



2015:45

Sida Decentralised Evaluation

Eric Buhl-Nielsen  
Bertil Oskarsson

# Evaluation of Swedish International Training Programme (ITP) 288 ; “The Role of Labour Market Policies in Poverty Alleviation” 2009-2015

Final Report



Evaluation of Swedish  
International Training  
Programme (ITP) 288;  
“The Role of Labour Market  
Policies in Poverty Alleviation”  
2009-2015

**Final Report  
October 2015**

**Eric Buhl-Nielsen  
Bertil Oskarsson**

**Authors:** Eric Buhl-Nielsen and Bertil Oskarsson

The views and interpretations expressed in this report are the authors' and do not necessarily reflect those of the Swedish International Development Cooperation Agency, Sida.

**Sida Decentralised Evaluation 2015:45**

Commissioned by Sida, Unit for Capacity Development

**Copyright:** Sida and the authors

**Date of final report:** October 2015

**Published** by Citrus 2015

**Art. no.** Sida61936en

urn:nbn:se:sida-61936en

This publication can be downloaded from: <http://www.sida.se/publications>

---

SWEDISH INTERNATIONAL DEVELOPMENT COOPERATION AGENCY

Address: S-105 25 Stockholm, Sweden. Office: Valhallavägen 199, Stockholm

Telephone: +46 (0)8-698 50 00. Telefax: +46 (0)8-20 88 64

E-mail: [info@sida.se](mailto:info@sida.se). Homepage: <http://www.sida.se>

# Table of contents

<b>Table of contents .....</b>	<b>2</b>
<b>Abbreviations and Acronyms .....</b>	<b>3</b>
<b>Preface.....</b>	<b>4</b>
<b>Executive Summary.....</b>	<b>5</b>
<b>1 Background.....</b>	<b>12</b>
<b>2 The ITP and labour market policy .....</b>	<b>15</b>
<b>3 Findings.....</b>	<b>17</b>
3.1 Relevance .....	19
3.2 Effectiveness .....	26
3.3 Efficiency .....	29
3.4 Impact.....	33
3.4 Sustainability .....	37
3.5 A note on HRBA .....	39
<b>4 Conclusions and recommendations .....</b>	<b>41</b>
4.1 Conclusions .....	41
4.2 Recommendations.....	47
<b>Annex A Terms of Reference .....</b>	<b>49</b>
<b>Annex B Change projects summary .....</b>	<b>57</b>
<b>Annex C People consulted.....</b>	<b>88</b>
<b>Annex D Documents consulted .....</b>	<b>90</b>
<b>Annex E Methodology and portfolio analysis .....</b>	<b>91</b>

# Abbreviations and Acronyms

ADB	African Development Bank
AF	Arbetsförmedlingen
ALMP	Active Labour Market Policy
CP	Change Project
EQ	Evaluation Question
EU	European Union
FGI	Focus Group Interview
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
ILO	International Labour Organisation
ITP	International Training Programme
M&E	Monitoring and Evaluation
MoU	Memorandum of Understanding
MSC	Most Significant Changes
NGO	Non-Government Organisation
OECD/DAC	Organisation of Economic Cooperation and Development/ Development Aid Committee
RBM	Results Based Management
SDC	Swiss Development Corporation
Sida	Swedish International Development Cooperation Agency
SIPU	Swedish Institute for Public Administration
ToC	Theory of Change
USAID	United States Agency for International Development
VETA	Vocational Education and Training Authority (Tanzania)

# Preface

This evaluation was commissioned by the Unit for Capacity Development at Sida. The evaluation was undertaken between May and October 2015 by an independent evaluation team consisting of:

- Eric Buhl-Nielsen (Team Leader)
- Bertil Oskarsson (Technical Expert)
- Sarah Gharbi (Project Manager)
- Ian Christoplos (Quality Assurance).

The evaluation was managed by Indevelop and commissioned through Sida's Framework Agreement for Reviews and Evaluations with Indevelop. Annika Mokvist Ugglå was the Evaluation Manager at the Unit for Capacity Development at Sida.

# Executive Summary

## 1 OBJECTIVES AND SCOPE

### Objectives and scope

The purpose of the evaluation was to” *identify results and lessons learned of the ITP ‘The Role of Labour Market Policies in Poverty Alleviation’.* The overarching objectives of the proposed evaluation are

- *to identify results (positive/negative and intended/unintended) of the ITP, with a particular focus on tangible effects with regard to individual and organisational capacity building that can directly or indirectly be derived from the programme;*
- *to identify lessons learned from implementation of an ITP-programme with a view to future programme development;*
- *to assess the extent to which a rights-based approach and a poor people’s perspective have permeated the programme.*

In addition the evaluation aimed to assess to what extent a gender perspective has permeated the programme. The ToR identified some 32 evaluation questions covering: relevance; effectiveness; efficiency, impact and sustainability. Based on discussions during the start-up meeting, these were clustered into 15 main questions with a number of sub-questions or indicators. The scope of the evaluation covered all 5 programme rounds with a focus on the first 4 as these are completed and on the 5<sup>th</sup> programme in terms of obtaining insight into the live process during the results seminar that took place in Tanzania.

### Methodology

A combination of four different approaches and methods were used in this evaluation:

- Analysis of the theory of change and verification of the evaluation questions
- Portfolio analysis
- Desk study and interviews with Swedish stakeholders
- Country visits and participants interview/results seminars

Analysis of the theory of change – a reconstructed intervention logic was developed with the clustered evaluation questions placed within the logical sequence from inputs to impact. This shows that the questions are well considered and test pivotal aspects of the intervention logic, particularly moving from inputs to outputs and from outputs to outcomes.

Portfolio analysis – data was assembled on the first 4 programmes; information across the 4 programmes on gender, origin of the participants and types of institutions to allow an analysis of the overall programme.



Desk study and interviews – an evaluation matrix where indicators are identified for each evaluation question or cluster was developed.. This is complemented by an interview check list where the Stockholm-based stakeholders are divided into three categories: Sida, course organisers, and training delivery experts. A sample of some 18 change projects from the selected programmes (in principle: 6 in each of the 2 proposed visit countries and 6 other countries) were examined. A decision was made not to undertake a separate participant survey.

Country visits and interviews – three countries were visited; Kenya, Mozambique and Tanzania. In Tanzania, the visit was arranged as part of a results seminar being run during the visit period. Course participants, the leaders and others involved in the institutions that the ITP works with, as well as relevant parties involved in labour policy, were interviewed. Some 16 change projects were examined in greater detail (4 in each of the 2 main visit countries) including in-depth interviews with course participants involved in the project, and where possible the beneficiaries.

The limitations are related to; the extent to which data on change projects and other documents were available and the availability of participants and staff from the institutions that they work in. The concepts of attribution and contribution are central methodological issues in all evaluations. This was true when evaluating the training programmes, to the extent that it was sometimes difficult to establish indicators to demonstrate a clear causal link between participation in a training session and its effects on the behaviour of a social actor or group of actors. It was also borne in mind that the ITP on labour policy was not the only training course or event in which the participants were involved, so the programme was a contribution that worked with many other efforts aimed at similar goals. The chosen methodological approach helped to triangulate information in order to increase the reliability of the conclusions and the relevance of the recommendations.

The 15 evaluation questions were complemented by a detailed evaluation matrix and supported by a number of indicators. The findings of the questions formed the basis for deriving conclusions and recommendations.

## 2 FINDINGS

### Relevance

- The programme is relevant for Sweden's priority area of private sector development and contributes indirectly to the global and country strategy priorities of poverty reduction and gender equality. In some aspects, the programme applies a human rights based approach which contributes to the improvement of prospects for employment for youth and marginalised groups.
- The programme has partly followed the changes in Sida's selection of priority countries but this has negatively influenced the continuity of the programme.
- The training programme itself has been largely run independently of national

training initiatives or similar support provided by other international organisations.

- The individual change projects are in general better coordinated with national and international initiatives than the training programme itself.
- In general, the participating institutions and the individual participants have found the programme highly relevant in supporting reforms and improving labour market policies and practices.
- Participating institutions and the individual participants noted two persistent weaknesses: the course is too general with insufficient tailoring and; the course contents are not easy to adapt to the local context.
- The criteria for participant selection are appropriate and were used in practice throughout the programme cycles with a few exceptions.
- The programme succeeded in attracting a balanced group of participants representing policy makers, employers, trade unions and others.
- A wide scope of change projects have been implemented, ranging from policy based initiatives to hands on implementation of training for the unemployed.
- Most change projects have been relevant but in some cases their design has not been realistic given the time frame, budget constraints and institutional context.
- Unlike the training programme itself, there is ample evidence that many change projects are in line with and coordinated with national initiatives. Many of the change projects are also linked to international support efforts.

### **Effectiveness**

- Participants from all countries have found the programme highly useful for the individual development and this has led to new approaches being applied in their work.
- One of the major areas of individual competency development has been on how to design and elaborate projects, based on a theory of change, and with the use of logical frameworks and a Results Based Management (RBM) approach.
- Many but not all the change projects have resulted in changes at organisational and institutional level.
- Some projects have had little institutional or organisational impact – in a number of cases they were not completed.

### **Efficiency**

- The ITP format is perceived both by the participants and the representatives of AF as being highly appropriate for the programme objectives.
- Participants point to a number of weaknesses in the format related to: tailoring, applying new approaches to local context, engagement of the parent institutions and addressing funding gaps in change projects.
- Even when the design of the change project is results orientated, the format of the

course does not seem to allow a rigorous follow up and monitoring

- Sweden's long tradition of working with active labour market policies and concrete actions has served the programme well.
- AF have made good use of the Swedish resources both during formal course teaching and through field trips.
- AF is highly competent in its field and has shown itself capable of bringing together other areas of competence needed.
- AF is a dominating player in the field of employment policy and active labour market policy in Sweden.
- Experience has shown that there are bottlenecks in releasing internal resources for the intensive demands of the training programme and change project mentoring.
- Mentoring of the participants during their development and implementation of change projects has been a weak spot of the earlier programme cycles.
- AF and Sida took steps to improve the mentoring by outsourcing some of the tasks.
- The mentors from SIPU have in general been highly appreciated.

### **Impact**

- Although the programme has not established a monitoring system or theory of change that could realistically attribute or determine the contribution to increased employment, evidence can be assembled which in general points to positive results.
- Although there are signs that the programme has had a positive impact on employment there are also some notable challenges which have lessened the programme's impact.
- Vulnerable groups have been targeted particularly in the later programme cycles, however in most cases it is too early to conclude on the impact.
- In approximately a third of the sample cases the ITP has led to or is likely to lead to sustainable change in terms of setting policies and reforms but the ultimate results will not be known until the policies and reforms have been implemented for a number of years.

### **Sustainability**

- There is also some emerging evidence of change projects leading to sustainable internal change in organisations.
- A systematic weakness in sustaining the results has been lack of continued funding of the activities particularly those involving direct training and skills enhancement.
- Networks have been formed but on an ad-hoc basis.
- The neutral platform offered by the ITP has been conducive to networking across the institutional boundaries that often constrain labour policies in practice.

- Limited regional networking has taken place, usually where further support has been available from other projects.

### 3 CONCLUSIONS

The programme is fully in line with Sida's result strategy for capacity development

Overall conclusions have been drawn across the 15 evaluation questions.

**Conclusion #1** - The programme and its content is not well coordinated with other international or national initiatives.

**Conclusion #2** - The programme has been highly appreciated by participants but is too broad in scope.

**Conclusion #3** - The training is relevant, but not always applicable to the local context.

**Conclusion #4** - Change projects have had mixed success, monitoring is weak. For some of the positive cases there is a potential of replication but this has not been sufficiently promoted (in the design and follow up).

**Conclusion #5** - The procurement of mentor services from SIPU has significantly raised the quality of the mentoring activities but there are weaknesses in the accountability chain.

**Conclusion #6** - National and international networking is a potentially important outcome of the ITP, but has so far not been consistently addressed by AF or Sida.

### 4 RECOMMENDATIONS

#### **Recommendation #1 - Link future ITPs to national and international efforts (both training and change projects)**

- Obtain or make a mapping of current and planned labour market training (national and international) initiatives at country and regional level to inform the training programme design and selection of participants
- Underpin, where possible, the relevant national/international initiatives.
- Ensure that change projects are linked to ongoing and planned reforms.
- Consider if the capacity development budgets of ongoing reform initiatives could be used to co-finance aspects of the ITP such as the change projects.
- Create opportunities to link future ITPs better to decent work and the human rights approach.

#### **Recommendation #2 - Tailor the training course and make it more applicable to the local context**

- Consider to design regional versions of the ITP (e.g. one for East Africa and one

for South East Asia).

- Consider to design specialist versions of the ITP (e.g. market information; implementing active labour market measures (such as training; social dialogue) where other actors in Sweden could be engaged in providing the training.
- Conduct a 2 week general course followed by 2 weeks on specific topics.
- Engage local capacity development agencies (trainers and mentors).
- Develop the course material to provide examples and techniques for transition towards active labour market approaches suited for developing countries.

**Recommendation #3 - Embed the CPs institutionally and improve design, execution and reporting/accountability.**

- Ensure that change projects are linked to ongoing and planned reforms.
- Ensure that the change projects are in current or ongoing organisational work-plans and budgets.
- Consider to formalise a MoU (Memorandum of Understanding) or contractual agreement between the participating institutions and the course organisers.
- Build project development, project management and coaching skills of mentors.

**Recommendation #4 - Clarify the concept of networking and then implement a coherent support process**

- Continue to enrol participants from different institutions involved in active labour market measures (e.g. government, trade unions, employers).
- Build a critical mass in each country by i) regionalisation and enrolling more people from each country ii) enrolling people across different years from the same country.
- Encourage change projects that involve actors from multiple institutions and from those that have a longer term aim, involving participants from different years.
- Support development of information management and research skills as part of networking.

**Recommendation #5 - Strengthen the initial and final phases of the programme**

- Make use of mapping, and other tools to target key institutions and formalise a multi-year partnership to allow joint selection of participants and roll out of potential change projects.
- Develop a systematic reporting by the institutions on change projects and use the findings to adjust the programme content and selection process.
- Strengthen the results based management of the programme and change projects. Ensure that the logical framework approach with the use of indicators is not just used as a planning tool but also as tool for managing the implementation and reporting on results.

**Box 1 Summary of suggestions for improving the change projects**

1. Institutionalise the change projects by ensuring that they are part of an organisation's workplan and budget and/or reform agenda – target not just individual participants but also institutions.
2. Design change projects that are sequential and cumulative i.e. one participant makes a contribution which can then be built on by a participant from a following year.
3. Encourage collective change projects that are done by more than one person so that a higher level of ambition can be aimed at and where relevant participants from different organisations could work on the same change project where the organisations have common in-country or regional goals or the change project is of a generic nature where cross-country experience is beneficial.
4. Link the change project to national level initiatives (above the organisation e.g. public administration reforms, decentralisation) and also to development cooperation so that Sida (and/or other donors) efforts could be complemented by the training and vice-versa.
5. Partner with local or at least regional training organisations to better follow up and help select the right participant/project and help develop the longer term relationships that would be the base for the “institutional contract”.
6. Build in a change agent training and support and design into the project (how to disseminate, who to influence and communicate to, define what message should be given and clearly identify the changes that are being aimed at and subject them to a reality check.
7. Engage in a strategic partnership between the organiser of the course and the organisation that the participant comes from – where possible translate this into a formal contractual arrangement.

