



Evaluation Summary



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Final Independent Clustered Evaluation of the Sida-Funded Interventions under Outcome 1 (2018-2019), Phase I ILO-Sida Partnership Programme, 2018-2021

Quick Facts

Countries: Cambodia, Guatemala, Morocco, Uganda and Global Product

Final Evaluation: January to April 2020

Mode of Evaluation: Final independent and Clustered

Administrative Office: DWT/CO-Bangkok; CO-Dar es Salaam; EMPLAB; CO-Algiers; DWT/CO-San José

Technical Office EMPLAB; DWT/CO-Bangkok; DWT/CO-Pretoria; EMPLOYMENT; DWT/CO-San José, and SKILLS

P&B outcome assessed: Programme and Budget 2018-19 – outcome 1

SDG(s) assessed: SDG 4, SDG 5, SDG 8

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Project End: March 31, 2020

Project Code: GLO/18/05/SWE (from Partnership agreement, including: GLO/18/56/SWE; KHM/18/50/SWE; UGA/18/51/SWE; MAR/18/50/SWE and GTM/18/52/SWE

Donor & Project Budget: SIDA-ILO Partnership Programme 2,260,000 (outcome-based funding)

Keywords: policy support, inclusive employment, social dialogue, technical assistance, capacity building, evaluation, , NEET, youth employment,

outcome-based funding, STED, employment policy and skills/skills development, sectoral approach

Background & Context

Set for the period from 2018 to 2019, the first phase of the ILO-SIDA Partnership Programme Support to Outcome 1 – 2018-2020 (ILO-SIDA PPO1) aims to strengthen employment policy diagnostics and implementation, develop targeted youth employment policies and programmes, and promote a sectoral focus for skills anticipation. The ILO-SIDA Partnership also seeks to strengthen the capacities of constituents to achieve improved youth employment prospects, with a view to building critical knowledge and capacity for accelerating progress in selected countries. ILO-SIDA PPO1 has a budget of USD 2.23 million.

ILO-SIDA PPO1 is designed to operate at two levels. Firstly, at the macro (global) level, interventions are channelled through a Global Product that looks at the means to identify and address constraints to attaining full, productive and decent employment in countries that have achieved different levels of development. It also considers new and emerging policy areas in the context of a fast-changing labour market landscape due in part to new technologies, demographic shifts, trade and globalization and climate change. Secondly, at the level of individual countries, interventions are carried out in Cambodia, Guatemala, Morocco and Uganda to support employment policy diagnosis and skills policy/strategy, provide

relevant analysis tools, and strengthen both the policy knowledge and institutional foundations needed to develop policy solutions and comprehensive, inclusive employment frameworks aimed at providing decent jobs to young women and men, through the inclusion of strategies and programmes that reduce skills mismatches and enhance access to the labour market.

The purpose of the final independent clustered evaluation is to examine the interventions carried out under ILO SIDA PPO1 outcome based funding to Outcome 1 and to provide insights into the relevance, validity of design, effectiveness (i.e. how donor funding is contributing to Country Programme Outcomes (CPOs)), efficiency and sustainability of these interventions, and contribution to impact. The evaluation is also meant to be forward-looking and to provide recommendations for the Swedish International Development Cooperation Agency (SIDA), the International Labour Organization (ILO) and ILO constituencies regarding future steps to consolidate work done so far, as well as lessons learned and emerging good practices

The final evaluation has explored, through contribution analysis, the extent to which the Global Product interventions (tools, research development, policy advice, capacity building and technical backstopping), supported by social dialogue with national level key actors, brought about changes in the countries included in this evaluation. The ToC has served as the framework to gather the necessary evidence to develop the contribution narrative. The methodology for the final evaluation included a desk review, key informant interviews (KIIs) and focus group discussions (FGDs). Overall, the evaluators canvassed 96 people; all stakeholders were met in the context of face-to-face meetings or FGDs (in Morocco and Cambodia, where field missions were carried out), or through Skype conversations

The primary audience for the final evaluation will be SIDA, ILO (including project personnel at HQ, in COs and in the field), partner organizations in the participating countries, and national constituents in these countries.

