth developed in 2012-13, and adapted and/or translated in other languages in subsequent phases.</i>
Establish a clear cause-effect relationship	<i>See above.</i>
Indicate measurable impact and targeted beneficiaries	<i>See above.</i>
Potential for replication and by whom	<i>Potential for replication is of course large as the training package can be used almost anywhere and/or translated in still other languages.</i>
Upward links to higher ILO Goals (DWCPs, Country Program Outcomes or ILO's Strategic Program Framework)	<i>This Good Practice (GP) is linked to a number of strategic key decisions and documents of the ILO and include: the 2005 Resolution of the ILC concerning youth employment; the 2012 Resolution of the ILC entitled 'The youth employment crisis: A call for action'; ILO's strategy on "jobs and skills for youth" endorsed by the Governing Board in March 2014; and the second recurrent discussion on employment under the framework of the 2008 Declaration on Social Justice and Fair Globalization conducted by the ILC at its 103rd session In June 2014. The GP also is aligned with SDG Goal 8.</i>
Other documents or relevant comments	<i>See the Progress Reports of the Global Component under the Partnership.</i>

GP4: The Model of the UN Joint Programme (UNJP) on Youth in Cambodia has received broad acclaim.

ILO Emerging Good Practice Template

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Date: 4 April 2018

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

GP Element	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	<i>The model of the UN Joint Programme (UNJP) on Youth in Cambodia has received broad acclaim. This is a unique programme that took almost two years to prepare and was leveraged by the ILO/SIDA project. The donor, the Swiss SDC, provided US\$ 2 million under the condition that this amount will be a maximum of 40% of total funding whereby the rest should come from other projects/donors, for example the ILO-SIDA Partnership</i>
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	<i>In Cambodia the UN Joint Programme on Youth (UNJP) was not foreseen at the inception of the 2014-2017 Partnership, but in the end it turned out that the ILO-SIDA Partnership played a crucial role in getting it of the ground. This partnership was both the linchpin and a catalyst for the UNJP on Youth, as was underlined by the UN Resident Coordinator who was the coordinator of this program.</i>
Establish a clear cause-effect relationship	<i>See above.</i>
Indicate measurable impact and targeted beneficiaries	<i>See above.</i>
Potential for replication and by whom	<i>Albania has already indicated their intention to replicate the model of the UNJP on Youth.</i>
Upward links to higher ILO Goals (DWCPs, Country Program Outcomes or ILO's Strategic Program Framework)	<i>This Good Practice (GP) is linked to a number of strategic key decisions and documents of the ILO and include: the 2005 Resolution of the ILC concerning youth employment; the 2012 Resolution of the ILC entitled 'The youth employment crisis: A call for action'; ILO's strategy on 'jobs and skills for youth' endorsed by the Governing Board in March 2014; and the second recurrent discussion on employment under the framework of the 2008 Declaration on Social Justice and Fair Globalization conducted by the ILC at its 103rd session In June 2014. <i>The GP also is aligned with SDG Goal 8. The GP is also aligned to the Cambodia DWCP Priority 1 and 2 especially: Improving Industrial Relations and Rights at Work; and Promoting an Enabling Environment for Decent Employment Growth and Sustainable Enterprises, with a particular focus on young people.</i></i>
Other documents or relevant comments	<i>See the Progress Reports of the Cambodia ILO Country Office, and several UN project documents.</i>

GP5: The innovative policy in Morocco is that on the basis of Regional Development Plans (RDP), Regional Economic Plans (REP) are being developed in three Pilot Provinces.

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Date: 4 April 2018

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

GP Element	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	<i>The innovative policy in Morocco is that on the basis of Regional Development Plans (RDP), Regional Economic Plans (REP) are being developed in three Pilot Provinces or Regions. Regionalisation became the priority of the government in order to enhance employment creation in the regions, after the new Constitution in 2011 which created the 12 Regions of Morocco (through Law 111/14). It transferred the responsibility for ALMPs to the regions. Then, with support from six consultants contracted under the partnership, the needs of the regions on employment were identified and three pilot regions were selected.</i>
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	<i>This technical assistance was to help the pilot regions in preparing the REP which is a shared duty between the Ministry (MLSA) and the regions. Three Working Groups were created on Economic sectors, Human resources, and Regional governance, in order to investigate jointly with relevant local stakeholders how to create jobs in each sector. In each region the focal sectors are now being identified, for example in one Region (TTH) five sectors were selected: Tourism, Fish farming, Pre-school education, Trade, and Culture. Each of the pilot regions was assigned a national expert to act as a focal point in order to establish a closer relationship with people on the ground and be better placed to capture the existing and emerging needs in terms of capacity development.</i>
Establish a clear cause-effect relationship	<i>Regionalisation is important for youth seeking jobs, starting a business, and getting their correct skills. The Regional Council (RC) for example signed a convention with the 'National Agency for the promotion of employment and skills' (ANAPEC) for funds on the employability of youth, and to help them to start their own business.</i>
Indicate measurable impact and targeted beneficiaries	<i>See above.</i>
Potential for replication and by whom	<i>There is clear potential for replication of this regionalization process and, in fact, the DWT expert who was responsible for Morocco, has now moved to a different position where Moldova is included in the portfolio. So, the Morocco model might be expected to be replicated in Moldova.</i>

<p>Upward links to higher ILO Goals (DWCPs, Country Program Outcomes or ILO's Strategic Program Framework)</p>	<p><i>This Good Practice (GP) is linked to a number of strategic key decisions and documents of the ILO and include: the 2005 Resolution of the ILC concerning youth employment; the 2012 Resolution of the ILC entitled 'The youth employment crisis: A call for action'; ILO's strategy on "jobs and skills for youth" endorsed by the Governing Board in March 2014; and the second recurrent discussion on employment under the framework of the 2008 Declaration on Social Justice and Fair Globalization conducted by the ILC at its 103rd session In June 2014.</i></p> <p><i>The GP also is aligned with SDG Goal 8.</i></p> <p><i>Morocco's DWCP is currently in development.</i></p>
<p>Other documents or relevant comments</p>	<p><i>See the Progress Reports of the Morocco ILO Country Office, and several project reports.</i></p>

Annex 1 Terms of Reference (TOR)

The final version of the ToR can be provided as a separate document.