# 1 Background

## Purpose and context of the evaluation

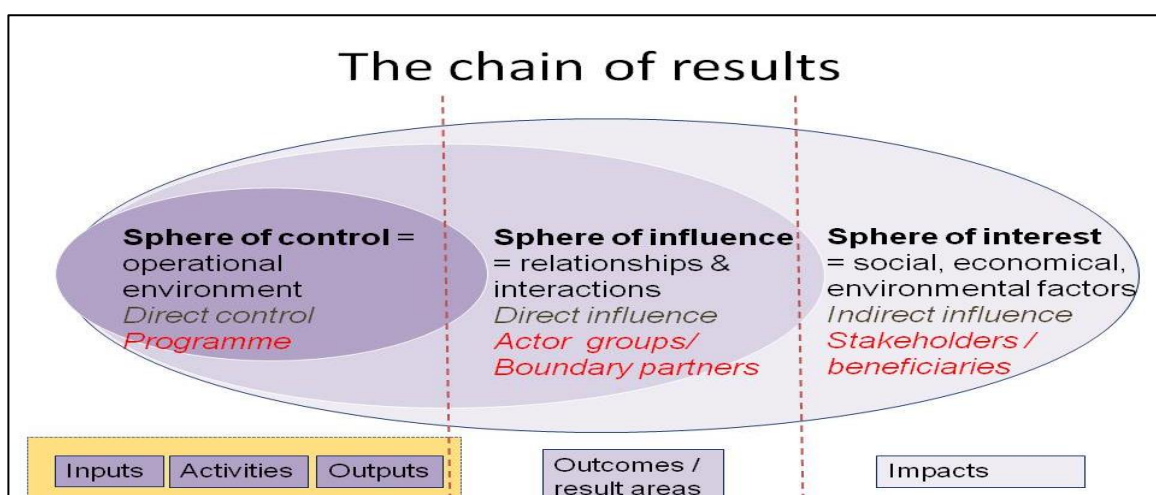
The purpose of the evaluation was to “identify results and lessons learned of the ITP ‘The Role of Labour Market Policies in Poverty Alleviation’. The overarching objectives of the proposed evaluation are

- to identify results (positive/negative and intended/unintended) of the ITP, with a particular focus on tangible effects with regard to individual and organisational capacity building that can directly or indirectly be derived from the programme;
- to identify lessons learned from implementation of an ITP-programme with a view to future programme development;
- to assess the extent to which a rights-based approach and a poor people’s perspective have permeated the programme.

In addition the evaluation aimed to assess to what extent a gender perspective has permeated the programme. The ToR identified some 32 evaluation questions covering: relevance; effectiveness; efficiency, impact and sustainability. Based on discussions during the start-up meeting, these were clustered into 15 main questions with a number of sub-questions or indicators. The scope of the evaluation covers all 5 programme rounds with a focus on the first 4 as these are completed and on the 5<sup>th</sup> programme in terms of obtaining insight into the live process during the results seminar that took place in Tanzania. The contribution to ITP in terms of impact is indirect as shown below where impact lies in the sphere of interest rather than in the sphere of control or influence.

**Figure 1.1 – Chain of results**

Source: Final report ITP261, 2013





The scope of the evaluation covered 5 programme rounds with a focus on: i) the older rounds for change projects to capture more mature results and ii) the latest round where there is a results seminar in Tanzania to capture changes and evolution in the approach. The ITP's overall goal is to:

- *Enhance the national and local awareness of the links between productive employment and sustainable economic development and reduced poverty;*
- *Strengthen knowledge on the national level regarding the implementation of active labour market policies;*
- *Enhance the collaboration between actors in the labour market policy area, both nationally and regionally/internationally.*

### Methodology

A combination of different approaches and methods were used in this evaluation (see Annex E):

- Analysis of the theory of change (ToC) and verification of the evaluation questions
- Portfolio analysis
- Desk study and interviews with Swedish stakeholders
- Country visits and participants interview/results seminars

The analysis of the theory of change re-constructed an intervention logic from inputs to outputs to outcomes to impact. The evaluation questions were placed in the intervention logic (see Annex E) and effectively tested different parts of the implicit theory of change.

The portfolio analysis was largely drawn from the data assembled from the Swedish Employment Service (“Arbetsförmedlingen” in Swedish, in the further text referred to as AF) (Annex E) – it looks at the participant composition, gender and country of origin and the range of different change projects. The portfolio analysis served to provide an overview of the programme as a whole and to guide the sampling methodology for the change projects.

Physical and telephone interviews were held with Sida, AF, Public Employment Services and other stakeholders in Sweden such as SIPU. It was decided at an early stage not to undertake a separate survey.

Three countries were visited; Tanzania, Kenya and Mozambique. Course participants, the leaders and other involved in the institutions that the ITP work with as well as relevant parties involved in labour market policy were interviewed. Some 11 change projects (selected from the 16 change projects examined under the desk study) were examined during the field visits including in-depth interviews with course participants involved in the projects and where possible their supervisors.



The limitations are related to the availability of participants and staff from the institutions that they work in and the difficulty in interviewing the final beneficiaries. The chosen methodological approach (which combines: a review of surveys carried out during the training programme; interviews with participants and their supervisors; and also a more detailed analysis of a series of change projects developed and implemented during the duration of the training programme) helped to triangulate information in order to increase the reliability of the conclusions and the relevance of the recommendations.

## 2 The ITP and labour market policy

### **The ITP model applied**

The ITP model is based on a common set of principles which aim to combine theory with practice, expose participants to the Swedish model and encourage a transfer of know-how as well as cross-fertilisation between people from different development countries. The core of the ITP approach is a period of training in Sweden followed by the implementation of a change project by the participant where support is given by mentors. There are also regional events that bring together participants in same programme cohort mid-way through the change projects as well as alumni events that bring together participants from different years. The participants, through their change project and the training, are encouraged to become change agents in the organisations that they work for, as well as wider society.

### **The labour market policy programme**

Figure 2.1 below illustrates the duration, placement and date of the start-up seminars and the regional seminars of all the ITP carried out in the period from 2009-2015. A set of guiding principles for the content of the programme was defined in the ToR of the tender invitation to the 288 provided by Sida. The main content of the programme is shown in Table 2.1

**Table 2.1 Main content of the programme**

The labour policy programme contains the following 10 modules

1. Introduction – course objectives and labour policy in Sweden
2. Labour market policy in an international perspective
3. Institutional development and strengthening of institutional capacity
4. The role and importance of social dialogue
5. The role and importance of employment service in labour market policy
6. Employment services
7. Labour market information and analysis
8. Active labour market programme
9. Performance management and human resources development
10. Project for change

Overview of the programmes	First round																2nd round											
	2009				2010				2011				2012				2013				2014				2015			
	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4
Programme 1																												
Phase 1 - Planning and participant selection																												
Phase 2 - Seminar in Sweden																												
Phase 3 - change project work																												
Phase 4 - regional seminar - pretoria																												
Phase 5 - follow up and closure																												
Programme 2																												
Phase 1 - Planning and participant selection																												
Phase 2 - Seminar in Sweden																												
Phase 3 - change project work																												
Phase 4 - regional seminar - pretoria																												
Phase 5 - follow up and closure																												
Programme 3																												
Phase 1 - Planning and participant selection																												
Phase 2 - Seminar in Sweden																												
Phase 3 - change project work																												
Phase 4 - regional seminar - pretoria																												
Phase 5 - follow up and closure																												
Programme 4																												
Phase 1 - Planning and participant selection																												
Phase 2 - Seminar in Sweden																												
Phase 3 - change project work																												
Phase 4 - regional seminar - pretoria																												
Phase 5 - follow up and closure																												
Programme 5																												
Phase 1 - Planning and participant selection																												
Phase 2 - Seminar in Sweden																												
Phase 3 - change project work																												
Phase 4 - regional seminar - pretoria																												
Phase 5 - follow up and closure																												

# 3 Findings

The evaluation questions against which findings are drawn are shown in table 3.1. An evaluation matrix (Annex E) identifies the indicators and provides outline responses to the evaluation questions. The sections that follow make use of the evaluation matrix and survey information to provide a judgement on each question.

Table 3.1 Evaluation questions	
Relevance	<ol style="list-style-type: none"> <li>1. To what extent is the programme relevant to Sida's overall policies and regulations and priorities such as poverty reduction and gender equality?</li> <li>2. To what extent has the programme been coordinated with other support? <ul style="list-style-type: none"> <li>• Has the ITP in Tanzania been considered a resource to other projects or programmes funded by Sida in Tanzania in the area of productive or decent employment?</li> <li>• Coordinated with other development agencies, bilateral or multilateral?</li> <li>• Coordinated with national initiatives?</li> </ul> </li> <li>3. Has the programme direction (active labour market policies) been considered relevant to participating institutions, and in line with desired reform initiatives? <ul style="list-style-type: none"> <li>• To what extent is the programme's content and structure relevant for the participants' respective organisations' needs?</li> <li>• Have knowledge and insights gained through the programme been considered applicable?</li> </ul> </li> <li>4. Has the participant selection process led to the most appropriate participants? <ul style="list-style-type: none"> <li>• What criteria have AF used to define the appropriate participants?</li> <li>• How have these criteria been applied?</li> <li>• To what extent have participants' technical, economic and political preconditions matched the assumptions of the programme organiser (AF)?</li> <li>• Have AF's ability to assess participants' preconditions affected programme outcomes?</li> <li>• How (based on what information) have such assessments been made?</li> </ul> </li> <li>5. What is the relevance of the change projects to the programme objectives and the likelihood that change projects lead to long-term results according to the objectives of the programme? <ul style="list-style-type: none"> <li>• How have AF made sure that participants' change projects are relevant for and contribute to the desired results of the programme?</li> <li>• What type of change projects have been conducted over the five programmes?</li> </ul> </li> </ol>
Effectiveness	<ol style="list-style-type: none"> <li>6. What changes has the ITP resulted in on individual level? <ul style="list-style-type: none"> <li>• Have the participants' increased their awareness regarding national labour market challenges?</li> <li>• Have the participants' increased their ability to identify and analyse the role the home institution of the participants can play on the labour market?</li> <li>• Have the participants enhanced their ability to suggest and design labour market policies that support the opportunities of young persons (and/or other prioritised groups) to access education, training or employment?</li> </ul> </li> </ol>

	<p>7. What changes has the ITP resulted in on organisational level?</p> <ul style="list-style-type: none"> <li>• What are the results of the participants “change projects” in the home institutions as well as in terms of policy-making?</li> <li>• Have participants been able to actively work to transform their knowledge into institutional capacity? If so, how?</li> </ul>
Efficiency	<p>8. Has the ITP format for capacity building been efficient? Could the format be altered for better results?</p> <p>9. Does the Swedish competency and experience in this area of expertise meet the needs?</p> <ul style="list-style-type: none"> <li>• Has AF been able to utilise the relevant Swedish competence and resource base?</li> </ul> <p>10. Does AF’s own competency and capacity in this area of expertise meet the needs?</p> <ul style="list-style-type: none"> <li>• What are the lessons learnt with regard to AF’s monitoring and evaluation system, to follow programme implementation, capacity building within key institutions and the possibility of contributing to a ‘critical mass’ of reform agents in an institution?</li> </ul> <p>11. Has AF been able to provide sufficient and relevant mentorship to participants’ in relation to their change projects?</p> <ul style="list-style-type: none"> <li>• What have been the implications of AF’s decision to procure additional mentor support from a consultancy firm?</li> <li>• Have the procured consultant been able to provide relevant support for change projects to reach maximum reform potential?</li> </ul>
Impact	<p>12. Have participating organisations been able to affect conditions for increased employment in a positive direction, and can this change be attributed to the ITP?</p> <p>13. Have the access to education or employment among young employment seekers (and/or other prioritised groups) been improved during the implementation of the ITP?</p>
Sustainability	<p>14. To what extent have change projects or other reform initiatives linked to the ITP led to sustainable change in the organisation or in policy?</p> <ul style="list-style-type: none"> <li>• Has the programme fostered a sense of reform- or change project ownership in participating organisations and countries?</li> <li>• What are the lessons learnt in this regard?</li> </ul> <p>15. Has the programme contributed to network creation and/or improved access to existing networks (national, regional and international)?</p> <ul style="list-style-type: none"> <li>• To what extent have participants’ networking activities influenced changes in their organisation, and on the national or regional level?</li> <li>• Has the programme led to continued/extended relations/contact with Sweden?</li> </ul>

### 3.1 RELEVANCE

**Evaluation Question 1) To what extent is the programme relevant to Sida's overall policies and regulations and priorities such as poverty reduction and gender equality?**

**The programme is relevant for Sweden's priority area of private sector development and contributes indirectly to the global and country strategy priorities of poverty reduction and gender equality as well as the human rights based approach.** The main objective of the programme - support to develop active labour market measures – falls under the Sida priority area “Private Sector Development”. During the period the programme has been implemented, Sida developed new strategies for the main cooperation countries examined in this evaluation (Kenya, Tanzania, Mozambique and Cambodia). Although private sector development and more particularly labour market policies are not explicitly prioritised in most of the new country strategies, the programme does contribute to the wider objectives of the country strategies notably: poverty reduction through the enhancement of income generation through self-employment, entrepreneurship development and skills development, in particular for women and youth. From this perspective the programme is relevant to Sida's priorities both globally and at country level.

**The programme has partly followed the changes in Sida's selection of priority countries but this has negatively influenced the continuity of the programme.** Following changes in the selection of priority countries for Sida support, Namibia, Botswana and South Africa were phased out after the first three programme cycles and replaced in the last two programme cycles by other countries such as Kenya, Tanzania, as well as Cambodia, Lao PDR, and Vietnam. Only Mozambique has remained for all 5 programme cycles. This lack of continuity has made it difficult for the programme to achieve the objectives of the ITP in labour policy which require a long period of sustained support. It is not clear why Lao PDR, and Vietnam were included in the last two cycles when they were already phased out as Sida priority countries.

**Evaluation question 2 ) To what extent has the programme been coordinated with other support?**

**The training programme itself has been largely run independently of national training initiatives or similar support provided by other international organisations.**

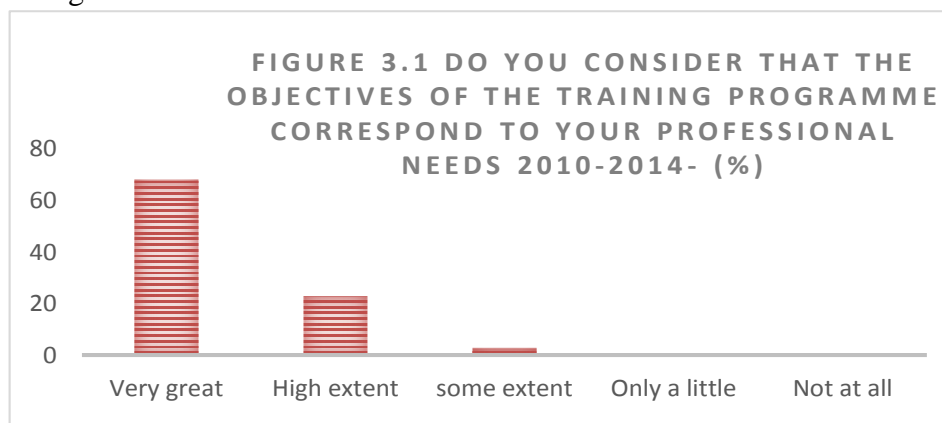
There is comparatively little of coordination of the programme and its training content with Sida with other international support or national initiatives. This is despite the fact that, at the same time and in parallel with the implementation of the ITP, there have been numerous bilateral and multilateral relevant initiatives in the participating countries addressing and developing active labour market measures such as skills development and vocational training, vocational guidance, and development of micro- and small entrepreneurship. Among important donors for this sector can be mentioned GIZ (most countries), SDC (Cambodia), USAID (most countries), EU (mainly the participating African countries), World Bank (most countries, in particular the participating African countries) and ADB (participating African countries). An exception to this finding is Cambodia,

where there is a good coordination between the ongoing bilateral support project funded by Sida and carried out by AF, and the ITP training programme. One of the change projects (establishing of business incubators at the state organisation VETA, CP10) can be said indirectly to support Sida's other initiatives in Tanzania. Apart from where AF had or were planning a bilateral programme, no direct evidence or examples were found, from the countries visited or the reporting examined, of the programme being considered or used as a resource for other Sida programmes. One project in particular in Vietnam benefitted from the participants involvement in a ILO initiative. The ILO initiative on improving market information also benefitted strongly from the change project.

**The individual change projects are in general better coordinated with national and international initiatives than the training programme itself.** A good example of the coordination achieved within the change projects is the project in South Africa on career guidance for cooperatives (CP1) which was fully embedded in wider national reforms and policy implementation initiatives. There was also a close link between the initiatives to promote gender in one of the change projects in Mozambique (Building the Capacity of the Workers of the Ministry of Labour and Social Partners on Gender Integration – CP2) and complementary efforts supported by ILO. Another example is a change project in Vietnam (Improving quality of labour market information to improve social policies – CP9) where the initiative of the change project to improve labour market information was part of a wider ILO programme of support.