Main Findings & Conclusions

The evaluation of the ILO-SIDA Partnership interventions (2018-2019) found that the Global product and country-level interventions are very relevant to the achievement of Outcome 1 by enriching country interventions with research, tools and guidelines to be conveniently adapted to each country context and by strengthening capacities of tripartite constituents and national stakeholders to develop inclusive and productive employment development frameworks and sectoral approaches. Moreover, stakeholders consulted pointed out the appropriate strategic fit of all interventions. The selection criteria allowed ILO to strategically choose the countries in which the interventions took place.

ILO-SIDA PPO1 makes a tangible contribution to the achievement of Sustainable Development Goals (SDGs), more specifically SDG 4. ILO-SIDA Partnership interventions address diversification and transformative changes in employment and the needs of the most vulnerable (women, youth and NEETs). New evidence gathered through research and operational tools produced with funding supplied by ILO-SIDA PPO1 has fed into the international debate on youth employment as well as the country-specific delivery of projects, and has been instrumental in global advocacy for upscale actions and impact under the 2030 Agenda for Sustainable Development, notably through the Global Initiative on Decent Jobs for Youth. Gender mainstreaming and specific actions targeted at youth or at fairly underdeveloped regions are grounded in all country-level activities. The ILO-SIDA partnership has targeted the specific needs of vulnerable groups such as NEETs, rural

workers, women, youth, or those working in the informal sector. Project interventions have supported countries to diagnose opportunities and challenges associated with inclusive and productive employment and to identify policy options.

ILO-SIDA PPO 1 interventions effectively supported projects in countries at different stages of the development and implementation of their NEPs; these targeted interventions often served as “catalytic funding” to contribute towards the support and development of additional employment interventions, activities and projects.

New evidence gathered through research and operational tools produced with funding from ILO-SIDA PPO1 fed into the international debate on youth employment by sharpening critical policy messages on young NEETS, the need to balance demand and supply side measures for structural transformation and strengthen formulation of policies to identify priority sectors to address job creation and skills diversification.

Country level interventions operationalized the cross-cutting policy driver on gender equality and non-discrimination. Interventions address the specific needs of vulnerable groups, such as the youth NEETs, rural workers, women who have limited opportunities to participate or who face specific challenges in the labour market or the informal economy.

The ILO-SIDA PPO 1 significantly increased the institutional capacities, through technical expertise, of partner organizations (government, employers’ and employees’ organizations) in targeted countries to support employment policy development and implementation, as well as sectoral approaches and measures targeting NEETS.

Strong, consistent and inclusive social dialogue that supports and strengthens governance structures and coordination mechanisms has ensured that employment policies adopted are built through a national consensus thus

providing a common vision and approach that is conducive to the formulation and implementation of inclusive employment policy. As an end result, national ownership of employment issues has been strengthened.

The identification of key growth sectors along with competency standards, curricula based on such standards, recognition of prior learning assessment, and apprenticeship programmes are key strategies that successfully reduce the skills gap and equip young workers with relevant skills, while also building stronger relationships between the private sector, education (in particular TVET), and trade unions.

The ILO-SIDA PPO 1 has played a catalytic role towards the sustainability of the STED programme by ensuring a programme coordination and technical backstopping function with continuous support to the robustness and consistency of STED-based applications in a number of developing countries.

There is a clear degree of coherence and complementarity between the Global Product and the selected countries but synergies between the Global Product and country level interventions are not optimal. There currently are few links between the richness of country level experiences and the wealth of research from the Global Product.

The evaluation confirms that the ILO-SIDA PPO1 contributed towards significant changes with respect to the development and strengthening of competencies among tripartite constituents and national stakeholders. This capacity building, including training, technical assistance, and support for social dialogue, was further strengthened by research, guidelines and tools that were pivotal in enabling key institutions to improve their ability to develop critical policy messages. This subsequently fostered the strengthening of a nationally focused collaborative mindset among stakeholders. As a result, the formulation and implementation of broadly supported policy

implementation strategies and approaches addressing youth employment have taken root in countries identified in this Partnership.

