



Evaluation Summaries

Promoting Inclusive Job-rich Growth

Quick Facts

Countries: Global

Mid-Term Evaluation: 18/01/2011 to 18/07/2011

Mode of Evaluation: independent

Technical Area: Employment Policies

Evaluation Management: Employment Sector

Evaluation Team: Maria Sabrina De Gobbi (project evaluation manager), Michiko Miyamoto (ED/EMP/MSU evaluation focal point and Lars Rylander (external evaluator)

Project Start: 08/2009

Project End: 31/12/2011

Project Code: GLO/09/59/SID

Donor: SIDA (Swedish International Development Cooperation Agency) (US\$ 2'807'999.-)

Keywords: Evaluation, Job-rich growth, Employment diagnostic, Employment targeting, Employment-creation tool

Background & Context

Summary of the project purpose, logic and structure

The project's main undertaking is to develop and field-test two methodologies to serve as tools in the ILO Employment Sector toolkit for employment policy dialogue around job-rich growth with member countries. The first is a method for diagnostic analysis of the (binding) constraints to employment. It basically categorises these constraints in a diagnostic tree consisting of three broad branches:

productive resources, employability, opportunities and returns to employment and sustainability. These are further described in a guide advising users of its application. The second tool is used for setting targets for employment creation with reference to MDG 1B, translating poverty reduction goals into targets for creation of productive employment. It assumes that poverty reduction through employment generation is a more sustainable goal than any type of income of USD 1.25 and above. The method assesses the deficit in productive employment, expressed as the share of the labour force earning less than this daily income. Both tools are formulated and described in ways, which make them replicable and relatively easy to use, at least for economists. A third tool to be developed by the project addresses the concept of providing an enabling environment for sustainable enterprises (see further below).

The project has been tested and has built capacity on the two tools in altogether 5 countries until now – Bosnia and Herzegovina, Malawi, Mongolia, Nepal and Indonesia (in three provinces). Activities will be undertaken in at least 3 more countries until the end of the project period, year-end of 2011 (Mali, Liberia, El Salvador). This means that the outputs referring to number of countries, 8 – 10, will be reached, particularly so if the three provinces are calculated as separate places for implementation. After update, internal and external peer-review and finalisation of the tools they will be published at the end of the year, which also means that the relevant outcomes will be achieved. A third outcome aims at developing methods for mitigation of

the financial crises, and this outcome is being reformulated since the activities under this outcome are being subsumed under the agenda of the Global Jobs Pact. A fourth outcome refers to the work to disseminate, operationalize and mainstream the tools. Work on a communication strategy is yet pending, but otherwise the outputs under that outcome are being achieved as well.

A small component under the first output has been delegated to EMP/ENTERPRISE for them to respond to a conclusion by the 2007 ILC on creating an enabling environment for sustainable enterprises. This component aims at strengthening “the capacity of governments and social partners to establish an enabling environment for sustainable enterprises, providing support to employers’ and workers’ organisations to promote workers’ rights, to close the representational gap and improve their capacity to analyse the dynamics of their business and labour environment so that they are able to advocate for the development of sustainable enterprises. The component has been implemented in two countries, Swaziland and Mongolia, and work is under way in Oman and Botswana and is being planned in Kirgizstan and Indonesia. The justification for the component is not drawn from the same outcome in the SPF but from outcome 3 on sustainable enterprises and its inclusion in the project is more of a practical financial arrangement.

Being a pilot project, it has been located under the Management Support Unit of the Employment Sector. This has also generated internal criticism, from the point of view of confusing the employment policy dialogue with member countries being conducted by two units of the Employment Sector. However, being a pilot project this has affected a small number of member countries and moreover the Steering Committee should be a suitable forum for sorting out such coordination issues. Speaking of which, the lack of regularity of its meetings has been a weak area, which may have contributed to the perceived coordination problems. In the countries visited no concerns were mentioned about lack of coordination in the policy dialogue.

The project has been implemented by a team of four persons, a full time CTA and two assistants as well as by part-time input of the director of policy planning in employment targeting. Other staff of EMP/CEPOL, the regional offices in Budapest, Bangkok, the sub-regional office in San Juan and the country offices in the target countries, especially in Jakarta, have also been involved in project activities. Additional senior support at headquarters for workshop implementation in employment diagnostics would have eased the burden on the project team. The component on establishing an enabling environment for sustainable enterprises has been implemented by staff from EMP/ENTERPRISE and ACTEMP.

Present situation of project

The project’s relevance is obvious from its direct link to the Strategic Programme Framework. The project is also relevant from a broader perspective, since it is addressing global and national needs of developing policies for employment generation as means for poverty reduction, essentially through the link over to MDG 1B. In several cases – Nepal, Mongolia, Indonesia - the project has also promoted ILO’s position as adviser in processes of national development plans and strategies. Most project activities are implemented through consultative and interactive workshops, which have served the double purpose of facilitating inter-sectoral dialogue and involving ILO’s social partners in the dialogue. Both interviews and a limited survey confirm that sector ministries or provincial administrations as well as social partners felt empowered and capacitated through the workshops. Gender has been integrated, both in planning and implementation, although not fully up to the ambitions at the outset of the project.

The project has been designed as a typical pilot project, starting with references in the project document to the state of art discussion on inclusive job-rich growth and employment diagnostics and employment targeting. Concerns have been raised internally, in the employment sector policy environment,

confronting the potential added value and rate of innovation of the methodologies in relation to existing tools for employment policy dialogue. These concerns are not supported by field experiences where most users have appreciated the usefulness of the tools. However, the project Steering Committee in May 2011 decided to submit the review of existing employment policy methodologies and approaches, what each method includes/does not include, the strengths and weaknesses, under what conditions the method should be applied, etc. to an internal technical workshop. The objective is to recognise the differences and overlaps of the methodologies, to promote further internal coherency and understanding on this issue within the Sector, and to be able to provide a list of options for ILO constituents as a result. Moreover, a technical committee will be formed to review existing methodologies on employment diagnostics and employment forecasting within the sector. While these ambitions merit credit it is also important that they do not pre-empt the project's internal logics of finalising the tools, based on the experiences in the field and internal and external peer reviews before publishing.