Annex 2 Outcomes by country and global product components

Global component

Outcome 1: Strengthened capacity of constituents to develop employment strategies with youth as priority

Outcome 2: Support to the implementation of CPO and development of knowledge and tools

Cambodia

Outcome 1: Strengthening institutional mechanisms for leadership, coordination and implementation of policies

Outcome 2: Supporting young women and men with access to quality education and technical/vocational skills training

Outcome 3: Protecting young women and men from the risk of abuse and discrimination at work

Jordan

Outcome 1: Sector based approach for inclusion of Syrians in the Jordanian labour market is established.

Outcome 2: National Apprenticeship System Components (or most of them) are adopted

Outcome 3: Awareness on Youth Rights at Work increased

Moldova

Outcome: Moldovan constituents implement the NES with a clear youth and migration focus, as well as strengthen their capacities on macroeconomic policies for promoting more and better jobs and for tackling inequalities

Morocco

Outcome 1: Regional employment plans are developed in a consultative way in three pilot regions

Outcome 2: The operational mechanism of the Regional Employment Funds is developed

Paraguay

Outcome 1: MLESS and vocational training institutions are strengthened in their capacity to design, implement and monitor youth employment policy.

Outcome 2: Young people and social actors are contributing actively to solutions on the issue of youth employment.

Tunisia

Outcome 1: A national employment strategy focusing on youth and women's employment is formulated.

Outcome 2: The capacities of the "employment" actors to develop, implement and follow the NES are strengthened

Annex 3 Inception Report for the Final Independent Evaluation

The final version of the Inception Report, including the Inception Report for the Synthesis Review, can be provided as a separate document.

Annex 4 Itineraries of Field Missions

The following missions were undertaken:

- 1) Geneva: 29 January 2018
- 2) Moldova: 30 January - 2 February 2018
- 3) Morocco: 12 – 16 February 2018
- 4) Cambodia: 19 – 22 February 2018
- 5) Thailand: 22-23 February 2018

The details of each of these missions are as follows:

GENEVA: 29 JANUARY 2018

Visit to the ILO Headquarters in Geneva:

Time	Meetings with:
09.30	EVAl: Guy Thijs, Director EVA, and Ulrich Eisele, Evaluation manager
10.00	Brief on the Final Independent Evaluation: <ul style="list-style-type: none"> • PowerPoint Presentation of the consultant Dr Theo van der Loop • General Discussion
11.00	Global Product Component: Valter Nebuloni (Head of YEP), Mauricio Dierckxsens and Marie-Josée Da Silva Ribeiro (EMPLAB)
11.30	Sukti Dasgupta, Chief EMPLAB
12.00	Maria Prieto, Future of Work (former staff of YEP)
12.30	Lunch with Mauricio Dierckxsens
14.00	Jean-Francois Klein, EMPLOYMENT
14.30	Marie-Josée Da Silva Ribeiro
15.15	Eleonore D'Achon, CEPOL (Tunisia)
16.00	Mauricio Dierckxsens (Moldova)
17.00	Florencio Gudino, PROGRAM

MOLDOVA: 30 JANUARY - 2 FEBRUARY 2018

Date/ Time	Activity	Participant, Position
30.01.2017 Tuesday		
15 ¹⁵	Arrival of the Evaluator: dr. Theo Van Der Loop	Dr. Theo Van Der Loop, Evaluator
31.01.2017 Wednesday		
9 ⁰⁰ -9 ⁵⁰	Meeting with the ILO NC: ILO Project in Moldova – goals and results. (1,Vasile Alecsandri str., 617 office, 6 th floor)	Dr. Theo Van Der Loop, Evaluator Ala Lipciu, ILO National Coordinator Violeta Vrabie, ILO Project Coordinator
10 ⁰⁰ -10 ⁴⁵	Meeting with the ILO Project Staff (1,Vasile Alecsandri str., 712 office, 7 th floor).	Carolina Chicus-Bodean, ILO Project Assistant