**Evaluation question 3) Has the programme direction (active labour market policies) been considered relevant to participating institutions, and in line with desired reform initiatives?**

**In general, the participating institutions and the individual participants have found the programme highly relevant in supporting reforms and improving labour market policies and practices.** This has been underlined both in the conclusion reports of the participants, and during interviews. Reports from follow-up missions made by AF after completed programme cycles also bear witness to the relevance of the programme. The survey of participants conducted by AF (figure 3.1) also confirms the relevance of the programme where over 80% of the participants found the course relevant to a very great or high extent.



**A not untypical statement forwarded to the evaluation team stated:** *“The SIDA ITP was excellent, just the right duration and mix of content and assisted me to grow as a*

person and employee. Some of the most important learning points were:

- *The interaction between labour market policy, labour market programmes and labour market statistics and how these influence the allocation of funds to programmes.*
- *The importance of: social dialogue; information on available opportunities and relationships with employer; the role of Public Employment Services in Government and; the electronic career advice system.”*

**Participating institutions and the individual participants noted two persistent weaknesses: the course is too general with insufficient tailoring and; the course contents are not easy to adapt to the local context.**

The programme is perceived as very broad and covers not only active labour market policies, but also prerequisites for an efficient active labour market policy, for example systems for labour market information and labour market forecasting and systems for a regular social dialogue. As a consequence many participants mentioned during interviews that they lacked a more in-depth study of their specific field. Participants find that 2 weeks of general material during the 4 week training in Sweden is enough and that advantage was not taken of the remaining 2 weeks to provide a tailor-made training where the participants are divided according to their specific needs and interests and get a more in-depth training. Another issue was that although the course material was relevant, the contents presented are not always easily applicable to a local context. This is particularly true for approaches and projects based on the Employment Services and employment offices in the cooperation countries. As an example, one change project carried out in Kenya (Youth Entrepreneurship training – CP14) was in practice impossible to continue on a regular basis, since the employment service is heavily understaffed; here more advice on how to set up procurement systems for active labour market measures with other relevant organisations would have been useful. Generally there was not enough attention on how to adapt the Swedish model or promote a step by step transition or to identify under what circumstances certain policies and practices were realistic to pursue in a local and often much less favourable context than is present in Sweden<sup>1</sup>.

---

<sup>1</sup> This is admittedly not an easy task. The basic problem of the employment services in the participating countries is lack of resources – heavy understaffing and lack of resources for active labour market measures. As a rule of thumb, employment services in EU member countries have a staff of approximately 1 000 persons per 1 000 000 inhabitants (in Sweden the figure is around 11,600, in Germany close to 80 000, etc.). Nevertheless, one suggestion could be to introduce more of the prevailing approaches of results-based management, and discuss different options and “degrees” of outsourcing tasks, currently under the responsibility of the respective employment service. Examples of different approaches from systems where all tasks are carried out by the employment service and other state agencies (e.g. France), through systems where parts of the tasks are contracted out (e.g. Sweden where in particular active labour market measures are procured by the Employment Service) to systems where “as much as possible” is contracted out (e.g. the Netherlands) could be presented and form the basis for a discussions of advantages and disadvantages with the different approaches, and to what extent different approaches are suitable and applicable to the context of the respective participating country.



**Box 3.1 How relevant is the Swedish model for the ITP 288 on the role of labour market policies in poverty alleviation ?**

The Swedish model can and does act as an inspiration and demonstration of highly advanced active labour market policy in practice. But, for a wide range of reasons (including institutional challenges within the civil service, recurrent budget constraints, etc.), the model is not directly applicable for the majority of countries participating in the ITP. Recognising the limitations, the AF, led by experience of their bilateral programmes, has adopted the following 5 point strategy:

1. Explain the Swedish model but recognise that it is not relevant in most cases to copy it
2. Request participating countries to reflect over their challenges and explain how their own systems and models work
3. Develop a process where participating countries identify what parts or elements of the Swedish model or approach might be relevant to transfer or adapt
4. Design a programme of changes or adjustments
5. Pilot the changes, evaluate and where relevant scale up and replicate.

In practice the main aspects of the model which are transferable relate to labour market information and forecasting, but can also be applied to development of information systems, vocational guidance, social dialogue and similar. There is also relevant material that can be learnt from: the dynamic design of vocational guidance that is periodically adjusted to reflect market demands; proactive social dialogue; the development of a holistic policy and; the engagement of multiple actors on the labour market.

The Swedish model is less relevant for directly responding to youth employment which is the greatest challenge facing many developing countries and the one most directly linked to poverty alleviation. The training programme and change projects under the ITP 288 have supported the development of youth employment in Kenya (CP14). And there have also been change projects run by NGOs aimed at supporting youth entrepreneurship (e.g. CP13). Although there were no specific examples examined in the sample evaluated, there are also opportunities for change projects to support vocational guidance systems for youth and to encourage employer organisations to develop apprenticeships. However, apart from the policy aspects the AF by itself does not have a strong comparative advantage for supporting delivery of training, as in Sweden this is mostly outsourced. AF, working with a wider constellation of Swedish actors including NGOs would be in a better position to respond effectively to issues such as youth unemployment.

It can be concluded that, under the approach adopted by AF, the strategy of using the Swedish model as part of the ITP does add value but not in isolation and not without close links to country owned initiatives to improve the labour market. Without attention given to supporting realistic step by step transitions the benefits of exposing the Swedish model are greatly reduced. The model becomes more relevant when examples of gradual improvement, such as has taken place in Tunisia under a AF bilateral programme, are presented. It is also evident that the value of using the Swedish model within an ITP is greatly enhanced where the ITP can be linked to wider initiatives (national programmes, a bilateral AF programme or other support through agencies such as the World Bank or ILO) that address the longer term socio-economic, institutional and political constraints that can cripple the scope for effective active labour market measures and

**Evaluation question 4) Has the participant selection process led to the most appropriate participants?**

**The criteria for participant selection are appropriate and were used in practice throughout the programme cycles with a few exceptions.** From the beginning of the programme, AF used the following criteria for selecting applicants for the training programme:

- Relevant position and work tasks for the programme
- Relevant and well formulated change project
- Support from the participant's respective home organisation for participation in the training and for the change project (payment of air fare and release of the participant)
- Balance between the participating countries, between different actors on the labour market, and between men and women
- Sufficient knowledge of English.

The selected participants have in general been able to fulfil the requirements, and the selection process can therefore be said to have been relevant. Where there were exceptions it was normally related to insufficient attention being paid to the quality of the change project (e.g. Oupokolo Brick making project in Namibia – CP3).

**The programme succeeded in attracting a balanced group of participants representing policy makers, employers, trade unions and others.** The balance between different categories of participants has been consistent with around 17-18 participants from the public sector, and the rest from employer organisations, trade unions, and NGOs. The second programme cycle is an exception: for this programme cycle half of the participants (13 persons) represented trade unions. On several occasions, institutions, particularly public institutions, have provided participants to more than one programme cycle. This has had a generally positive effect as participants have been able to support each other in particular during the implementation of the elaborated change projects. In Kenya the balance in the category of participants enabled a change project on youth training based at the employment centre of the Ministry Labour, Social Security and Service to benefit and make use of the efforts in youth training arising from another change project based at a NGO (Africa Youth Trust – CP13). In Mozambique, a change project of the Ministry of Planning and Development (Tackling the Youth Employment Challenge – CP11) is based on a change project of a previous participant from the same Ministry.

**Evaluation question 5) What is the relevance of the change projects to the programme objectives and the likelihood that change projects lead to long-term results according to the objectives of the programme?**

**A wide scope of change projects have been implemented, ranging from policy based initiatives to hands-on implementation of training for the unemployed.** Table 3.1 below outlines the different types of projects during the 4 first programme cycles. In total

there are some 70 change projects represented in the table (all the ones with final reports). The projects are for the most part in areas that contribute strongly to the aims of the programme which are to promote active labour management policies and practices.

As can be seen from the table, the topics selected for change projects vary somewhat depending on country. The change projects in Asia are mainly information related. One interpretation of this fact is that there seems to be a need to get a better picture of the supply and demand on the labour markets as a platform for the introduction of adequate active labour market measures.

The second most frequent category of projects “policy and strategy development” is only represented in 3 countries: Kenya, Mozambique and South Africa. One reason for this might be that these countries are in the process of reforming their employment policies. Another reason might also be the selection of participants in these countries.

When it comes to change projects dedicated to active labour market measures, almost half of the projects addressing entrepreneurship development can be found in Kenya. It should be noted that these projects also include components of skills development/ vocational training, although the main aim is to give unemployed the opportunity to establish their own business. The change projects studied more in detail (CP4, CP13, CP14) all show satisfying or even good results.

The number of change projects addressing “institutional capacity building” is relatively low and are projects directly addressing decent work<sup>2</sup>. It is true that some of the change projects under “policy and strategy development” border on institutional capacity building, but considering that one of the objectives of the ITP is to strengthen the institutions and organisations of the participants, the number of change projects actually addressing this is nevertheless not significant. Institutional capacity building could also be addressed and in some cases might be better addressed or achieved through other means, outside the CPs, through the participant’s engagement within the home institution.

---

<sup>2</sup> The very low number of change projects dedicated to “Decent work” is even more striking when considering that both the training programme as such and several of the change projects have entered into contact with the ILO in the participating countries. Ever since the launching of the Decent Work Agenda in 1999, Decent Work has been one of the key areas for ILO. In our discussions with AF, the plans of inviting the Swedish organization for international development cooperation for trade unions “Union to Union” has been mentioned. This will hopefully increase the focus on decent work in the training programme and among the change projects.

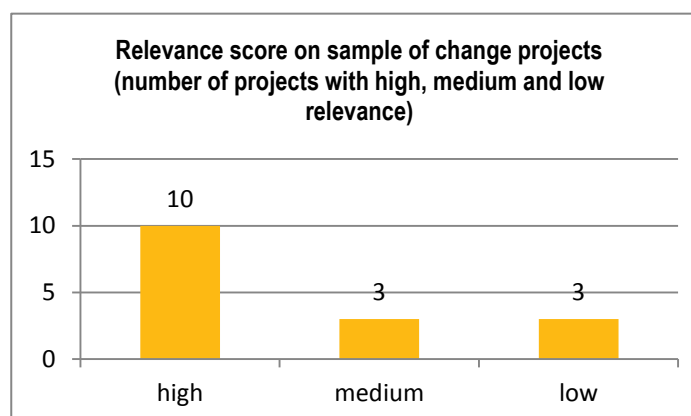
OVERVIEW OF CHANGE PROJECTS; COUNTRIES AND TYPE OF PROJECT	Botswana	Cambodia	Kenya	Lao PDR	Mozambique	Namibia	South Africa	Tanzania	Vietnam	Total	Total
Data improvement and matching		2	3	2		1	1	1	3	13	19%
Institutional capacity building	2				1	1	1	1		6	9%
Policy and strategy development			3		4		3			10	14%
Stakeholder relation/social dialogue	1	1			2	1		2		7	10%
Active labour market measures											0%
Entrepreneurship development		1	4			2		2		9	13%
Skills development/vocational training		2	2			1	2	2		9	13%
Career counseling		2				1	1	1		5	7%
Vulnerable groups (destitutes)	2									2	3%
Other ALMM	1					1	1	1		4	6%
Decent work/working conditions							1			1	1%
Others	2						2			4	6%
<b>Total</b>	<b>8</b>	<b>8</b>	<b>12</b>	<b>2</b>	<b>7</b>	<b>8</b>	<b>12</b>	<b>10</b>	<b>3</b>	<b>70</b>	<b>100%</b>

Table 3.1 Overview of change project types

**Most change projects have been relevant but in some cases their design has not been realistic given the time frame, budget constraints and institutional context.** As shown in figure 3.2 the majority of change projects examined were highly relevant and well designed. In some cases as documented in Annex B2<sup>3</sup>, the change project was not highly strategic e.g. only focussing

on the human resources practice of a single organisation without providing a demonstration impact. In other cases the time frame, budget and institutional context was not considered and led to projects that were too ambitious, scattered in their aims and unrealistic.

Figure 3.2 Relevance of sample of change projects



Source: Author analysis: Annex B2

<sup>3</sup> The methodology based on expert opinion is shown in annex B2

An example here is the “Democratic workers' participation and employment standards in the role of poverty alleviation” project in Tanzania (CP 6) where too many issues were being considered including social dialogue, wages, work relations and social service. The projects that were not well designed were often those that involved single organisations - often NGOs actively engaged in providing skills to youth and others in entrepreneurship. Many of these projects were potentially very relevant but the design often missed a wider demonstration effect or a solid embedding in the longer operations of the organisation itself. In many cases, their design had the potential to be replicated but this aspect is not addressed in the project descriptions.

**Unlike the training programme itself, there is ample evidence that many change projects are in line with and coordinated with national initiatives.** Thus, there are examples both from Kenya and Mozambique of change projects, which have supported and contributed to new national strategies for ALMP-related fields. A specific example here is the change project on youth in Kenya (Youth in Action, implemented through UPEO consulting – CP4) which is closely linked to the Ministry of labour, the Ministry of Devolvement and a World Bank supported training project. Another example is the development of entrepreneurship incubators at selected training institution of the state vocational training association VETA (CP 7).

**Many of the change projects are also linked to international support efforts.** A driving force for linking the change projects to international support has often been the need to find funding for the implementation of the project. This is particularly true for change projects carried out by participants from non-public institutions. Examples of such coordination can be found between change projects and the activities of international NGOs, donors and of ILO. A change project (Building capacity for the workers of the Ministry of Labour and Social Partners on Gender Integration – CP 2) in Mozambique was coordinated with an ILO programme of training on decent work and the setting up of gender units.

## 3.2 EFFECTIVENESS

Evaluation question 6) What changes has the ITP resulted in at an individual level?

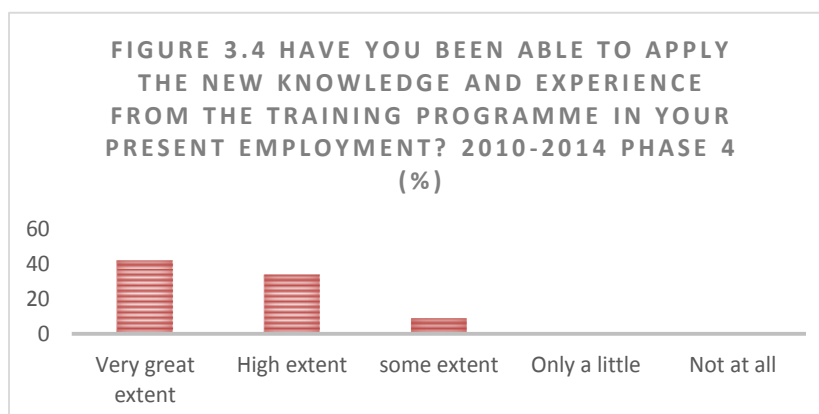
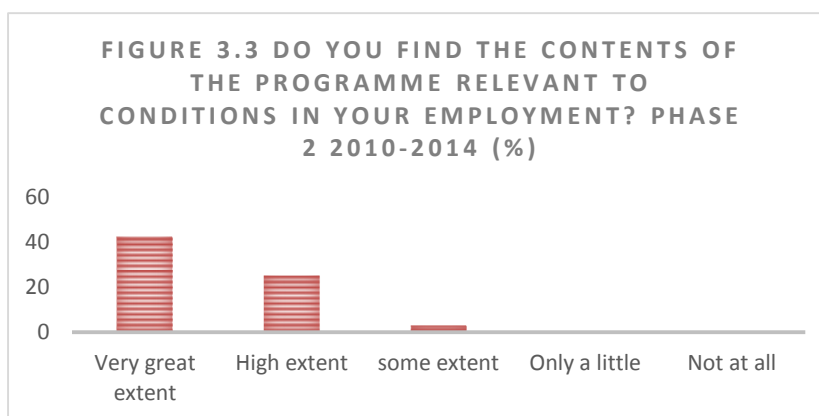
**Participants from all countries have found the programme highly useful for the individual development and this has led to new approaches being applied in their work.** Among others it has meant that:

- Participants have gained an increased understanding of the importance of well-developed labour market information systems. The following quote from the final report from the participant, working with the change project “Improving quality of labour market information to improve social policies” (CP 9) can serve as example: “I gained valuable knowledge, skills and information from successful experience of Sweden as well as from the colleagues from other countries on labour market in general and labour market information in particular. In fact, I can apply the acquired

knowledge and experiences for my work to offer my Ministry recommendations on labour market information in achieving sustainable employment”.