The overall effectiveness of the project has been good. The project design and implementation strategy will ensure that the likelihood that all outcomes will be reached is high. This also includes the component delegated to EMP/ENTERPRISE. The eventual policy impact cannot be assessed at this stage and is, moreover, quite dependent on the internal and external evaluation of the tools. So far, the project has had policy impact in the countries where implementation has been ongoing for some time – in Indonesia, Mongolia, Nepal and to a smaller extent in Malawi and Bosnia and Herzegovina.

Purpose, scope and clients of the evaluation

Methodology of evaluation

The methodology leans on a documentary review of project and project related documents as well as relevant ILO policy and strategic documents, interviews in the ILO

office in Geneva and via Internet with officers not being available during the visit to Geneva 12 – 13 May, and in the two countries selected for field work, Indonesia and Nepal. In Indonesia interviews were held at the ILO country office in Jakarta and in Ambon, the provincial capital of the Maluku, one of the three provinces for project implementation in Indonesia. The visit to Nepal was negatively influenced by local shut downs, *bandas*, which were declared on two of the three days of the visit.

In order to broaden and deepen the qualitative and quantitative foundation for the evaluation, the evaluation consultant suggested that a survey was sent to stakeholders in provinces and countries not visited. The format for the survey was approved as part of the inception phase and a questionnaire was sent out to stakeholders in two provinces in Indonesia (NTT and East Java), to Bosnia Herzegovina, Malawi, Mongolia and Costa Rica. No questionnaire was sent out to Liberia since the activities there are just starting up. Altogether 21 questionnaires were sent out in the beginning of May and a remainder was again sent in early June. Despite this no more than 13 questionnaires have been returned, coming from Bosnia and Herzegovina (3), Costa Rica (2), Indonesia (7) and Malawi (1). The survey does therefore not qualify for quantitative analyses, and the replies are treated as qualitative information only, adding to interviews and other information provided.

Main Findings & Conclusions

The project is under way to provide tools that are likely to serve as good practices for employment diagnostics and employment targeting. The tools seem to be user-friendly, if not to social partners unless further capacity building is provided, definitely to economists, who are also the main users. The tools have a clear up-scaling potential since they are well documented and can be used at various levels of socio-economic development (in Indonesia there are ambitions both to bring the project to the national level as well as district and sector level; in Nepal employment targets have been

set at district level and for economic sectors). So far 111 representatives from national and provincial ILO constituents have been trained in employment diagnostics and more than 600 senior representatives have been informed at workshops of employment diagnostics and employment targeting, often in relation to a presentation of the findings of their respective applications.

Recommendations & Lessons Learned

Main recommendations and follow-up

1. In view of the positive results of the project so far, it is recommended that the project shall continue to follow its work plan and implement the yet outstanding activities referring to outcomes 1,2 and 4. The project has already proved that the methodologies have been well received in target countries that the methodologies promote ILO's position in the macroeconomic arena on poverty reduction, both internationally and in member countries, and that sustainability is likely to be generated in terms of bringing employment policy considerations into national development plans and strategies.
2. The recommendation is the same for the EESE component, i.e. that activities continue to be undertaken in target countries to form the basis for the finalisation of the EESE assessment tool and for the EESE process and methodology to be mainstreamed in the ILO's work on policy dialogue on enabling environment issues and related capacity building for social partners.
3. The suggestion of a technical workshop to review the ILO employment policy toolkit can be constructive and is recommended, provided that there is an open attitude to what seems to work best in the forthcoming policy dialogue and that possessive ambitions about past and present positions are avoided.
4. The suggestion of a technical committee can be seen as an instrument for follow up of the technical workshop, ensuring that the decisions taken are actually implemented. It is important that the work of the technical committee is synchronised with the technical workshop to avoid confusions.
5. The project Steering Committee is recommended to fully assume its role as the principal project management unit and meet regularly for coordination and follow up, at least quarterly.
6. The project is recommended to consult with the Gender Bureau on other possible interventions and formats for reporting back on gender issues.
7. In view of the positive outlook on the possibilities of achieving the outcomes within the framework of the project, there is at present no need for an extension of the pilot phase of the project after 2011. In case project funds still remain at that time it is recommended these be used for further capacity building in target countries. The whole issue of mainstreaming must be addressed as part of the activities of outcome 4 during the fall. In case ILO is considering requesting support from Sida for the mainstreaming and related capacity building of the tools after 2011 and within the remaining Sida – ILO Partnership programme, Sida is recommended to take a positive and constructive view on this.

Important lessons learned

The main lessons learned from an effectiveness perspective is that the project has been well designed to achieve its outputs and outcomes, but also that the immediate objective of the project is formulated in a way that the results and impact can only be assessed after implementation has been on-going. Moreover, the internal deliberations about the content of the ILO toolbox for employment policy dialogue must not be used to prevent the pilot project from being fully

implemented and finalize its methodologies. The main lessons learned on the resource efficiency are that a broader integration of the project in the Employment Sector and more senior level participation in the project would most likely have freed up resources for further capacity building support to target country constituents. When it comes to impact and sustainability the main lessons are that the project has produced tools that are flexible, have potential to serve as **good practices**, can be replicated and scaled up and that a good portion of capacity building has provided a strong platform for continued implementation in target as well as in other member countries.