11⁰⁰-14⁰⁰ App.	Meeting with the Ministry of Health, Labour and Social Protection (MHLSP) with the State Secretary's participation and Employment Policies and Migration Regulation Department representatives. (2, Vasile Alecsandri str., 245 office)	Dr. Theo Van Der Loop, Evaluator Tamara Burca, Interpreter Anastasia Oceretnii, State Secretary by the MHLSP 1Mariana Stircul, Senior Consultant of the Employment Policies and Migration Regulation Department.
14⁰⁰-15⁰⁰	Meeting with EU High level Adviser on Employment Policies in Chisinau. (2, Vasile Alecsandri str., 211 office, 2 nd fl.)	Dr. Theo Van Der Loop, Evaluator Nijole Mackeviciene, EU High-Level Adviser
15³⁰-16³⁰	Meeting with Leonard Poli, Sectoral Skills Committee on Agriculture	Dr. Theo Van Der Loop, Evaluator Tamara Burca, Interpreter
17³⁰-18¹⁵	Meeting with UNDP/MiDL project – skype call	Zinaida Adam, MiDL, Policy Component Manager; Dr. Theo Van Der Loop, Evaluator
01.02.2017 Thursday		
10³⁰-12⁰⁰	NEA (National employment agency). Meeting with Top Management of National Employment Agency / (1, Vasile Alexandri street, Director's office, 6 th floor).	Raisa Dogaru, Director Valentina Lungu, Deputy Director Dr. Theo Van Der Loop, Evaluator Tamara Burca, Interpreter
12⁰⁰-13⁰⁰	Lunch	
13⁰⁰-14⁰⁰	NEA (National employment agency) meeting with the representatives of the Implementation of Employment Policies Department (Vasile Alexandri 1, off.610)	Valentina Lungu, Deputy Director Cristina Drumea, Chief of Implementation of Employment Policies Department Dr. Theo Van Der Loop, Evaluator Tamara Burca, Interpreter
14³⁰-15³⁰	Meeting with the National Confederation of Employers. (21, Nicolae Iorga street, 3 rd fl.).	Dr. Theo Van Der Loop, Evaluator Vladislav Caminschi, Head of Internal and External Affairs Tamara Burca, Interpreter
15⁴⁵-17⁰⁰	Meeting with the National Confederation of Trade Unions. (129, 31 August 1989 street,)	Sergiu Sainciuc, Deputy President of TUs Rodica Popescu, Confederal Secretary of TUs Sergiu Iurcu, Head of Social Protection Department, TUs Tatiana Marian, President of the Youth Committee of TUs Dr. Theo Van Der Loop, Evaluator Tamara Burca, Interpreter
02.02.2017 Friday		
8⁰⁰-9⁰⁰	EA (Employment office), Career guidance center. Meeting with Top Management and young visitors of	Ala Şupac, Head of the office Iulia Nicorici, Senior specialist of career guidance center

	career guidance center AOFM. (8, Varlaam),	Dr. Theo Van Der Loop, Evaluator Tamara Burca, Interpreter
9³⁰-10²⁰	VET School “Insula Speranțelor” Evaluation of the on the job pilot program (26, Miron Costin street).	Liubov Bulah, Director “Insula Speranțelor” One the job training VET school tutor Dr. Theo Van Der Loop, Evaluator Tamara Burca, Interpreter
10³⁰-11⁴⁰	Insight visit at the workplace. (5, Moscow ave.)	Dr. Theo Van Der Loop, Evaluator Tamara Burca, Interpreter
12⁰⁰-13⁰⁰	Lunch	
13³⁰-14¹⁵	Debrief with the ILO Project staff (1,Vasile Alecsandri str., 712 office, 7 th floor)	Dr. Theo Van Der Loop, Evaluator Violeta Vrabie, ILO Project Coordinator Carolina Chicus-Bodean, ILO Project Assistant
14³⁰	Departure to the Airport	

MOROCCO: 12 – 16 FEBRUARY 2018

Date	RDV Matin	RDV Après Midi
Lundi 12 Fev :: Arrivée		
Mardi 13 Fev	9h-12h <ul style="list-style-type: none"> • Discussion avec la coordinatrice nationale Samia Ouzgane • Discussion avec les consultants coordonnateurs des travaux dans les régions ciblées • Mme Aicha Laghdas, coordinatrice de l'équipe des experts pour la région Tanger Tétouan Al Hoceima, • M. Saad Belghazi, coordonnateur de l'équipe des experts pour la région de Rabat Salé Kénitra. 	14h : <ul style="list-style-type: none"> • Réunion avec M. Driss Lyacoubi, spécialiste chargé du volet Education/Formation, • Réunion avec M. Ahmed Benrida, spécialiste chargé du volet « PAMT et Intermédiation » ; <p>17 h : Réunion avec le Ministère du Travail et Insertion Professionnell: Mme Amal Reghay, Directrice de l'Emploi Mr Samir Ajaraam, Chef de Division au Ministère</p> <p>18 h : Discussion avec M. Najib Ibn Abdeljalil, expert chargé du volet « Financement des PRE »</p>
Mercredi 14 Fev	9h-13h <ul style="list-style-type: none"> • 9h30 : Direction régionale du Travail et insertion professionnelle M. Tahiri, Directeur Régional du Ministère du Travail pour la Région Rabat Salé Kénitra : • 11h30 : M. Sentissi Driss, Vice Président Conseil Régional de la région de Rabat Salé Kénitra, chargé du volet Emploi, 	<p>14 h – Mme Rajae Belefkih, Directrice CGEM Région Rabat Salé Kénitra</p> <p>15h30 : M. Mohamed Ayoub Hassoun , Directeur Régional ANAPEC Région Rabat Salé Kénitra, M. Berbiche Adil, Chef de service, Agence régionale ANAPEC , Agence régionale de Rabat Salé Kénitra</p>