- Participants have gained an increased understanding of the importance of active labour market measures. A participant from the Tanzania Employment Service Authority mentions in his final report: “The training has provided me with approaches and steps to follow in initiating and formulating labour market interventions like job search skills training to make jobseekers be competitive in accessing and increasing employability since most job seekers are the young people (youth)”.
- Participants have gained an increased understanding of the importance of coordination and cooperation between different stakeholders within the country to achieve common goals. This is in particular noticeable when it comes to social dialogue. One participant from Kenya mentions in his final report: “Unlike Kenya where unions are sector- and industry-based, in Sweden, unions are career-based, namely: white collar, blue collar, academics and managers. There are as many trade unions as there are industries in Kenya unlike in Sweden. This partly explains why trade unions in Sweden are stronger in Sweden than in Kenya. Furthermore, I learnt that employers, workers and their associations subscribe to certain unwritten values such as mutual respect, taking care of long-term relationships, respect of adversaries’ interests, sticking to facts and playing by the rule of law.”

In some cases, participants have been promoted within their respective organisation after the training. Whether this is a direct effect of the training is difficult to say, but it seems plausible that the participation in the training programme at least has been a contributing factor to such promotions. Participant surveys carried out by AF (Figures 3.3 and 3.4) indicate that the participants found the course useful and that they have to a considerable extent been able to apply it to their employment.



**One of the major areas of individual**

**competency development has been on how to design and elaborate projects**, based on a theory of change, and with the use of logical frameworks and a RBM approach. During the implementation of the change projects, the individual participants have received hands-on experience of project management which have enabled many of them to prepare projects and (to a lesser extent report) using a logical framework approach. These new skills will increase the effectiveness and cost-efficiency of projects in the future. However the lack of reporting and use of the logical framework approach during project implementation is problematic as it appears that in many cases it was an artificial planning exercise. To go beyond planning to use a systematic approach to implementation and reporting appears to require greater follow effort than expected or made available.

#### **Evaluation question 7) What changes has the ITP resulted in on organisational level?**

**Many but not all the change projects have resulted in changes at organisational and institutional level.** Examples include:

- In Mozambique a change project, mentioned earlier, on increased gender awareness among the staff of the Ministry of Labour led to the creation of a gender unit and gender focal points in each province (CP2). Subsequently the ministry was re-organised but it seems likely that the function of gender mainstreaming will continue. One concrete organisational change is that the Ministry and provinces funded staff positions for gender mainstreaming functions and covered necessary travel costs. Other projects in Mozambique have been in line with organisational changes already started, and have therefore underpinned these changes, like the work with introducing a social dialogue for public employees through the Ministry of Public Administration and Public Service (CP10).
- In Kenya, the project on National Framework for Youth Employment under the Ministry of Labour, Social Security and Services (CP12) led to a framework strategy for youth that was approved by the Ministry in June 2015, some 2 years after the project was started. Approval of the strategy is a first necessary step (but not sufficient in itself) in a longer term institutional change to create improved enabling conditions for employment of youth. This project is typical of the aims of many of active labour management practices which require a substantial period of continuous and consistent effort before employment outcomes and long term change are created.
- In Tanzania a new approach for entrepreneurship training and support will be introduced in the vocational training system of VETA as a result of a change project (CP7).
- In Vietnam the change project on labour information (CP9) which was also supported by ILO has received high level attention. The approach proposed was not immediately adopted but it did raise the issue of data quality and the need for transparent sharing of information in a national context where this was weak.
- In South Africa a change project (CP1) helped in the launch of a career guidance and matching for cooperatives; in the pilot phase more than 230 people received advice. The project was fully embedded in the Department of Labour and Department of Industry work plans and contributed substantially to the new employment services bill. Although the concept of supporting employment through cooperatives did not take off



as planned, the project had an institutional spin-off benefit in that it eventually formed the basis for a career guidance programme for small businesses.

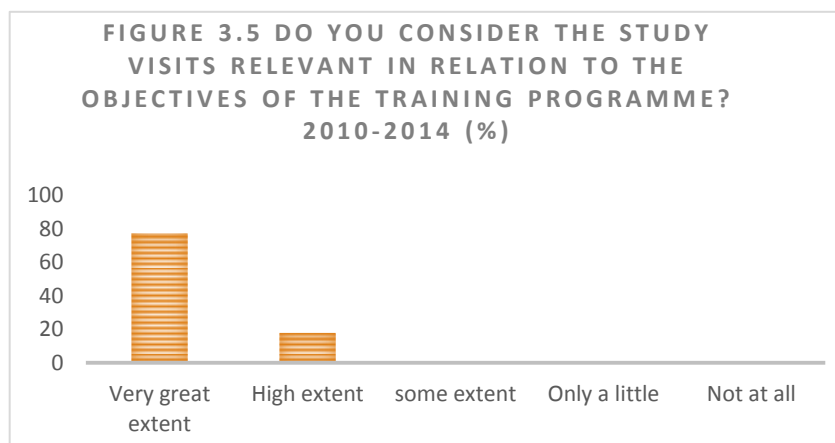
Many of the change projects have not addressed the organisations directly, but focussed on national policies or concrete target groups among the unemployed. Such change projects have however also a potential to induce indirect organizational changes. For example, through training, participating NGOs have developed capacity that increases the quality of their project proposals, implementation of projects and funding raising prospects.

**Some projects have had little institutional or organisational impact – in a number of cases they were not completed.** Projects such as the Oupokolo brick making project in Namibia (CP3) or the job preparation for university students in Cambodia (CP15) were flawed in design and were not adjusted during implementation. In some cases the major work done under the change project was to develop a logical framework and little was done during the actual implementation phase.

### 3.3 EFFICIENCY

**Evaluation question 8) Has the ITP format for capacity building been efficient? Could the format be altered for better results?**

**The ITP format is perceived both by the participants and the representatives of AF**



**as being highly appropriate for the programme objectives.** In final reports and during interviews participants underlined the combination of theory and practice, and the field missions and study visits during the

training session in Sweden as very useful (see figure 3.5). Participants also note that the diverse composition of the participants has led to the creation of national and regional networks across institutional boundaries.

**Participants point to a number of weaknesses in the format related to: tailoring, applying new approaches to local context, engagement of the parent institutions and addressing funding gaps in change projects.** The weakness in tailoring and applying new approaches to local context are outlined under evaluation question 3. In addition to these it was also noted by participants that the programme format did not engage strongly enough with the managers in the parent institutions. In many cases the managers of the



institutions from which the participants are selected did not have a full understanding of the objectives of the training programme, and were not willing to commit their organisation to fully support the participants during the elaboration and implementation of the change projects. A test of the credibility and realism of the stated support from the institutions was not made – it seems it was accepted at face value and on the basis that the participants would be released for the course and in some cases the airfares would be paid for. As a result, change projects were developed that were not realistic as they required funding from the parent institution that was not available. In one case, a mentor was able to put two change projects in contact which overcame some of the funding constraints (the Youth Entrepreneurship training under the Ministry of labour, Social Security and Services (CP14) and the Youth Employment Initiative under the Africa Youth Trust (CP13)). But in general the format has not been rigid enough to exclude unrealistic projects or inventive enough to find solutions when budget constraints arose. There appears to be an underlying assumption by many participants that, even if it is not promised at the start, the programme will provide or find funding for the change project. It should be noted that many of these points on further improvement of the programme are not specific to the labour management programme but relate to the overall ITP concept and format (e.g. as noted in a recent evaluation on the Climate Change Mitigation and Adaptation ITP).

**Even when the design of the change project is results orientated the format of the course does not seem to allow a rigorous follow up and monitoring.** The accountability chain is not strong and seems overly dependent on the participants themselves, which suggests that a number of the change projects are individual efforts and not institutionalised. There are exceptions such as the project on tackling Youth Employment Challenges in Mozambique (CP 11). Many of the projects have impressive logical frameworks with indicators. But in practice very few of the change projects report on the indicators or provide information on results. An example is the Youth Employment Initiative in Kenya (CP 13) which has a strong and results orientated design but a very weak report.

**Evaluation question 9) Does the Swedish competency and experience in this area of expertise meet the needs?**

**Sweden's long tradition of working with active labour market policies and concrete actions has served the programme well.** Sweden's success in its active labour market policies gives the programme a high credibility among participants and the institutions that they come from. Swedish competency and experience demonstrates the value of considering an active labour market policy as an integrated part of the overall economic policy of the country. This is in contrast to many of the participating countries where employment policy is rather seen as a part of the social policy, which is manifested in the

names of the corresponding ministries: “Ministry of Labour and Social Protection” and similar. The problem is that when employment policy is seen as a part of the social policy it tends to become reactive: measures are undertaken when a situation like increased unemployment already has occurred, whereas an employment policy seen as a part of the economic policy tends to become more proactive<sup>4</sup>. Another important reason why the Swedish experience can be valuable to the participating countries is the well-developed social dialogue; the Swedish long history of peaceful solving labour market-related issues through well-established relations between the social partners provides inspiration for the participating countries. A weakness, as mentioned earlier under these findings, is that there is insufficient attention given to adapting the Swedish experience to the local context. Participants are impressed by the Swedish experience but are not equipped with a realistic pathway to implementing or adapting the approach (or parts of it) to the local context.

**AF have made good use of the Swedish resources both during formal course teaching and through field trips.** Around the commencement of the programme AF on behalf of Sida made an explicit mapping of existing and relevant public and private organisations and resources (which potentially could be useful for employment-related development cooperation projects in general). This mapping gave the basis for engaging a range of relevant actors and it is planned that for future ITPs a number of such key actors will be given the opportunity to take part through lectures and study visits in the programme.

#### Evaluation question 10) Does AF's own competency and capacity in this area of expertise meet the needs?

**AF is highly competent in its field and has shown itself capable of bringing together other areas of competence needed.** AF is a dominating player in the field of employment policy and active labour market policy in Sweden and possess a unique experience in areas such as labour market forecasting and labour market information, organisation and running of public employment offices, etc. AF has been working with international development cooperation assignments funded by Sida and other external sources for 25 years, and has therefore gained a lot of experience on how to design, elaborate and carry out international development cooperation projects.

As a rule, AF itself does not carry out concrete active labour market measures such as labour market training/skills development, entrepreneurship development, etc.; such services are procured from other public and private organisations. Similarly, when it comes to areas such as social dialogue, AF is of course not the only existing player: here em-

---

<sup>4</sup> Erixon, L., red (2003): Den svenska modellens ekonomiska politik. Rehn-Meidnermodellens bakgrund, tillämpning och relevans i det 21:a århundradet. Atlas akademi. [ISBN 91-7389-125-8](https://www.atlasakademi.se/bok/91-7389-125-8)

ployer associations and trade unions play the main role. This has also been reflected in the training schedules of the programme where these other players are involved. Thus, even though it is not in the remit of AF to cover all needs of the training programme, AF acts in the programme – just as it does in the Swedish employment policy – as a hub, which can bring the key players together in order to cover all needs of the programme.

**Experience has shown that there are bottlenecks in releasing internal resources for the intensive demands of the training programme and change project mentoring.** In general, AF has sufficient internal resources and expertise for being able to fully meet the needs of the ITP. However, for complementarity, expertise and experience from other relevant organisations has also been utilised. For the ITP, a clear example of this is the case of mentoring (see below evaluation question 11).

**Evaluation question 11) Has AF been able to provide sufficient and relevant mentorship to participants' in relation to their change projects?**

**Mentoring of the participants during their development and implementation of change projects has been a weak spot of the earlier programme cycles.** This has also been recognised in the progress reports submitted to Sida annually by AF. During the first three programme cycles, AF provided mentors from within the organisation. Given the heavy ordinary workload of these mentors it turned out that they had very limited time to spend on the mentoring exercise, something which also was reflected in the evaluation of the training programme made by the participants. In general the mentors support two aspects of the development and implementation of the change projects:

- The contents of the project, ensuring that the project is relevant to the local context, organisation and/or the existing and planned national policies
- The design and format of the project, ensuring that the project constitutes a logic entity, is based on a theory of change, is result-based and realistic.

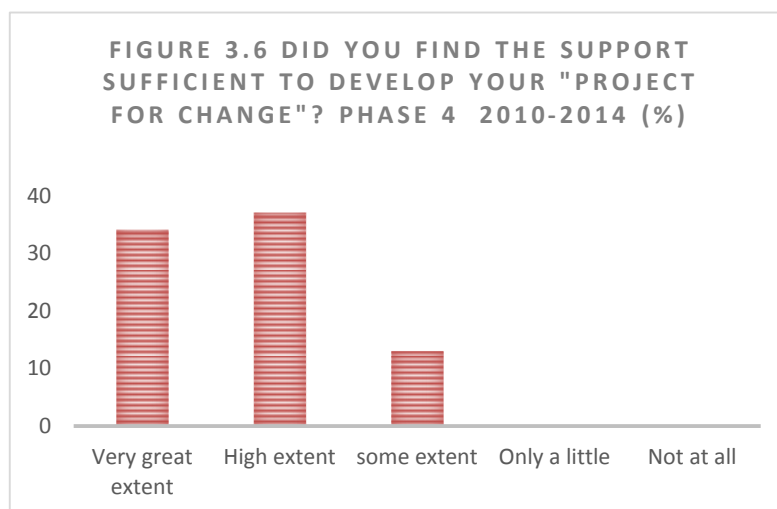
The quality of the projects varies and it should be noted that in many respects this is more the responsibility of the participant than the mentor.

**AF and Sida took steps to improve the mentoring by outsourcing some of the tasks.**

In connection with the renewed contract between Sida and AF for programme cycle 4 and 5 it was also decided to procure the mentoring part of the programme from SIPU, which already since the beginning of the programme has been taking care of much of the administration around the programme. SIPU has long experience of implementing ITP, and was therefore able to mobilise a number of suitable mentors.

**The mentors from SIPU have in general been highly appreciated.** The support has in particular been very useful for ensuring that the design and format of the projects are logical and the later project designs are notably better than the earlier ones. Content-wise there are, not surprisingly, some question marks, since the mentors provided by SIPU are not experts on active labour market policies. In general, however, interviews and evaluations made by the participants clearly show that there has been a significant improvement

of the mentoring with the procurement of SIPU mentors. There are some mentors that have been highly proactive and whose dedication and competence have been repeatedly praised by participants and recognised as being responsible for building capacity that led to a significant improvement in the quality of the design and implementation of the change project. The change projects on Youth Entrepreneurship Training (CP14) and Tackling the Youth Employment Challenges in Mozambique (CP11) were particularly noted. The participant surveys done at phase 4 (after the regional session) show, over the 4 year period, a high but not uniformly high degree of satisfaction with mentors; with some 15% recording only being satisfied “to some extent”.



### 3.4 IMPACT

The two evaluation questions under impact have been considered together as the evidence for both are related.