At the global level, the ILO-SIDA Partnership sharpened policy diagnostics and analysis (revised guidelines for country level employment and skills needs – the rapid STED manual piloted in the new countries including Ethiopia, Ghana and Senegal, diagnostic analysis, customization of the guidelines for country diagnostic according to a country typology), supported research on SDGs, and developed policy and technical briefs providing policy perspectives and pointers for action that influence the global policy debate on employment. In addition, the Global Product supported the provision of ILO’s advisory services and technical assistance to support NEPs and youth employment. ILO-SIDA PPO1 allowed the scaling up of the STED programme to new countries.

Recommendations

Main recommendations and follow-up

1. Global Product: Continue to support the Global Product to facilitate the provision of technical advisory services, research and support to policy development and coordination. Global products developed during the 2018-2019 (tools, guidance, policy, research and technical briefs) should be further disseminated and used in policy development and implementation at the country level by developing a systematic approach to sharing knowledge, publications, research, and good practices. This approach should take into consideration target audiences.

2. Decentralization of country-level interventions: Country-level interventions continue to focus on a decentralized approach to employment, looking at skills and competencies needed, and getting closer to local realities by providing access to training, job fairs, and engaging with private sector and other stakeholders to reach out to vulnerable groups, including youth and women. Morocco’s successful

model of intervention can feed in the support to countries that are initiating the process of implementing employment policy and decentralizing it to the regions.

3. External communication with National Project Coordinator (NPCs): Support more regular exchanges among national project coordinators of targeted countries (country-level interventions) through videoconference to exchange on the implementation process, challenges, best practices to build in a global perspective, and share new research guidelines. The exchanges can also be opportunities to proactively adjust current interventions if needed.

4. In-house internal communication: Strengthen in-house communications and internal exchanges between the different units—for instance, every two months to allow a greater synergy between EMPLOYMENT and all other units involved in the ILO-SIDA PPO 1 and facilitate the exchange of information related to the Partnership.

5. NEETs: Continue to support vulnerable youth in line with SDG Target 8.b.1 and 8.6 and ILO commitment to support decent work. The ILO-SIDA Partnership has strengthened knowledge on NEETs and provided specific approaches to integrate NEETs into the labour market. The next biennium should focus on research and capacity building to strengthen the constituents’ competencies to address the challenges ahead.

6. Cataloguing inventory of experiences: ILO should standardize the leveraging of experiences acquired with NEPs and Regional/Provincial Employment Plans. Morocco and Cambodia have done so for its NEP, and it could be done for Regional/Provincial Employment Programme experiences. ILO could develop an online tool that collects good practices and documents lessons learned which can support other countries in their efforts to implement the process. This reiterates a recommendation identified during the 2016-2017 ILO-SIDA Partnership evaluation.

7. Emerging needs: Adjust the existing budget by setting aside discretionary funds to respond to emerging needs and/or additional requests to strengthen ILO's understanding of transformative nature of the world of work and inline with Partnership main objectives.

8. Capacity building of tripartite constituents to actively participate in policy implementation:

There is a need to strengthen and broaden the capacities of tripartite constituents as some of the most critical levers for successful employment generation may lie beyond their traditional mandates and areas of competence, from macroeconomic policy to sustainable development, assessment of business environment, and strategies for productive diversification. Regional, provincial and local strategies are a promising approach. The engagement of regional actors is crucial for policy implementation, and the challenges they face need to be addressed, as well as their capacity strengthened on issues related to decent work. Ongoing capacity building is key to ensuring the sustainability of interventions.

9. STED: Based on STED diagnostic analysis, continue providing technical assistance towards the development of competency standards and competency-based curriculum in key country sectors, as well as certification, recognition of prior learning, and apprenticeship programmes to provide beneficiaries with the skills they need to access employment. The STED team should continue its efforts to support outreach and knowledge sharing events to have a wider reaching impact and inform other countries that face similar skills issues.