	<ul style="list-style-type: none"> Mme Bouhamidi, directrice ANAPEC de Rabat et conseillère régionale chargée de l'emploi, M. Mouline ;;;; 	1730h : Départ vers Tanger (nuit à Tanger)
Jeudi 15 Fev	<p>9h-15h</p> <p>Réunions avec :</p> <ul style="list-style-type: none"> M. Serifi Villar Mohamed, Conseiller du Président du Conseil régional de la région Tanger Tétouan Al Hoceima M. Abdessalam Elamili, directeur régional du Travail et insertion professionnelle de la région de Tanger Tétouan Al Hoceima. M. El Hanine, Directeur Régional de l'ANAPEC, Région Tanger Tétouan Al Hoceima, Siham Benabdenabi, Représentante du Centre Régional d'Investissement de la région de Tanger Tétouan Al Hoceima. 	<ul style="list-style-type: none"> Assister aux travaux de la réunion ayant pour objectif : « la restitution des conclusions du diagnostic régional de l'emploi et discussion des projets retenus. <p>RDV n'ayant pas pu avoir lieu :</p> <ul style="list-style-type: none"> M. Ali Draa : Représentant de l'UGTM pour la région de Tanger Tétouan Al Hoceima, M. Hassa Bouzeggar, représentant de la CDT pour la région de Tanger Tétouan Al Hoceima,
Vendredi 16 Fev.: Retour		

CAMBODIA: 19 – 22 FEBRUARY 2018

Date/Time	Activity	Venue	Key discussion topics
19 February 2018			
12:30	Arrival in Phnom Penh (KL3743 via Bangkok Airways)	Phnom Penh Int'l airport; check-in to Hotel	N/A
15:00 – 16:00	<p>Courtesy call with the Minister of Labour and Vocational Training</p> <p>- H.E. Dr. Ith Samheng</p> <p><i>(Translator is needed)</i></p>	<p>MoLVT No. 3, Russian Federation Blvd., Phnom Penh</p> <p>Contact: Mr. Nguy Rith</p> <p>012 855 075</p>	<ul style="list-style-type: none"> Introduction to the evaluation (team, purpose, scope, methodology, outputs, etc.) Overview of labour sector in Cambodia Inter-Ministerial Committee for the National Employment Policy (NEP) Overall progress of the NEP
20 February 2018			
10:00 – 12:00	<p>Meeting with ILO team</p> <ul style="list-style-type: none"> Mr. Sophorn Tun, National Coordinator Ms. Socheata Sou, National Project Coordinator, UNJP-YE Mr. Rim Khleang, National Project Coordinator, STED 	<p>ILO Joint Projects Office</p> <p>Phnom Penh Center, Building H, 2nd Floor, corner of Preah Sihanouk and Samdech Sothearos Blvd., Phnom Penh</p>	<ul style="list-style-type: none"> Overview of ILO Cambodia and the Decent Work Country Programme (DWCP) SIDA support to ILO interventions in Cambodia focusing on the three outcomes of the SIDA project Partnership with national stakeholders and other initiatives

Date/Time	Activity	Venue	Key discussion topics
			<ul style="list-style-type: none"> Achievements, impact and sustainability of the interventions
14:30 – 16:00 <i>Confirmed</i>	Meeting with the Secretariat of Inter-Ministerial Committee for the National Employment Policy (IMC) <ul style="list-style-type: none"> H.E. Mr. Hou Vudthy, Under-Secretary of State (in charge of Labour and Employment Policies) H.E. Mr. Seng Sakda, Director General of Labour and Chief of Secretariat and his team <i>(Translator is needed)</i>	Directorate General of Labour, MoLVT # 3, Russian Federation Blvd., Phnom Penh <i>Contact: Mr. Ravuth 012 289 861/ 010 289 861</i>	<ul style="list-style-type: none"> SIDA support to the capacity and work of the Secretariat and the IMC Support and coordination of the Secretariat/IMC with Municipal and provincial committees for the NEP implementation at the subnational level Progress of the NEP implementation at both the national and subnational levels M&E of the NEP incl. ILO proposed policy guide on local sourcing in Cambodia
16:00 – 17:00 TBC	Meeting Directorate General of TVET (DGTVET): <ul style="list-style-type: none"> H.E. Mr. Laov Him, Director General H.E. Mr. Hing Sideth, Director, Dept. of Training Mr. Teang Sak, Director, Dept. of Standards and Curriculum Mr. Khim Yorm, Deputy Director, DSC Director of Labour Market Information 	DGTVET's Office # 3, Russian Federation Blvd, Phnom Penh <i>Contact: Ms. Pichmalika 012 993 308</i>	<ul style="list-style-type: none"> Overview of TVET in Cambodia SIDA support <ul style="list-style-type: none"> Skills anticipation Apprenticeship and internship Skills standards development: <ul style="list-style-type: none"> ✓ Training of trainers ✓ Training of assessors
21 February 2018			
9:00 – 10:00 <i>Confirmed</i>	Meeting the Ministry of Education, Youth and Sport (MoEYS) <ul style="list-style-type: none"> H.E. Mr. Tauch Choeun, Director General of Youth H.E. Mr. Chek Lim, DDG Ms. Tep Sinath, Director of Youth Dept. 	General Department of Youth; 4th floor, Administrative Building, St. 380, Boeng Keng Kang 1, P. Penh <i>Contact: Mr. Lim 012 912 981</i>	<ul style="list-style-type: none"> Overview of youth education and employment in Cambodia Member of the IMC SIDA support to : <ul style="list-style-type: none"> Awareness/training of youth rights at work
10:30 – 11:30 <i>Confirmed</i> <i>(Translator is needed)</i>	Meeting with Trade Unions: <ul style="list-style-type: none"> Mr. Ath Thorn, President of Cambodia Labour Confederation (CLC) Mr. Chuon Momthol, President of Cambodian Confederation of Trade Unions (CCTU) Ms. Tep Kimvannary, President of Cambodia Independent Federation of Trade Union (CIFTU) Mr. Nak Heng, Representative, National 	ILO Joint Projects Office	<ul style="list-style-type: none"> Overview of Trade Unions, focusing on CCTU, CIFTU, CLC and NACC Members of the IMC Involvement in the ILO-SIDA partnership support; Participation in the Training of Trainers on youth rights at work Insights on youth employment and labour protection in Cambodia