**Evaluation question 12) Have participating organisations been able to affect conditions for increased employment in a positive direction, and can this change be attributed to the ITP?**

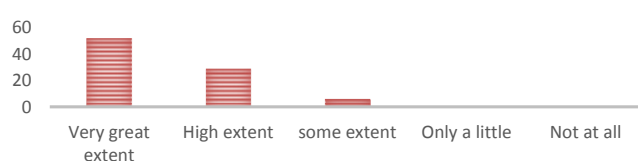
**Evaluation question 13) Have the access to education or employment among young employment seekers (and/or other prioritised groups) been improved during the implementation of the ITP?**

**Although the programme has not established a monitoring system or theory of change that could realistically attribute or determine the contribution to increased employment, evidence can be assembled which points in a positive direction.** In the absence of a results based monitoring systems, an ex-post re-constructed theory of change (Annex E) has been used. The theory of change provides an intervention logic that indicates a generic set of outputs and outcomes which if achieved should, given that a number of assumptions hold true, contribute to the desired impact of increased employment. At the output level:

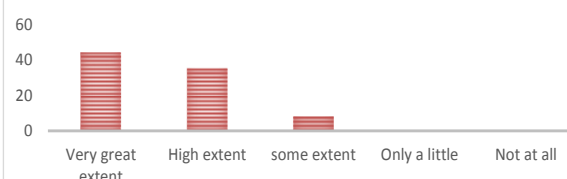
- Participants have acquired knowledge relevant to their work
- Participants have increased confidence in their capacities
- Participants have implemented relevant change projects
- Participants are linked as a network through relevant structure and/or communication tools.

Although a monitoring system with a baseline is not set at participant or organisation or country level, it is reasonable based on the evidence available to conclude that the outputs above have been reached to a varying extent by the majority (but not all) the participants. The main evidence for this finding is; i) the content of the course held in Sweden; ii) the feedback from the course organisers and mentors; iii) the questionnaires conducted during the training programme (see figure 3.7 to 3.11) and iv) the interviews conducted in the field.

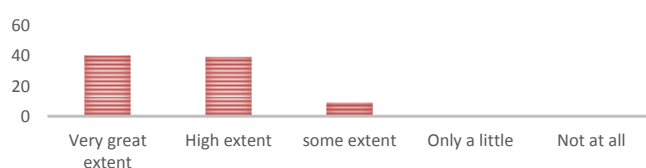
**FIGURE 3.7 TO INCREASE PARTICIPANTS GENERAL UNDERSTANDING OF THE ROLE OF ACTIVE LABOUR MARKET POLICY IN PROMOTING SOCIAL AND ECONOMIC DEVELOPMENT IN INTERACTION WITH OTHER POLICY AREAS 2010- 2014 (%)**



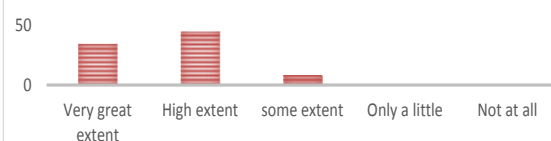
**FIGURE 3.8 TO INCREASE PARTICIPANTS KNOWLEDGE OF VARIOUS LABOUR MARKET POLICY TOOLS AND THEIR EFFECTS AND PRACTICES INTERNATIONALLY AND IN THE PARTICIPANTS' HOME COUNTRIES 2010-2014 (%)**



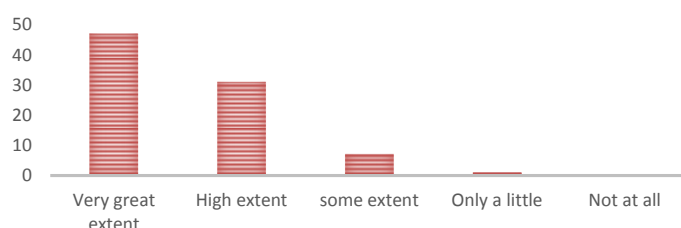
**FIGURE 3.9 TO INCREASE PARTICIPANTS ABILITY TO IDENTIFY AND ANALYSE CHALLENGES AND PROBLEMS IN THE LABOUR MARKET SECTOR IN THEIR HOME COUNTRIES, AND TO SUGGEST CORRECTIVE MEASURES 2010-2014 (%)**



**FIGURE 3-10 TO INCREASE PARTICIPANTS ABILITY TO INITIATE, ORGANISE AND IMPLEMENT SUSTAINABLE PROJECT BASED DEVELOPMENT PROCESSES, BASED ON INTERNATIONAL AND REGIONAL EXPERIENCES ACQUIRED FROM THE ...**



**FIGURE 3.11 NETWORK FOR EXCHANGING EXPERIENCES AND SUPPORT BETWEEN COLLEAGUES AT HOME AS WELL AS WITH THE OTHER PARTICIPATING COUNTRIES IN THE REGION 2010-2014 (%)**



Assuming that the outputs have been reached then at the outcome level the expectation is that: Participants are putting into practice the knowledge acquired during the training programme through their change projects and/or through their normal activities in the organisation where they are employed. In support of this there should be evidence of:

- Greater awareness of link between productive employment and sound economic development and poverty
- Knowledge increased on active labour policies
- Collaboration between relevant actors increased
- Active labour policies devised, approved and implemented
- Demonstration of active labour initiatives that can be scaled up and replicated.

The contention of the intervention logic and theory of change is that if these outcomes are attained then it would be reasonable to conclude that a meaningful contribution to the conditions affecting employment has been made and that the access to education and employment for vulnerable groups has improved. A summary of the evidence available against these outcomes is shown in the table below. The overall finding is that there are reasonable grounds for concluding that a positive contribution has been made although this cannot be verified or quantified.

Table 3.2 Evidence of attainment of outcomes	
Outcome	Evidence
Greater awareness of link between productive employment and sound economic development and poverty	The questionnaire responses and the interviews undertaken of participants and their organisations confirm the findings that there is considerable awareness of the link. It is difficult to know how much prior awareness there was but it is reasonable to conclude that through the course the awareness has significantly increased and deepened. Of particular importance is the appreciation of the potential of active labour policies to positively influence productive employment, economic development and poverty reduction.
Knowledge increased on active labour policies	
Collaboration between relevant actors increased	The participants' final assessment reports and the interviews undertaken show that collaboration within countries (notably in Kenya, Tanzania and Mozambique) and in some cases also between countries (for example information exchange between the employment Services in Kenya and Tanzania) has increased. There is also evidence from the change projects in Mozambique related to social dialogue (for example CP10) that show increased collaboration among the parties on the labour market.
Active labour policies devised, approved	A number of change projects have led to active labour policies that have been developed and approved. Change projects, which have been developed in the form of strategies, have on some occasions had an impact on new legislation and bills. The clearest example comes from Kenya, where Mr Caleb Okelo from the Ministry of Labour through his participation in the ITP managed to influence the New Employment Bill, which was approved by the Parliament last week of June 2015. The contribution of Mr Okolo concerned possibilities for tax exemption and wage support to employers when hiring new staff from certain vulnerable groups.

Table 3.2 Evidence of attainment of outcomes	
Outcome	Evidence
Active labour policies implemented	<p>There have been a number of change projects, which are clearly in line with the overall national policy, and which are embedded in existing (public) structures which increases the possibilities of long-term funding and replicability. A good example of this is the business incubators currently being established on three of the 27 existing training institutions of the state training organisation VETA in Tanzania (CP7) . The project has secured internal funding of more than 100, 000 USD, and has a good chance to become sustainable and be replicated to other training institutions in this system. Another example is the change project in South Africa which contributed to rolling out a career guidance service for small businesses in support of national policies.</p>
Demonstration of active labour initiatives that can be scaled up and replicated	<p>In some cases the change projects have gone beyond knowledge of active labour policies and involved the participants in applying active labour policies. Successful hands-on change projects addressing a specific labour market measure have a potential to positively influence the employment situation if they are picked up and replicated. An example of this is the training in Kenya through the NGO “Youth in Action” (CP4) of 30 unemployed young persons in technical skills (making of fuel bricks from solid waste) and on how to open your own business. The training took place in 2012; 85% of the participants opened up their own business, and a majority of these businesses still exist today. Since this particular project also falls under “green economy” a replication in Kenya and other countries could be of high interest.</p> <p>It is mainly under this outcome that evidence can be seen on an increased awareness of gender-related issues. A number of change projects, in particular change projects addressing entrepreneurship development, has addressed women and has included creation of networks to support women entrepreneurs. Besides the “Youth in Action” example above, which addressed female unemployed, another example from Kenya can be mentioned: Going Green for Health, Wealth and Employment: Feasibility study of how women living in informal sectors of Kabete can improve their lives.</p>

**Although there are positive signs there are also some notable challenges which have lessened the programme’s impact on employment.** A positive impact on employment through active labour policies requires a concerted effort over many years and it often takes a long time before results are visible. Change projects are more likely to contribute if they are designed to be highly catalytic and/ or designed to contribute to wider processes. Whereas a small majority of the change projects examined were strategic in their relevance (10 out of 16 that were assessed for this purpose were found strategic in design (figure 3.1)) there were also a number of change projects that were well-designed but not implemented according to design. The final conclusion based on the sample taken is that less than half and perhaps only a third of change projects were of a nature where they were likely to contribute meaningfully to employment. Whilst this might seem low it is



not insignificant because it is not easy to develop and implement active labour policies in developing countries. The major points of weaknesses relate to:

- Project designs that were not strategic or catalytic or did not have a clear demonstration value or pathway for scaling up and replication e.g. The brick making project in Namibia (CP3) or the human resources development in the Unit Trust of Tanzania (CP5)
- Poor implementation of the projects that were not realistic e.g. the industrial relations project in Tanzania (CP6)
- Projects where the participants were not strongly accountable to their organisations for results e.g. the national employment agency change project (CP15) in Cambodia.
- Projects that were too isolated to have a realistic chance of impact and which did not benefit from a cumulative effect of support from wider processes or collaboration with other change projects. e.g. the project to support youth employment through the Youth Development Trust (CP8).

At an overall level, the repeated change of participating countries has not been helpful as it weakens the long-term sustainability and means that cumulative effects of building up a threshold of participants and change projects are not realised.

**Vulnerable groups have been targeted particularly in the later programme cycles, however in most cases it is too early to conclude on the impact.** A number of change projects have specifically been addressing the situation of women and youth on the labour market, in most cases by supporting self-employment and entrepreneurship. The majority of these projects are still under implementation and are therefore also difficult to assess from an impact point of view. There are also other examples of change projects which have been directed to other vulnerable groups like physically disabled (Kenya), and people affected by HIV (Namibia). There is however no evidence that these projects have been successfully completed.

A relatively well-documented exception at a small scale is the youth in action project (CP4) where some 20-25 youth entrepreneurs are reported to still be in business after 6 months.

### 3.4 SUSTAINABILITY

**Evaluation question 14) To what extent have change projects or other reform initiatives linked to the ITP led to sustainable change in the organisation or in policy?**

**In approximately a third of the sample cases the ITP has led to or is likely to lead to sustainable change in terms of setting policies and reforms but the ultimate results will not be known until the policies and reforms have been implemented for a number of years.** A selection of the change projects and actions by participants and their organisations that show good prospects of sustainability have been mentioned in earlier analysis and are listed below:



- Kenya, Youth Entrepreneurship training (CP14) where the ITP has contributed to a new employment bill which has good prospects of being sustained if implemented
- Tanzania, Establishment of incubation centres (CP7) where the centre intends to apply a levy to ensure continued funding of the incubation activities
- South Africa, Career guidance for cooperatives (CP1) where systems, brochures and materials have been used to provide systematic career guidance to small businesses
- Vietnam, labour market information (CP9) where the new data and information sources will continue to provide better information on the labour market and allow adjustment in national strategies.
- Mozambique, tackling youth employment challenges (CP11) where the ITP supported research paper contributed to the National Youth Employment Policy.

It could be assumed that the policies and reforms, to which the change projects and the participants have contributed, will be implemented and work as intended in practice.

**There is also some evidence, albeit less, of change projects leading to sustainable internal change in organisations.** In Mozambique a change project on increased gender awareness among the staff of the Ministry of Labour (CP2) led to the creation of a gender unit and gender focal points in each province – later restructuring means that these functions have been re-organised but they are still expected to continue. Another example is the Unit Trust in Tanzania (CP 5) where the human resources systems and procedures of the organisation were completely overhauled and where 3 of the 5 new policies have been approved at board level including staff performance management and schemes of service.

**A systematic weakness in sustaining the results has been lack of continued funding of the activities particularly those involving direct training and skills enhancement.** Although many of the skills developed will remain and be sustained by the youth, entrepreneurs and others that have benefitted - there is often not much visible prospect of the projects continuing and being replicated or scaled up.

#### **Evaluation question 15) Has the programme contributed to network creation and/or improved access to existing networks (national, regional and international)?**

**Networks have been formed but on an ad-hoc basis.** From interviews undertaken and from observations made during the field mission, in particular during the results seminar in Tanzania in May 2015, it is evident that the programme has contributed to network creation. This has seemingly not been done in an organised way, but simply by the fact that representatives from different organisations have been given a chance to meet and start networking during the course of the programme. So far, networking at a national level is dependent on individual initiatives. Meetings with representatives from the Swedish Embassies to Kenya, Mozambique and Tanzania confirmed that no active measures are being undertaken from the embassies to support or foster national networks of participants of the ITP. As an example of how networking has taken place, the participant implementing the change project on “Youth Employment Initiatives (CP13) states in his final report: “Meeting with the participants from both Kenya and other countries was very refreshing and useful. I learned a lot of things that helped shape not only my Project for

Change but also my personal dispositions on youth economic empowerment. I picked more from my Kenyan colleagues with whom we exchanged useful contacts and even formed a network comprising of the programme's alumni from this cohort as well as the previous cohort. I also got a chance to link up two of my colleagues with resources for their Project for Change. I worked closely with Mary Odhiambo from the public employment bureaus in Kenya and assisted her in implementing up her project”.

**The neutral platform offered by the ITP has been conducive to networking across the institutional boundaries that often constrain labour policies in practice.** The fact that the networking has taken place on “neutral ground” has been positive for the interaction between representatives from public and private organisations. During the field missions in Kenya and Mozambique this fact was underlined by several of the participants met.

**Limited regional networking has taken place, usually where further support has been available from other projects.** Regional networking also exist on an individual, ad-hoc basis. An exception is regional networking in Lao PDR, Vietnam and Cambodia, where joint workshops and seminars have been carried out on the basis of the existing bilateral Sida-funded cooperation in Cambodia between AF and the Ministry of Labour.

### 3.5 A NOTE ON HRBA

The topic of the ITP “The role of labour market policies for poverty alleviation” has in itself a clear human rights dimension, not least when it comes to the right to decent work. Through the description of the role of a modern Employment Service and other key actors in the field of labour market policies, the programme paints a clear picture of the responsibilities of the duty-bearers in a labour market policy context. The main objective of the ITP is to strengthen the capacity of corresponding duty-bearers in the participating countries. This is also the case with a number of the change projects, addressing organizational development and capacity building. Through this, the programme is strengthening the duty-bearers' capacity, or as a minimum contributes to the highlighting of weaknesses of the existing duty-bearers in the participating countries.

Below follows a summary of observations made with relation to the application of a HRBA:

#### (1) Non-discrimination and equality.

During the participant selection process one of the criteria has been the strive towards an equal inclusion of men and women. Questions on equal opportunities, and gender mainstreaming have mainly been addressed in a number of the individual change projects. Of the sample change projects included in this report CP2 (on gender integration), and CP4 and CP14 (addressing unemployed women) provide the best examples of this. Possible future programmes should consider a more explicit inclusion of gender-related issues in the training curriculum.

There is no evidence of consideration of inclusion of representatives of ethnic minorities in the programme. At the same time – and this is a general observation, applicable to any ITP – there is no specific mentioning of global accessibility in the programme brochure – for example to allow functional diversity among the applicants- , and there is no budgetary means foreseen to cover potential additional costs to ensure global access.

A possible consideration for Sida in future ITP in general could be to make sure that a paragraph on global accessibility is included in ITP brochures, and that a paragraph is added in the contracts between Sida and the ITP organizer, stating that Sida will make necessary means available in cases where ITP participant requires additional support for his/her participation.

## **(2) Participation and inclusion.**

The original training programme is based on an analysis made by AF of the state of play when it comes to labour market policies in the participating countries. Throughout the programme, participants have had opportunities to provide feedback and recommendations on possible optimisation of the training programme. This has at least in some cases led to revisions of the programme (i.e. the outsourcing of the mentor services). The programme in itself has been relatively traditionally built on lectures, study visits and mentoring sessions during the sessions in Sweden and in the regions with no particular attention to participatory methods.

## **(3) Accountability**

AF has regularly after the training sessions in Sweden and in the regions given the participants the opportunity to assess the training and provide comments and recommendations for adjustment and optimisation. In addition, the final report of each participant contains a thorough assessment section on the programme holding the organisers accountable to the participants.

Similarly, it remains unclear to what extent AF has taken the poor people's perspective in consideration when planning and carrying out the training cycles. There are examples of change projects, addressing poor layers of society but there is no evidence that "poor people's perspective" has constituted any criterion when identifying and approving change projects.

# 4 Conclusions and recommendations

## 4.1 CONCLUSIONS

Sida's current result strategy for capacity development was approved in December 2013, and covers 2014-2017<sup>[1]</sup>. It states that through international capacity development programmes, Sida shall "...support capacity development directed to personnel from different forms of institutions and organisations in low- and middle-income countries, for example the civil society, actors in business and in public administration".

Within the frame of international capacity development programmes, such as the International Training Programmes (ITP) "...it is expected that competence development of individuals will lead to capacity development of organisations and institutions in the participating countries. ITP should, like other capacity development programmes, contribute to the creation of sustainable networks and partnerships between the participants of the training programmes, but also between participants, Swedish actors, and their respective organisations".

The evaluation of the ITP "The role of labour market policies in poverty alleviation" strongly supports the intentions of this strategy but also points to the difficulty found in practice in ensuring that individual capacity translates to institutional capacity. The evaluation points to the need to strengthen the concept of both the change projects and networking if wider institutional capacity is to be more systematically achieved in future ITPs. An eight point suggestion list for improving change projects is presented and the 5 recommendations of the evaluation will, if implemented, bring current ITP practice in active labour market policy closer to achieving the goals of Sida's overall ITP strategy.

- Link future ITPs to national and international efforts (both training and change projects)
- Tailor the training course and make it more applicable to the local context
- Embed the CPs institutionally and improve design, execution and reporting/accountability.
- Clarify the concept of networking and then implement a coherent support process
- Strengthen the initial and final phases of the programme

---

<sup>[1]</sup> Resultatstrategi för kapacitetsutveckling och utbyten 2014-2017, Sida 2013

The findings across the 15 evaluation questions lead to 6 main conclusions as illustrated in figure 4.1

**Conclusion #1 - The programme and its content is not well coordinated with other international or national initiatives.**

The programme supports Sweden's priority area of private sector development and contributes indirectly to the country strategy priorities of poverty reduction and gender equality as well as the human rights based approach. Under the approach of the AF, the strategy of using the Swedish labour market model is relevant but also highly dependent on how well the ITP is linked to wider country-owned labour market initiatives and efforts by especially ILO and the World Bank. Cooperation with ILO is of specific interest, not least in order to increase the focus on decent work in the training programme and the change projects.

The evaluation found that the programme and its content are not sufficiently well-aligned or coordinated with other international or national initiatives. The programme design and contents have been discussed, elaborated and decided, between AF and Sida centrally, in Stockholm with relatively little role being taken by potential partners in national institutions and Sida staff at the Swedish embassies. At the country level, there are systematic opportunities missed for the training programme to link, contribute to and build on with national and international initiatives aimed at developing capacity to implement active labour market measures. It should be recognised however, that the more global and dispersed the training programme, the more difficult it is to coordinate or build on initiatives that are country or even region specific.

**Conclusion #2 - The programme has been highly appreciated by participants but is too broad in scope.**

The criteria used for participant selection were appropriate and the programme succeeded in attracting a balanced group of participants representing policy makers, employers, trade unions and others. The course organiser, AF, was found to be highly competent in its own field. AF was able to bring together other areas of competence needed although there were bottlenecks for AF in particular to release internal resources for the intensive demands of the training programme and change project mentoring. Overall, the programme was considered of high quality and appreciated by the participants. Participants from all countries have found the programme useful for the individual development and there is evidence that the programme has led to new approaches being applied in their work. However, participating institutions and the individual participants persistently noted that the course is too general with insufficient tailoring. The demand, by many of the highly-qualified participants, for more specific, specialised content was not met.

**Conclusion #3 The training is relevant, but not always applicable to the local context.**

As noted above, the participating institutions and the individual participants were highly appreciative of the training provided and found the programme relevant in supporting reforms and improving labour market policies and practices. Sweden's long tradition of working with active labour market policies and implementing concrete actions has served the programme well. However, participating institutions and the individual participants

noted that the course contents are not easy to adapt to the local context. What is applicable and works in Sweden is not necessarily possible to implement elsewhere, especially in countries where the informal sector dominates, and public resources for supporting the labour market are very scarce. There was little or no guidance on what transition steps could be taken from: i) the reality that countries find themselves in today, towards ii) achieving the long term aim of implementing effective active labour market policy.

**Conclusion #4 - Change projects have had mixed success; monitoring is weak. For some of the positive cases there is a potential of replication but this has not been sufficiently promoted (in the design and follow up).**

A wide scope of change projects have been implemented, ranging from policy based initiatives to hands-on implementation of entrepreneurial training for unemployed youth. Most change projects have been relevant but in some cases their design has not been realistic given the time frame, budget constraints and institutional context. Many, but far from all, change projects have resulted in changes at organisational and institutional level. A number of projects have had very limited institutional or organisational impact – in many such cases these are projects that were not completed. In approximately a third of the sample cases the ITP has led to or is likely to lead to sustainable change in terms of setting policies and reforms but the ultimate results will not be known until the policies and reforms have been implemented for a number of years.

Although the programme has not established an overall monitoring system or theory of change at the programme level that could realistically attribute or determine the contribution to increased employment, it is still possible to assemble evidence and this evidence largely points in a positive direction. At the change project level the design of the change project, particularly in later programme cycles is often results-orientated but the format and organisation of the programme does not seem to allow a rigorous follow up and monitoring that could help in adjusting the approach or bringing in extra resources or launching follow up change projects to ensure a cumulative effect. Project reports rarely report on or use the indicators or monitoring tools that are available as part of their design.

A systematic weakness in sustaining the results has been lack of continued funding of the activities particularly those involving direct training and skills enhancement. The prospects or opportunities for replication and scaling up (e.g. by linking to wider longer term efforts) are not considered during design or implementation. There are some initiatives where the potential for replication has been identified through “project stories” and although useful this has not been sufficiently promoted or led to scaling up of activities.

**Conclusion #5 The procurement of mentor services from SIPU has significantly raised the quality of the mentoring activities but there are weaknesses in the accountability chain.**

Mentoring of the participants during their development and implementation of change projects was a weak spot of the earlier programme cycles. In response to this weakness, AF and Sida took steps to improve the mentoring by outsourcing some of the tasks to SIPU. The procurement of mentor services from SIPU significantly raised the quality of the mentoring activities. This is particularly true when it comes to ensuring that the change projects have an adequate and logical design and format. There is however still a

weakness in the accountability chain as in reality the participants are only accountable to themselves.

**Conclusion #6 National and international networking is a potentially important outcome of the ITP, but has so far not been consistently addressed by AF or Sida.**

National and international networking is a potentially important outcome of the ITP, but has so far not been consistently addressed by AF or Sida. The neutral platform offered by the ITP has been conducive to networking across the institutional boundaries that often constrain labour policies in practice. Apart from the networking that took place during the training programme itself, networks have been formed but on an ad-hoc basis. Some limited regional network has taken place where supported by other projects. A clear strategy and purpose for the networking has not emerged. The opportunity to strengthen national networking through an active support from the Sida representation at the Swedish Embassies in the participating countries has been missed as has the opportunity to have a more frequent presence in the participating countries through follow-up missions. The reason for networking and the benefits that would sustain networking are not clearly thought through. It would appear that one of the main benefits is access to information. There is an opportunity to contribute to networking by improving the research and information management skills of the participants by for example improving internet based research skills.



Figure 4.1 Findings and conclusions

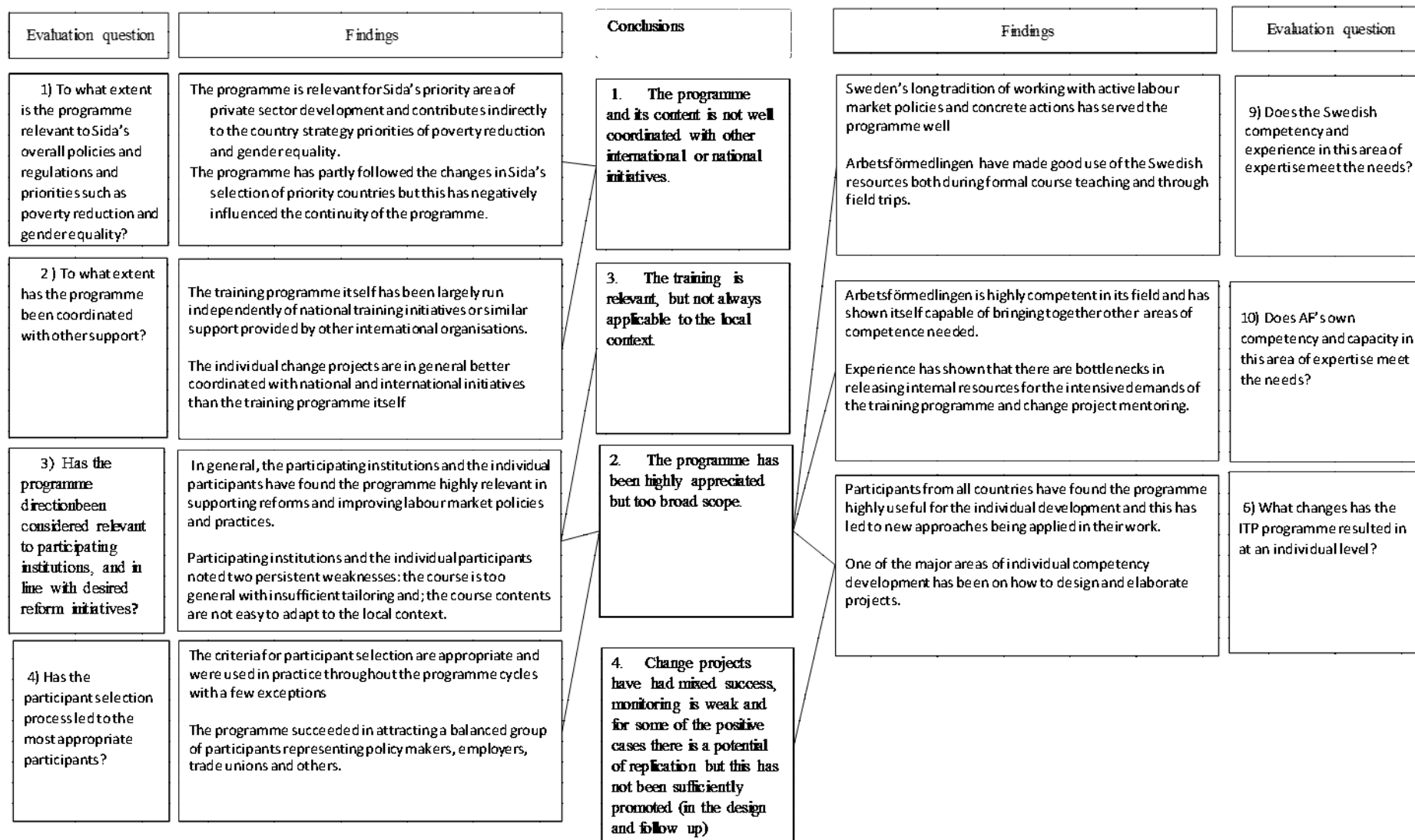




Figure 4.1 Findings and conclusions, continued

Evaluation question	Findings	Conclusions	Findings	Evaluation question
5) What is the relevance of the change projects to the programme objectives and the likelihood that change projects lead to long-term results according to the objectives of the programme?	<p>A wide scope of change projects have been implemented, ranging from policy based initiatives to hands on implementation of training for the unemployed.</p> <p>Most change projects have been relevant but in some cases their design has not been realistic given the time frame, budget constraints and institutional context</p> <p>Unlike the training programme itself, there is ample evidence that many change projects are in line with and coordinated with national initiatives.</p>	<b>4. Change projects have had mixed success, monitoring is weak and for some of the positive cases there is a potential of replication, but this has not been sufficiently promoted (in the design and follow up)</b>	<p>Although the programme has not established a monitoring system or theory of change that could realistically attribute or determine the contribution to increased employment, evidence can be assembled which points in a positive direction</p> <p>Although there are positive signs there are also some notable challenges which have lessened the programme's impact on employment.</p> <p>Vulnerable groups have been targeted particularly in the later programme cycles however in most cases it is too early to conclude on the impact.</p>	<p>12) Have participating organisations been able to affect conditions for increased employment in a positive direction, and can this change be attributed to the ITP?</p> <p>13) Have the access to education or employment among young employment seekers (and/or other prioritised groups) been improved during the implementation of the ITP?</p>
7) What changes has the ITP programme resulted in on organisational level?	<p>Many but not all the change projects have resulted in changes at organizational and institutional level.</p> <p>Some projects have had little institutional or organisational impact—in a number of cases they were not completed.</p>	<b>5. The procurement of mentor services from SIPU has significantly raised the quality of the mentoring activities.</b>	<p>In approximately a third of the sample cases the ITP has led to or is likely to lead to sustainable change in terms of setting policies and reforms but the ultimate results will not be known until the policies and reforms have been implemented for a number of years.</p> <p>There is also some evidence, albeit less, of change projects leading to sustainable internal change in organisations.</p> <p>A systematic weakness in sustaining the results has been lack of continued funding of the activities particularly those involving direct training and skills enhancement.</p>	14) To what extent have change projects or other reform initiatives linked to the ITP led to sustainable change in the organisation or in policy?
8) Has the ITP format for capacity building been efficient? Could the format be altered for better results?	<p>The ITP format is perceived both by the participants and the representatives of Arbetsförmedlingen as being highly appropriate for the programme objectives.</p> <p>Participants point to a number of weaknesses in the format related to: tailoring, applying new approaches to local context, engagement of the parent institutions and addressing funding gaps in change projects.</p> <p>Even when the design of the change project is results orientated the format of the course does not seem to allow a rigorous follow up and monitoring.</p>	<b>6. National and international networking is a potentially important outcome of the ITP programme, but has so far not been addressed very consciously by AF or Sida</b>	<p>Mentoring of the participants during their development and implementation of change projects has been a weak spot of the earlier programme cycles.</p> <p>AF and Sida took steps to improve the mentoring by outsourcing some of the tasks.</p> <p>The mentors from SIPU have in general been highly appreciated.</p> <p>Networks have been formed but on an ad-hoc basis.</p> <p>The neutral platform offered by the ITP has been conducive to networking across the institutional boundaries that often constrain labour policies in practice</p> <p>Limited regional network has taken place where supported by other projects.</p>	<p>11) Has AF been able to provide sufficient and relevant mentorship to participants' in relation to their change projects?</p> <p>15) Has the programme contributed to network creation and/or improved access to existing networks (national, regional and international)?</p>

## 4.2 RECOMMENDATIONS

The link between the conclusions and recommendations is illustrated in figure 4.2

### **Recommendation #1 - Link future ITPs to national and international efforts (both training and change projects)**

- Obtain or make a mapping of current and planned labour market training (national and international) initiatives at country and regional level to inform the training programme design and selection of participants
- Underpin, where possible, the relevant national/international initiatives
- Ensure that change projects are linked to ongoing and planned reforms
- Consider if the capacity development budgets of ongoing reform initiatives could be used to co-finance aspects of the ITP such as the change projects.
- Create opportunities to link future ITPs better to decent work and the human rights approach.

### **Recommendation #2 - Tailor the training course and make it more applicable to the local context**

- Consider to design regional versions of the ITP (e.g. one for East Africa and one for Southeast Asia)
- Consider to design specialist versions of the ITP (e.g. market information; implementing active labour market measures (such as training; social dialogue) where other actors in Sweden could be engaged in providing the training.
- Conduct a 2 week general course followed by 2 weeks on specific topics
- Engage local capacity development agencies (trainers and mentors)
- Develop the course material to provide examples and techniques for transition towards active labour market approaches suited for developing countries.