Date/Time	Activity	Venue	Key discussion topics
	Union Alliance Chamber of Cambodia (NACC)		
12:00 – 14:00 <i>Confirmed</i>	Working lunch with the UN Resident Coordinator in Cambodia - Ms. Claire Van Der Vaeren	Terrazza Restaurant, #1C, Street 282, Samdach Louis Em, Phnom Penh Tel: 023 214 660	<ul style="list-style-type: none"> Overview of UN work on youth employment in Cambodia UN Joint Programme on Youth Employment (UNJP) ILO-SIDA partnership in the UNJP
14:30 – 15:30 <i>Confirmed</i>	Meeting the National Employment Agency (NEA) - H.E. Dr. Hong Choemun Head of NEA - H.E. Mr. Hay Hunleng Deputy Head - Ms. Ly Vouch Cheng - Chief of Planning and Cooperation Dept.	NEA Head Office # 3, Russian Federation Blvd., Phnom Penh <i>Contact: Ms. Cheng</i> <i>016 266 388</i> <i>088 678 5678</i>	<ul style="list-style-type: none"> Overview of labour market and public employment services in Cambodia SIDA support to NEA: <ul style="list-style-type: none"> Career guidance for secondary students and young job seekers Vocational training and core skills to secondary schools and TVET institutions Awareness/training of youth rights at work
15:30 – 16:30 <i>Confirmed</i>	Visit to Phnom Penh Job Centre - Mr. Aing Pheareak, Director of the Job Centre - Ms. Sambath Sokhon, - Deputy Director of the Job Centre	NEA Head Office # 3, Russian Federation Blvd., Phnom Penh <i>Contact: Ms. Cheng</i> <i>016 266 388</i> <i>088 678 5678</i>	<ul style="list-style-type: none"> Overview of Job centre services Interaction with the JC staff and service users (job seekers/employers) Application of ILO-SIDA supported manuals and guides on career guidance, vocational orientation, core employability skills, youth rights at work, etc.
22 February 2018			
09:00 – 9:45 <i>Confirmed</i>	Meeting with Cambodian Federation of Employers and Business Associations (CAMFEBA) - Ms. Sandra D'Amico, Vice President	HRINC Office No. 242, Oknha Pich Street (242), Sangkat Boeung Raing, Khan Daun Penh, Phnom Penh Tel: 023 211 437 <i>Contact: Ms. Sreymom</i> <i>096 66 88 646</i>	<ul style="list-style-type: none"> Overview of CAMFEBA Involvement in the ILO-SIDA partnership support (NEA's services); Member of the IMC Participation in training of trainers on youth rights at work Work-based learning study with enterprises Insights on youth employment and labour protection in Cambodia
10:30 – 11:30 TBC	Meeting with SIDA - Mr. Samuel Hurtig, Head of Development Cooperation - Mr. Andreas Johansson, First Secretary	Swedish Embassy 10th Floor, Phnom Penh Tower # 445 Monivong Blvd., Phnom Penh	<ul style="list-style-type: none"> Overview of SIDA Development Cooperation in Cambodia ILO-SIDA cooperation in Cambodia Insights of SIDA support to promotion of decent employment for youth.
14:00 – 15:00 <i>Confirmed</i>	Debriefing with the ILO team - Mr. Sophorn Tun, NC - Ms. Socheata Sou, NPC	ILO Joint Projects Office	<ul style="list-style-type: none"> Brief minute of meetings with relevant stakeholders; Question and clarification

Date/Time	Activity	Venue	Key discussion topics
15:30 - 16:30 <i>Confirmed</i>	Meeting with Ministry of Tourism - Mr. Try Chhiv, Deputy Director General and Director of National Committee for Tourism Professionals - Mr. Chuob Ratana, Head of Standard and Assessment Division - Ms. Ith Sreykeo, Deputy Head of Standard and Assessment Division	MoT Office of the National Committee for Tourism Professionals # 3A, St. 169, Sangkat Veal Vong, Khan 7 Makara, Phnom Penh <i>Contact: Mr. Chhiv 012 355 588</i>	<ul style="list-style-type: none"> • Overview of Mutual Recognition Arrangement for tourism sector within the framework of ASEAN Economic Community (MRA) • SIDA support to the MRA implementation in Cambodia: <ul style="list-style-type: none"> - Training of Trainers - Training of Assessors - Recognition of Prior learning (RPL) mechanism, including pilot RPL - Quality Assurance mechanism

THAILAND (BANGKOK): FRIDAY 23 FEBRUARY 2018

Visit to the ILO Regional Office (DWT) in Bangkok:

- 11:00 AM – Mr Graeme Buckley, Director of Decent Work team and Country Director for Cambodia, Thailand and Lao PDR
- 11:45 AM – Ms Makiko Matsumoto, Employment specialist
- 12:15 PM – Lunch with Makiko Matsumoto, Julien Magnat (Skills specialist) and Mathieu Cognac (Youth Employment specialist).
- 14.00 PM – Ms Pamornrat Pringsulaka, Evaluation Specialist.