### **Recommendation #3 - Embed the CPs institutionally and improve design, execution and reporting/accountability.**

- Ensure that change projects are linked to ongoing and planned reforms
- Ensure that the change projects are in current or ongoing organisational workplans and budgets
- Consider to formalise a MoU or contractual agreement between the participating institutions and the course organisers
- Build project development, project management and coaching skills of mentors.

### **Recommendation #4 - Clarify the concept of networking and then implement a coherent support process**

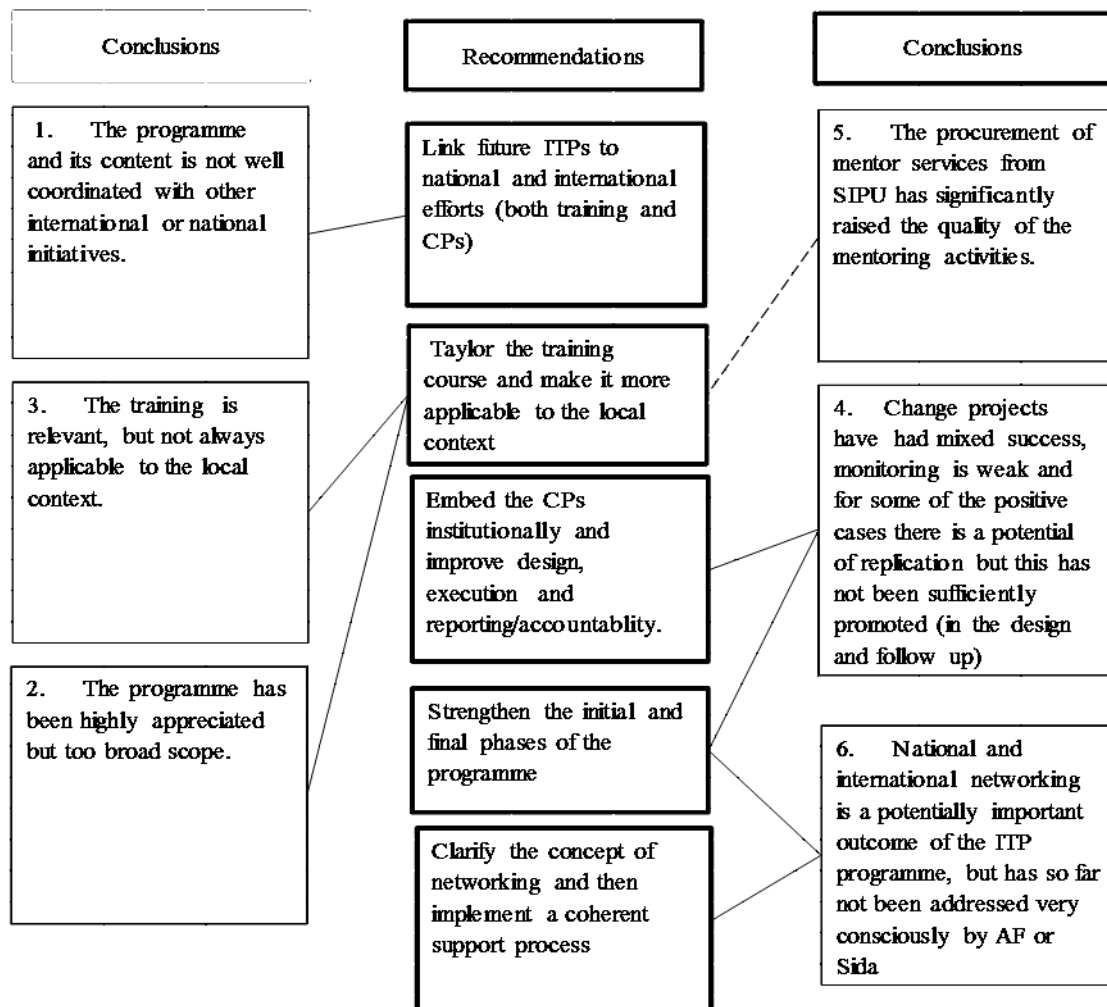
- Continue to enrol participants from different institutions involved in active labour market measures (e.g. government, trade unions, employers)
- Build a critical mass in each country by i) regionalisation and enrolling more people from each country ii) enrolling people across different years from the same country

- Encourage change projects that involve actors from multiple institutions and from those that have a longer term aim, involved participants from different years
- Support development of information management and research skills as part of networking.

#### Recommendation #5 - Strengthen the initial and final phases of the programme

- Make use of mapping, and other tools to target key institutions and formalise a multi-year partnership to allow joint selection of participants and roll out of potential change projects.
- Develop a systematic reporting by the institutions on change projects and use the findings to adjust the programme content and selection process.
- Strengthen the results based management of the programme and change projects, as well as the participatory approach to the programme, and the gender dimension. Ensure that the logical framework approach with the use of indicators is not just used as a planning tool but also as tool for managing the implementation and reporting on results.

Figure 4.2 Linkage between conclusions and recommendations



# Annex A Terms of Reference

## 1. Background

International Training Programmes (ITP) constitute one of Sida's several methods for institutional- and capacity development in low- and middle income countries. The training programmes are conceived of in response to knowledge development needs in combination with Swedish development goals. The purpose is to enable enhanced insights, international contacts and networks, as well as the knowledge and competence development of persons of importance to reform possibilities in the public sector, in the private sector and/or in non-profit organisations.

Participants are therefore to be carefully selected by training programme organisers, as strategic representatives of their home institutions. Participants should have a sufficiently senior and otherwise suitable position for him or her to be able to initiate and/or manage a reform process relevant to the overall development objective of the ITP. To ensure that each participant's change project is considered relevant and important to their respective home institution, participants should, in addition, be nominated by their institution/organisation. Upon being accepted to the programme, participants are invited to a four week long training period in Sweden, after which participants return to their home institution to work on their change project, mentored by the programme organiser. After a period of time, all participants meet again for a week, to share experiences and receive additional support to their projects, this time often in one of the participating countries. Each individual training programme is considered completed after a total of around 18 months. By then participants are expected to have begun contributing to organisational strengthening, often through their chosen change projects (but sometimes also on the side of these), and to have submitted a final report summing up experiences in these regards.

The general purpose of the training programmes is thus in a sense to strengthen and develop the *change projects* of the participants, and to support the implementation of these in the home organisation. Study visits and other meetings with relevant actors in Sweden as well as in development cooperation countries contribute to the development of these important change projects. Additional support to change agents is expected to be provided through the establishment of sustainable networks, still relevant and operational after the end of the training programme. By recruiting several participants from the same institutions as well as the same countries over a number of years (3-5), a 'critical mass' of change agents are furthermore expected to contribute to a reform-enabling environment.

### **Description of the programme to be evaluated**

An agreement was signed with the Swedish Employment Agency (Arbetsförmedlingen, AF) in 2008 to organise an ITP called "ITP 288 The Role of labour market policy in poverty alleviation". The assignment at that point was to offer three training programmes, over the period of 2009-2011 (one start per year). Each programme stretched over 13 months, whereof five weeks consisted of scheduled training in Sweden and in one of the participating countries, in addition to the participants' own work with their individual change projects. For the latter, participants received 20-30 hours of individual coaching, or mentor support.

ITP 288 were for the first three years directed to four African countries: South Africa, Mozambique, Namibia and Botswana. Regional seminars were held in South Africa, Botswana and Mozambique.

Each programme has had around 25 participants and a budget of 4,5 MSEK.

In 2012, Sida extended the agreement with AF for another two years. With the extension, it was decided to alter the list of targeted countries, and for the last two programmes, participants from South Africa, Mozambique, Kenya, Tanzania, Vietnam and Cambodia were invited. For the last two programmes, AF decided to procure the services of a consultancy firm, to be able to offer all participants the mentorship expected.

The programme theory of change was based on the proposition that active labour market policies can contribute to more persons being employed. This in turn contributes to increased income and reduced poverty for the society at large. The immediate goal of the programme was to give decision-makers enhanced knowledge about active labour market policy, relevant problem analysis and potential interventions.

The overarching objectives of the ITP was to contribute to

- Enhance the national and local awareness of the links between productive employment and sustainable economic development and reduced poverty;
- Strengthen knowledge on the national level regarding the implementation of active labour market policies;
- Enhance the collaboration between actors in the labour market policy area, both nationally and regionally/internationally.

The ITP in its different programmes was considered one contribution, where each programme were supposed to add to the overall results. Participants were, as far as possible, to be recruited from the same organisations year after year, to enhance programme impact. A particular focus was to be directed towards groups facing discrimination on the labour market, such as women, youth, people with disabilities and others. The rights perspective and the poor people's perspective were to be integrated into all parts of the ITP.

When the agreement between Sida and AF was extended in 2012, an attempt was made to more clearly define the theory of change, by pointing to the importance of organisational change as the expected outcome.

The main objective of the programme was to achieve results on the organisational level, and the objective was formulated as follows: "Enhanced capacity in the participants' organisations to formulate and implement active labour market policies, able to contribute to poverty alleviation".<sup>5</sup>

Individual participants were expected to contribute towards change within their home organisation or institution. An intermediary goal referring to the required 'attitude change' of participants and/or their home institution was formulated to give expression to this theory of change. Hence, the intermediary goal spoke of:

"An attitude change on behalf of the participants/ participating organisations, indicating participants'

---

<sup>5</sup> Insatsmål: "Förbättrat kapacitet i deltagarnas organisationer för att kunna bedriva en aktiv marknadspolitik med hänsyn till fattigdomsbekämpning."

internalisation of the information and knowledge imparted through the programme”.<sup>6</sup>

Youth became a prioritised group among the focus groups mentioned above as targets for the intervention.

A result seminar will, according to plans, be organised in Tanzania in May (24-29) 2015, inviting participants from Mozambique, Tanzania and Kenya to discuss lessons learnt, possible future areas of collaboration between Sweden and these countries and to further strengthen networks between participants.

## 2. Evaluation Objective and Purpose

The purpose of the evaluation is to identify *results and lessons learned* of the ITP ‘The Role of Labour Market Policies in Poverty Alleviation’ from the five programmes offered by Arbetsförmedlingen (AF) during 2009-2015. For the implementing organisations as well as for the financiers this evaluation constitute an important opportunity to review results and experiences in a more systematic way, and a basis for programme development for the future.

The overarching objectives of the proposed evaluation are

- to identify results (positive/negative and intended/unintended) of the ITP, with a particular focus on tangible effects with regard to individual and organisational capacity building that can directly or indirectly be derived from the programme;
- to identify lessons learned from implementation of an ITP-programme with a view to future programme development;
- to assess the extent to which a rights-based approach and a poor people’s perspective have permeated the programme.

## 3. Scope and Delimitations

The evaluation shall cover the five individual programmes included in the ITP 288 ‘The Role of Labour Market Policies in Poverty Alleviation’. The core activity of the evaluation should be constituted by visits to two of the programme countries, Mozambique and Tanzania, in which a reasonable sample of participants as well as other relevant actors are interviewed for the result assessment. Sida is interested to know both what kind of results (changes) that can be identified as linked to the ITP, and the extent to which results on an outcome level can be detected (how big a share of participants do work actively to achieve change as a result of their participation in the ITP).

To determine if and how participants have been able to use knowledge and networking from the programme to implement changes in their organisation, and whether results on the impact level can be ascertained, the evaluators are expected to let participants from earlier years of the programme be over-represented in the sample in Mozambique. In-depth interviews with participants and other actors

---

<sup>6</sup> Mellanliggande mål: "En attitydförändring av deltagarna/organisationerna som visar att de omsätter kunskapen de har erhållit genom programmet."

relevant to their change projects, and other methods may be used to examine selected participants' change projects to determine the level of impact if any the program has had on the participants and their institutions. The evaluator should also consider whether results other than those connected to the change projects can be identified, and generally register and report 'lessons learnt' that may feed into future programme development.

Finally, the evaluator should assess the extent to which cross-cutting issues such as the rights-based approach, a gender perspective and a poor people's perspective have permeated the programme.

#### 4. Suggested Evaluation Questions

##### Effectiveness and outcomes

- What changes has the ITP resulted in on individual (output), organisational (outcome) and national (impact) level?
  - Impact level: Have participating organisations been able to affect conditions for increased employment in a positive direction, and can this change be attributed to the ITP? Have the access to education or employment among young employment seekers (and/or other prioritised groups) been improved during the implementation of the ITP?
  - Outcome level: What are the results of the participants "change projects" in the home institutions as well as in terms of policy-making? Have participants been able to actively work to transform their knowledge into institutional capacity? If so, how?
  - Intermediate outcome level: Assess participants' increased awareness regarding national labour market challenges; participants' increased ability to identify and analyse the role the home institution of the participants can play on the labour market, and participants enhanced ability to suggest and design labour market policies that support the opportunities of young persons (and/or other prioritised groups) to access education, training or employment.

##### Relevance and applicability

- Has the programme direction (active labour market policies) been considered relevant to participating institutions, and in line with desired reform initiatives?
- It is very important that the 'right' participants are selected to an ITP. What criteria have AF used to define the appropriate participant? How have these criteria been applied? How have AF made sure that participants' change projects are relevant for and contribute to the desired results of the programme?
- To what extent is the programme's content and structure relevant for the participants' respective organisations' needs? Have knowledge and insights gained through the programme been considered applicable?
- To what extent have participants' technical, economic and political preconditions matched the assumptions of the programme organiser (AF)? Have AF's ability to assess participants' preconditions affected programme outcomes? How (based on what information) have such an assessment been made?
- What change projects have been conducted over the five programmes? Consider ways of categorizing these according to change direction/thematic content and discuss their relevance to the programme objectives and the likelihood that change projects lead to long-term results according to the objectives of the programme.



- Has the ITP in Tanzania been considered a resource to other projects or programmes funded by Sida in Tanzania in the area of productive or decent employment?

#### **Efficiency**

- Does Sweden's (AF's) own competency and capacity in this area of expertise meet the needs?
- Has AF been able to provide sufficient and relevant mentorship to participants' in relation to their change projects? What have been the implications of AF's decision to procure additional mentor support from a consultancy firm? Have the procured consultant been able to provide relevant support for change projects to reach maximum reform potential?
- Has the ITP format for capacity building been efficient? Could the format be altered for better results? What are the lessons learnt with regard to AF's monitoring and evaluation system, to follow programme implementation, capacity building within key institutions and the possibility of contributing to a 'critical mass' of reform agents in an institution?

#### **Sustainability**

- To what extent have change projects or other reform initiatives linked to the ITP led to sustainable change in the organisation or in policy? What are the lessons learnt in this regard (concerning obstacles to change and ways to overcome obstacles)?
- Has the programme contributed to network creation and/or improved access to existing networks (national, regional and international)? To what extent have participants' networking activities influenced changes in their organisation, and on the national or regional level?
- Has the programme fostered a sense of reform- or change project ownership in participating organisations and countries? What are lessons learnt in this regard?

### **5. Organisation, Management and Stakeholders**

The main stakeholders of the evaluation are Sida and the Swedish Employment Agency (AF). Evaluators will report to a steering group consisting of representatives of both Sida and AF, and will receive comments from both agencies. Sida will be responsible for delivering comments from both agencies. The steering group will be chaired by the responsible programme manager at Sida, who will constitute the contact person for the evaluator during the assignment. It is possible that the evaluation is used to report back to participants in a future alumni meeting, but no such meeting has been decided upon at this stage.

The responsible Sida programme manager will collect relevant Sida decision documents, agreements as well as annual reports to deliver to the evaluator.

The responsible programme manager at AF will collect participants' final reports and other descriptive and analytic material in its possession to deliver to the evaluator, including training programme evaluations/questionnaires given to participants after the four weeks in Sweden and after the follow-up week in one of the participating countries. Relevant staff at AF will be available for interviews upon prior notice by the evaluator. If possible, also previous programme managers at AF should be interviewed. AF will also provide contact details to participants, and inform the relevant stakeholders of the evaluation, its purpose and use. It is, however, the responsibility of the evaluation team to make all practical arrangements for field visits and interviews. The consultants should if feasible (practically possible) report back to the stakeholders on the findings during a field visit.