Annex 5 List of Skype Interviews

The following skype interviews were held:

Date	Time	Skype Call with:
16 January	11.00 – 11.45	Mr. Guy Thijs and Mr. Ulrich Eisele, Evaluation Department ILO Geneva
8 February	11.00 – 11.40	Aurelio Parisotto, Head CEPOL, ILO
27 February	10.30 – 11.20	Ms Miranda Kwong, Employment Specialist, ILO Hanoi (former coordinator of the Global Component)
28 February	8.00 – 8.50	Mr Patrick Daru, Country Coordinator Jordan, and Skills Specialist for the region
28 February	10.00 – 10.45	Mr Peter Rademaker and Ms Jennifer Hahn, PARDEV
28 February	13.00 – 14.00	Ms Hanna Marsk Sandin, SIDA, Stockholm
5 March	13.00 – 13.30	Mr Luca Fedi, DWT Cairo (on Morocco)
5 March	14.00 – 14.45	Mr Gerhard Reinecke, DWT Santiago (on Paraguay)
8 March	14.00 – 15.00	Ms Daniela Zampini, DWT Budapest (formerly DWT Cairo; on Morocco and Moldova)

Annex 6 Evaluation Questions and Criteria

OECD/DAC Criteria	Evaluation Questions
Relevance and strategic fit	<p>A1) To what extent are the programme and its project interventions relevant to the achievement of outcome 1?</p> <p>A2) Was the ILO's work relevant to the needs expressed by the tripartite constituents?</p> <p>A3) Were the project and programme interventions relevant to the global strategic key discussions and decisions such as the call for Action on youth employment and the resolution and conclusions of the second recurrent discussion on employment?</p> <p>A4) Were the criteria for the selection of the six countries relevant and demand based?</p> <p>A5) Was the ILO's work relevant to the various national and international development frameworks, including UNDAF and SDGs?</p>
Coherence & Validity of intervention design	<p>B1) Was the project design and the selection of focus countries adequate to meet the project objectives?</p> <p>B2) Was the project design chosen in terms of methods, timing, and staffing conducive to achieving quality products and results?</p> <p>B3) Do the project outputs causally link to the intended outcomes/objectives?</p> <p>B4) To what extent did the project build on knowledge developed during previous SIDA funded projects related to employment policies and youth employment and in particular through phase I of the 2014-17 partnership agreement.</p> <p>B5) Was the capacity of various project's partners taken into account in the project's strategy and means of action?</p> <p>B6) To what extent was the project design adequate and effective in the coherence and complementarity between the different components of the project?</p>
Effectiveness	<p>C1) Has the Project achieved its planned objectives?</p> <p>C2) To what extent have management capacities and arrangements supported the achievements of results?</p> <p>C3) Which areas of work/project components were most effective for the realization of the programme's goals and were there any constraining factors?</p> <p>C4) Did the countries strengthen/start developing (youth) employment policies within the framework of decent work and in a more coherent fashion due to the projects intervention? (in line with ILS on NES and on PES, R.204, 2014 resolution, Call for action). (Related to Question E2 on Impact).</p> <p>C5) To what extent did SIDA funded interventions in the targeted countries act as a catalyst and support ILO influence in the country and/or leverage additional resources?</p>

	<p>C6) What can be said of the effectiveness of the project in countries which benefitted several times from the ILO-SIDA partnership support as opposed to the others? (Related to questions C10, E3 and F2)</p> <p>C7) Did the project yield any unexpected results?</p> <p>C8) Have the performance-monitoring system and the collection, analysis and dissemination of good practices on “what works for youth employment” (from previous phases) helped in shaping evidence based interventions in line with the implementation strategy for outcome 1?</p> <p>C9) How well did the results contribute to the ILO’s cross-cutting themes of gender and non-discrimination?</p> <p>C10) What was the difference in the approach/dynamics required in countries which benefitted several times from the ILO-SIDA partnership in comparison to countries that only benefitted one time?</p>
Efficiency	<p>D1) In what ways has the project used the ILO managed programme resources efficiently (funds, human resources, etc.)? Could things have been done differently or more efficiently?</p> <p>D2) Have project funds and activities been delivered by ILO in a timely manner? What are the factors that have hindered timely delivery of project funds and the counter-measures that were put in place?</p> <p>D3) Has the establishment of a global component and parallel country interventions contributed to creating synergies among interventions and an efficient use of resources?</p>
Impact	<p>E1) How did the ILO’s work build the capacity of tripartite constituents?</p> <p>E2) Is the Project contributing to the strengthening of the enabling environment at country level (laws, policies, technical capacities, local knowledge, people’s attitudes, etc.)?</p> <p>E3) Was there sufficient focus on continuation of country level activities during the different (phases of the) partnership agreements to be conducive to the impact and sustainability of ILO’s interventions. (Related to question C6, C10 and F2)</p>
Sustainability	<p>F1) Did the SIDA support trigger a continuous engagement on improving (youth) employment policies within the framework of decent work beyond the project lifetime (engagement on employment issues and with respect to ILO engagement)?</p> <p>F2) In comparison to countries that only benefitted one time from the ILO-SIDA partnership, to what extent has institutional learning and evolution of ILO constituent been sustained in countries which benefitted several times? (Related to question C6, C10 and E3)</p> <p>F3) Was there an effective and realistic exit strategy for the country level project components?</p> <p>F4) How likely is it that the procedures and tools developed by the project will be replicated in future?</p>

Annex 7 DWCP Priorities of four countries

DWCP	Period	Country Priorities
Moldova	2016-2020	<ul style="list-style-type: none"> Promoting employment and an enabling environment for sustainable enterprises
		<ul style="list-style-type: none"> Strengthened capacity of government institutions and social partners for effective social dialogue
		<ul style="list-style-type: none"> Enhanced social protection and conditions of work
Cambodia	2016-2018	<ul style="list-style-type: none"> Improving Industrial Relations and Rights at Work
		<ul style="list-style-type: none"> Promoting an Enabling Environment for Decent Employment Growth and Sustainable Enterprises, with a particular focus on young people
		<ul style="list-style-type: none"> Improving and Expanding Social Protection and OSH
Jordan	2012-2015	<ul style="list-style-type: none"> Decent work opportunities for young Jordanian men and women are expanded through the promotion of better working conditions, non-discrimination and equal rights at work
		<ul style="list-style-type: none"> A minimum level of social security is extended to the most vulnerable groups of society through the social protection floor, as part of a more comprehensive social security system in Jordan
		<ul style="list-style-type: none"> Employment opportunities are enhanced, with focus on youth employment
Tunisia	2017-2022	<ul style="list-style-type: none"> Economic Growth and Regional Development, global growth, sustainable, balanced and fair between regions
		<ul style="list-style-type: none"> Employment and vocational training
		<ul style="list-style-type: none"> Professional Relations and Decent Work
		<ul style="list-style-type: none"> A comprehensive reform of social protection in Tunisia (is under way)
		<ul style="list-style-type: none"> Institutionalization of the Social Dialogue

Annex 8 Overview of the Tripartite Constituents in the six Countries

Tripartite Constituents and Fora	Remarks
MOLDOVA	
Ministry of Health, Labour and Social Protection (MHLSP)	This Ministry was formed in 2017 following the administrative reform whereby the number of ministries was reduced substantially following IMF's proposals.
National Trade Union Confederation of Moldova (CNSM)	Created in 2007 (merger of two trade union centres), and it is the only confederation at central level. It consists of 25 trade union federations and sectors (both public and private sectors). According to a census there are in total <u>450,000 members</u> of different types of trade unions in Moldova. CNSM has a labour Inspectorate, a Women's Commission and a Youth Commission. Four priorities of Youth Commission: Organisation, Cooperation, DW for youth, and Migration. In November 2017 CNSM organised a Forum "DW for economic progress" including ILO and social partners. They are also members of different Administrative Councils of the following government bodies: National Social Insurance House, National Medical Insurance House, and National Employment Agency.
National Confederation of Employers of the Republic of Moldova (CNPM)	Established in 1996. Currently <u>26 members</u> (15 collective members and 11 enterprises), including AmCham (of which Moldova CoC is a member). The Employers' organisation was less involved in the project activities, but their members themselves were individually involved, for example in the on-the-job training programme.
National Tripartite Forum: National Commission for Consultations and Collective Bargaining (NCCCCB)	All tripartite constituents above are part of the NCCCCB (established around 2007) which is tasked with amendments to laws, but is a very formal committee and is sometimes left out of the decision making process. TU wishes it could be more efficient and productive. The chair is the Minister of Economics who is new and the vice chairs are the CNSM and the CNPM; each of the three tripartite constituents have 6 delegates. The NCCCCB was inactive for a few months but next meeting was planned for 8 February 2018. Collective agreements at national level started in 2003 and the CNSM contributed to that. Now 15 such agreements have been signed (a few are modified). CNSM declared the "Year of the Collective Agreement" to promote the role of Collective Bargaining (which will need support from ILO). The role of NCCCCB is a bit undermined by the Economic Council in the PM's office, which includes the CNPM/Employers, international organisations, AmCham, European Bureau of Association, foreign investment organisation and 1 person from CNSM. For example, the modification of the Labour Code 2003 was prepared by this economic council. This Economic Council tends more towards liberalizing labour markets than to guaranteeing the rights of the workers.
MOROCCO	
Ministry of Labour and Social Affairs (MLSA)	
4 to 5 Confederations	Morocco has one of the most diversified workers environments in the region/world. TU participation is not as it should be. Lack of capacity especially at local level: <ul style="list-style-type: none"> • RSK: CGEM and TU are not enough present in the regionalisation process. They need support for this. • TTH: RC could plan to initiate a process of tripartite dialogue at the regional level! Trade unions also need to help the local governments with the creation of jobs by suggesting new projects at the regional

	level to help youth to join the labour market. Employers always need skilled people.
General Confederation of Enterprises in Morocco - CGEM	Lack of capacity especially at local level, for example in RSK: CGEM and TU are not enough present in the regionalisation process. They need support for this. CGEM: Government sees us as a strong partner always coming up with ideas. They have 8 seats in the low chamber of the parliament. CGEM: They have a social pact/partnership with the most representative five unions, to settle disputes, to ensure sustainability of business and decent work. CB rate is very low in RSK, but it is improving; draft of law on right to strike is under discussion.
Inter-Ministerial Employment Committee (CIE)	Set up in 2015 but was dormant; with support from ILO re-activated and held its first meeting on 28 August 2017. Drafted a National Plan for Employment Promotion 2017-2021.
CAMBODIA	
Ministry of Labor and Vocational Training (MoLVT)	
Trade union movement: <ul style="list-style-type: none"> • 15 Confederations and • 120 federations 	They are active and participate in the project. The NTUC, national TU council, is involved in the DWCP. Focused group discussion with seven TUs: One independent (CLC), one associated with the opposition (CCU), and five associated with the government. Youth focal points work directly with NEA, and few focal points got a training course. <ul style="list-style-type: none"> • Law on TU, promulgated in April 2016: Reduced their activities because they must make a report in May each year and submit it to the department of labour; they did, but no reply so far. Opposition-TU: TU has not enough rights due to Law. Two problems: Lot of conditions to register as TU, so they could not complete registration; and right of representation goes to the TU who holds most representatives while complaints are ignored. Another leader complained about the lack of the setting of a minimum education level for the TU leader (Leader must be an educated!). • One union leader was a trainer in a ToT course on Youth Rights@Work. Disseminated to 60 members. Others attended a workshop on that. Other TUs also send two workers to the ToT. • TU's are satisfied with new minimum wage of \$ 170 per month set for 2018 (increased from \$ 153 in 2017). • Workshop on NEP Implementation was not really participative: Several were only invited to listen to the final result, could not really participate and give their ideas/opinions to influence the result on the real need of the workers. Their inputs are usually ignored. • Positive development: State (incl. PM) pays more attention to workers. • Independent TU: Short-term labour contracts pose a problem for organizing workers, esp. also when women become pregnant.
CAMFEBA	An independent umbrella organisation with sector associations and individual companies as members established in 2001. 350 individual members and 3,000 or more through the business associations. So, it is very representative. But international organisations indicate that there is a lack of organisation of employers in certain sectors, such as agriculture and technology. Camfeba takes care of the social development side, including labour policy, social affairs and commercial arbitration, while the Chamber of Commerce takes care of the rest. Relatively many foreigners on board. Activities with the ILO: <ul style="list-style-type: none"> • Work-based learning: first of its kind in Cambodia (innovative!): The report was delayed because of resource shortage within Camfeba. • Study Tour to Malaysia was very helpful for their members. • ToT. • Emphasis on Soft skills.
IMC	IMC: Since start of NEP implementation it is tripartite! TU and EO are happy with that process and always participate: 5 representatives from employers and 5 from TUs: ILO checks invitations!!

	Camfeba: IMC is a good forum to discuss and meets regularly (enough).
PARAGUAY	
Ministry of Labour, Employment and Social Security (MLESS)	
Trade unions are quite divided	In Paraguay, employment is a sensitive topic for the Trade Unions as it might contribute to precarisation of labour. In addition, they are always suspicious of the employers' intentions. ZSince Trade Unions are so divided, some are on board in the project while others are not.
Employers' Organisation	Not outstanding, but they run some institutions of vocational training. In general, they had more exposure to the employment topics than the Trade unions.
JORDAN	
Ministry of Labour (MoL)	
TU	
Jordan Chamber of Industry (JCI)	
TUNISIA	
Ministry of Employment	
Union Générale Tunisienne du Travail (UGTT)	A well-developed organisation.
Union Tunisienne de l'industrie, du commerce et de l'artisanat (UTICA)	

Annex 9 Profile of the National Employment Service Agency (NEA) in Cambodia

NEA enhances employment by matching employers and workers. Half a million vacancies and about 100,000 registered job seekers (50% referred to employers, and about 20% placement rate). Most of them are young: Youngest labour force in Asia (10% growth rate)! Now more focus on quality jobs.

- Established in 2010 from scratch! A Young team! Key partner of the ILO since 2009 when Government put Employment as top priority after various garment factories went bankrupt. Many of them went to Turin for training.
- Project: ToT on Youth Rights@Work through modules compiled by ILO.
- LM Information system to be developed with Statistical office to determine which jobs will be the biggest in demand.
- Website is updated every day.
- Job Centres: face-to-face counselling. 10 in major provinces, 1 in the city (ground floor of MoLVT). Providing quality service is a problem they are working on. This Job Centre has 20 staff including interns and volunteers. Deputy Director and two others got training through Youth Rights@Work. Facebook is widely used to make the final counselling appointment. Soft skills are stressed by employers and workers interviewed.
- ILO Support: four ToTs, and compiling guiding tools: Support was okay cf. target of the PRODOC, but in terms of their needs it is a small part!
- Confusing, since also involved in STED and Swedish Public Employment Service projects. Also PPP with H&M.
- NEA: 6 job clusters supported by ILO (ILO-China South-South Cooperation).
- Recruitment Day each week, this week with AON Supermarket.
- NEA needs to be pro-active, and to reach out and contact the employers, or communities in rural areas, if they want NEA's matching services.

Annex 10 List of References

Publications:

- ILO (2012): The Youth Employment Crisis: A Call for Action. Resolution adopted at the 101st International Labour Conference (ILC). Geneva.
- ILO (2014): Final Independent Evaluation of ILO-SIDA Partnership 2012-2013: National Employment Policies (NEP) and Youth Employment (YE). ILO: Geneva, April 2014.
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Internal Program Progress Reports: General and Global Component:

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- ILO (July 2017): Implementation Progress Note. ILO/SIDA Partnership, July 2017.
- ILO (September 2017): Implementation Progress Note. ILO/SIDA Partnership, September 2017.
- ILO (2017b): Workshop Note on ILO/SIDA programme (2016-2017) on Policy Outcome 1: More and better jobs for inclusive growth and improved youth employment prospects. ILO Geneva, 26 - 27 January 2017.
- ILO (2018) Systematization Report. ILO/SIDA Partnership, Phase II 2016-17. Draft version, 23 March 2018.
- Various Background documents, and a series of documents on Youth Employment Training Package (about 25).

For the six Countries:

- Decent Work Country Programmes (DWCP): Cambodia, Jordan, Moldova and Tunisia (Annex 7). Various project progress notes, project documents, and reports and PowerPoints by ILO in-country Staff and by consultants.
- Project appraisal reports, National Employment Policies, National Action Plans, Regional Employment Policies, national development plans/frameworks etc.
- Documents received through the Dropbox: Moldova (about 80) and Morocco (about 80).

Documents received through email and in-country: Cambodia (about 30).
UNDAF: Various documents for several countries.

Other sources:

ILO Database “DASHBOARD”, maintained by PROGRAM Department.
ILO PARDEV Minute Sheets.