## 7. Approach and Methodology

The evaluator is expected to use a combination of methods and information to be able to respond to the evaluation questions, such as:

- Review of relevant documentation regarding the programmes (decisions, agreements, reports, case studies, participants' final reports and relevant documents and policies at Sida);
- Interviews with relevant Sida staff (programme managers, embassy staff in the relevant countries) and AF staff (programme managers, lectures and administrative staff);
- Field visits in two participating countries, to allow in-depth study of relevant evaluation questions, including interviews with participants, their superiors, other relevant actors such as persons in relevant government authorities/ministries and other key actors in the area of employment policies;
- Skype interviews with participants and their superiors and possible other actors from other countries than the ones visited;
- Email surveys to participants.

Since the agreement with the AF is still ongoing, and the last programme not yet concluded, a final report of the ITP will not yet be available, and it will be difficult to draw conclusions about the end results of the intervention. The consultants will therefore have to make a well-grounded assessment of the results achieved so far and the likelihood that results will be sustained or achieved during, and after, the agreement period.

The assignment will be carried out in close cooperation with Sida/CAPDEV. The possibility of Sida's programme manager accompanying the consultant team during a smaller part of the field visits should be considered.

The evaluator is expected to elaborate on the proposed methodology in the tender and/or inception report, including how to operationalise the evaluation criteria beyond what is suggested in this ToR when necessary. The evaluator is expected to carry out the assignment in a cost efficient and manner considerate of effects on the environment, and is expected to consider telephone interviews with other relevant actors an important complement to material gathered during the field studies.

All reports shall be written in English and adhere to the OECD/DAC Glossary of Key Terms in Evaluation and Results Based Management as well as the OECD/DAC quality standards for evaluation. Format and outline of the final evaluation report shall follow the guidelines in the Sida Evaluation manual "Looking Back, Moving Forward" – Annex B, format for Sida Evaluation Reports. The complete evaluation manual including annexes is retrievable from Sida's homepage.<sup>7</sup>

## 8. Reporting and Communication

An **Inception Report** describing the methods and timeframe of the evaluation will be submitted to

---

<sup>7</sup> <http://www.sida.se/sida/jsp/sida.jsp?d=118&a=3148&searchWords=looking>

Sida within 1 month of signing the contract. The inception report will delineate in more detail the approach and methods to be used in carrying out the evaluation, such as the suggested sampling criteria for cases (participants/institutions/organisations) and a time schedule reflecting this ToR. In addition, consultants are asked to suggest in the inception report a method that will allow them to capture relevant aspects of how a gender perspective, the perspective of people living in poverty and a rights-based approach have included in the ITP – as well as whether the evaluator shall include in the evaluation the result seminar organised by AF in Tanzania in May (24-29) 2015, and how the evaluation will benefit from this. Sida has no clear opinion in this matter. The inception report shall also include the full budget of the assignment, including reimbursement costs, shall be no longer than 20 pages excluding annexes, and shall be discussed at a meeting at Sida a week after having been submitted to Sida.

The consultants shall present a **Draft Evaluation Report** to Sida, written in English. The report shall address all of the above questions, and shall clearly indicate the extent to which its conclusions are firmly based in evidence. The draft report shall be submitted to Sida no later than **September 15, 2015**.

Subsequent to the receipt of the report, Sida shall provide comments and suggestions of both agencies (Sida and AF) within two weeks. These comments may be given orally or in written form, at a meeting at Sida. The **final report** shall be presented within ten working days after receiving Sida's and AF's comments, unless these are of such a substantial character that more thorough review and gathering of additional material is necessary, in which case Sida may agree to a different time-limit.

The evaluation report shall be no more than 40-45 pages long, excluding annexes, and shall be written in English. The structure of the report shall facilitate assessments of the evaluation questions. The methodology used, as well as possible limitation of methods and findings should be discussed in the report. All limitations shall be made explicit and the consequences of these limitations shall be discussed. The report should also, as mentioned above, discuss lessons learnt concerning factors contributing to success and lack of success in achieving programme objectives. Recommendations should be based on analysis of the data collected and be realistic and relevant to possible future ITPs in a similar thematic area, or to AF as organiser of capacity building programmes. The report shall be concrete in its conclusions, and an executive summary of main conclusions and major results shall be added to the report.

The consultants shall present the findings of the evaluation at a final seminar held at Sida or Arbetsförmedlingen, Stockholm, in October 2015.

## 9. Time Schedule

The assignment will be carried out within the period April – October 2015, with a final report with recommendations submitted by latest October 10, 2015.

<i>Deliverable</i>	<i>Date</i>
Inception report	April 30 2015
Draft evaluation report	September 15 2015
Final evaluation report	October 10

## 10. Budget and Tender

Sida assesses that the cost of the assignment will be maximum 500 MSEK. In the tender, the consultant team shall present a preliminary budget based on the initial methodological choices, suggested team and number of projects to study. The tender shall also contain the CVs of all consultants in the team.

The consultants shall in the tender present a preliminary timeframe that indicates number of days per consultant engaged for the assignment, and reimbursable costs. The assignment will be carried out within the period April 2015 – October 2015. An additional maximum two days should be reserved for a presentation of the report at a final seminar in October 2015.

The inception report shall include the full budget of the assignment, including reimbursement costs.

## 11. Evaluation Team Qualification

The assignment shall be carried out by consultants with the following competences:

- Extensive experience and knowledge of evaluation and assessment in development cooperation, including experience from organising, leading and reporting evaluations within the area of capacity development in the international context;
- Documented knowledge of active labour market policies, preferably in a developing country context;
- Good knowledge about the countries chosen for field visits (Mozambique and Tanzania);
- Knowledge of Swedish (for document review);
- Excellent knowledge of English (written and spoken);
- The Evaluation team shall not have been involved in the formulation or implementation of any of the ITP being evaluated.

*Note: The consultants carrying out the evaluation will not be eligible to bid on any procurement for the implementation of any new ITP programs which may result from the recommendations of the evaluation.*

## 12. References

Relevant documents which will be useful for the evaluation team to review.

- ITP Program documentation: Annual reports, Participant lists, agendas, list of course literature, list of program managers/coordinators, partners and contributors (lecturers, etc.), Participants' final reports, training evaluation
- Sida policy documentation on rights, poverty and gender perspective

Sida ITP documentation on the program: decisions and assessments of the contributions (programs

# Annex B Change projects summary

## B1 DESK AND FIELD REVIEW NOTES

The list of selected change project was originally presented in the inception report. During the actual evaluation it turned out that it was not possible to locate 3 of the participants. The numbering of the reviewed change projects has therefore in some cases been changed – this is clearly marked below for each change project, the numbering of which has been changed.

### Change project No 1 (CP 1)

<b>Name of project</b>	Project to develop a career guidance programme for the establishment of co-operatives in South Africa
<b>Country</b>	South Africa
<b>Name of participant</b>	Estelle M. Crafford, Manager Employment Services,
<b>Institution</b>	Department of Labour (DoL)
<b>Programme round</b>	Program 1, 2009/10
<b>Objectives</b>	To develop a career guidance programme for placement of the unemployed in cooperatives
<b>Results expected</b>	<ul style="list-style-type: none"> <li>• Develop a delivery model for provision of career guidance to the unemployed by March 2010</li> <li>• Complete orientation of staff in establishment of cooperatives by March 2010</li> <li>• Implement a pilot project by October 2010</li> <li>• Monitoring and evaluation of the pilot project after October 2010.</li> </ul>
<b>Description / rationale</b>	Support to development of a system for career guidance and matching for the establishment of cooperatives, which will employ the job seekers in the programme. Work in the project has included the establishment of career guidance programmes, and training of DOL staff in the concept of cooperatives.
<b>Quality of project design</b>	<ul style="list-style-type: none"> <li>• The rationale for the project is clear and well documented.</li> <li>• The project analysis is well founded on earlier studies and an institutional assessment. The prospects of success and the risk management framework are carefully assessed</li> <li>• Potentially a highly strategic and catalytic change program, it seeks to bridge between the informal and formal sector.</li> <li>• The project strengthens links between DOL and Dept. of Trade and Industry which is responsible for cooperatives.</li> <li>• Explicit linkage to other ongoing operations/ activities in the sector. In particular the change project was embedded as part of the DoL plan for restructuring (post financial crisis) its service delivery including the drafting of a new employment services bill,</li> <li>• The project was embedded in the DoL work plan and budget. Value was added by Swedish Public Employment Service (PES) ( through development of brochure, career guidance programme and database for support organisations)</li> </ul>

<p><b>Quality of project report</b></p> <p><b>(evidence of results)</b></p>	<ul style="list-style-type: none"> <li>• The report is of very high quality. It is concise and analytical. Lessons learnt were clearly identified.</li> <li>• Although the pilot was implemented (some 234 people received guidance during the pilot project) and has some prospects of replication, there were challenges including unforeseen budget cuts and restructuring of the DoL. Important lessons that were learnt during the pilot phase, were inter alia <ul style="list-style-type: none"> <li>○ to roll the career guidance programme out in collaboration with other stakeholders, to outline DoL and its staff's roles clearly</li> <li>○ effect mind-set changes with unemployed to consider alternative opportunities than the formal sector only.</li> <li>○ change management is also very important during restructuring to ensure continued service-delivery.</li> </ul> </li> <li>• An unexpected positive spin-off was that the career guidance programme eventually formed the basis of career guidance programmes for small business and retrenches.</li> </ul>
---	---

Change project No 2 (CP 2; corresponding to project No 4 in the inception report)

<b>Name of project</b>	Building the capacity of the Workers of the Ministry of Labour and Social Partners on Gender Integration
<b>Country</b>	Mozambique
<b>Name of participant</b>	Nordestina Felicidade Sithole, senior officer
<b>Institution</b>	Ministry of Labour, Employment and Social Security
<b>Programme round (year)</b>	2010
<b>Objectives of the project</b>	<u>Overall objective:</u> To assure a gender integration in policies and plans, by capacitating the civil servants of the Ministry of Labour, their relevant institutions and social partners
<b>Results expected</b>	<u>Specific Objectives:</u> To train civil servants in gender mainstreaming, and to (together with ILO) set up a gender unit within the Ministry of Labour
<b>Description / rationale</b>	The Government of Mozambique has adopted a national Gender Policy and a strategy of its implementation, including mainstreaming of policies and planning in all ministries. However, there is a substantial lack of experience and understanding of this policy within the Ministry of Labour, leading to less opportunities and unequal rights for women on the labour market.
<b>Quality of project design</b>	The design of the project is somewhat unclear. During the course of the implementation the change project has been more closely coordinated with initiatives of the ILO, not least the work of ILO around decent work. ILO has also been sponsoring some training for key persons of the project, and has supported in the setting up of a gender unit at the Ministry of Labour
<b>Quality of project report</b>	The report is made after approximately half the project. It outlines potential activities, and possibilities of cooperation with the ILO. There is no activity plan, work plan or budget.
<b>Findings from the field visit</b>	
<b>Date of visit</b>	July 7, 2015
<b>People met</b>	Nordestina Felicidade Sithole (participant),
<b>Findings /observations</b>	<u>Dissemination and use of project:</u> The main outcome of the project was the setting up of a gender unit (headed by the participant) in 2012, after which awareness-making sessions and training was carried out in all provinces for the Ministry staff. This in its turn lead to the appointment of one person as focal point for gender mainstreaming issues for the Ministry in each of the provinces. The recent restructuring of the Ministry (which has expanded to become the Ministry of Labour, Employment, and Social Security) has meant the gender unit is being abolished, and that gender issues

	<p>now will be incorporated in the work of the new HRD division. Whether this will be positive or negative remains to be seen.</p> <p><u>Learning value of project:</u></p> <p>The participant expressed great satisfaction of the training – she gained a lot of experience, not least when it comes to gender mainstreaming on the labour market.</p> <p><u>Funding:</u></p> <p>The funding of the project has been scarce, but manageable. The Ministry has covered the salaries of the gender unit staff, and has also provided means for traveling to the different provinces. The participant and her colleagues of the gender unit have had to encourage the provincial agencies of the Ministry to cover training costs (premises, refreshment/lunch etc. to the participants) which has worked out in almost all cases.</p> <p><u>Mentoring:</u></p> <p>The participant was very content with the support from the mentor (Elisabet Montgomery from the Employment Service in Sweden)</p> <p><u>Others:</u></p> <p>An observation is that the idea of gender mainstreaming is still seen as “someone’s” work (a focal point, a gender unit, etc.) and not something that should be embedded in the day-to-day work of all ministry staff. There is some resistance for the gender mainstreaming work – not least from male colleagues.</p>
--	---

## Change project No 3 (CP 3)

<b>Name of project</b>	Oupokolo Brick making project
<b>Country</b>	Namibia
<b>Name of participant</b>	Abraham Shatimwene Ndinomuwa
<b>Institution</b>	Ministry of Labour and Social Welfare, Chief employment officer
<b>Programme round</b>	Program 1
<b>Objectives</b>	The overall objective of Oupokolo bricks project is to provide improved housing and forest conservation to the surrounding communities.
<b>Results expected</b>	The project aims at achieving the following by 2015: <ul style="list-style-type: none"> <li>• Improve housing condition of the community;</li> <li>• Improve forest conservation;</li> <li>• Improve employments of opportunity in the surround</li> </ul>
<b>Description / rationale</b>	The aim of the business is to make and supply the 20 flood prone villages surrounding the project including clusters of schools with affordable and quality bricks and blocks.
<b>Quality of project design</b>	<ul style="list-style-type: none"> <li>• The project is intended to generate employment but it is not judged as feasible as it relies on massive injection of government funds into a private venture run by a civil servant (the participant)</li> <li>• The project does not seem to have a strong employment related rationale – it is a private project run by the participant but without sufficient capital to get started.</li> <li>• It is puzzling that this project was approved as being suitable by the course organisers.</li> </ul>
<b>Quality of project report</b>  <b>(evidence of results)</b>	<p>The report is not well organised or strategic.</p> <p>It is recommended that the employment services division should play a major role in facilitating securing of funding from funding institution and it further argues that “government resources (transportation, equipment, stationary) through the approval of the management [should be] utilised for the advancement and achievement of the objectives of this project”. This seems to be against normal government practice and it is not clear how it is related to the objectives of the ITP and might even be contradictory.</p>



## Change project No 4 (CP 4)

<b>Name of project</b>	Youth in Action
<b>Country</b>	Kenya
<b>Name of participant</b>	Jane Njiru
<b>Institution</b>	UPEO Consulting (in cooperation with Ministry of Labour)
<b>Programme round (year)</b>	2011
<b>Objectives of the project</b>	<u>Overall objective:</u>
<b>Results expected</b>	<p>To empower the out of school unemployed youth through green business development for self-sustenance from the informal settlements of Nairobi County.</p> <p><u>Specific Objectives:</u></p> <p>To increase integrated and sustainable work skills for out of school unemployed youth from the informal settlements of Nairobi County by developing new skills in green businesses in Nairobi County</p>
<b>Description / rationale</b>	<p>There are various government efforts to assist the youth through the Youth Fund who have offices throughout the country. However, these youth lack business and technical skills ,and mentorship to perform profitable businesses leading to closure within the first year of the undertaking. Accessing the credit also takes too long and the youth who are adventurers opt for other quick alternatives which sometimes lead to anti-social behaviours.</p> <p>Going green has become a worldwide initiative to “save the world” or to least “to better the world”. This has been achieved by starting up small businesses which use organic and natural products, save (energy, fuel and water), advocate for tighter protection against emissions and are environmentally responsible in sourcing for the supplies.</p> <p>The project seeks to combine these two issues and train unemployed youth to open their own businesses in the “green energy” area.</p>
<b>Quality of project design</b>	The project is well designed, with clear objectives, and a set of activities leading underpinning these short- and long-term objectives. Coordination and cooperation has been sought with other relevant organisations, such as the Employment Service under the Ministry of Labour, Africa Youth Trust, and other NGOs supporting youth employment. Results seem very positive: 85% of the trainees have opened their own business in briquette and energy saving cooking stoves sales. The market was secured during the training through agreements with whole sale traders.
<b>Quality of project report</b>	The report is well written, and include all main features; an overall description of the project, a narrative of the activities, result follow-up, a budget, problems encountered and a risk assessment, and recommendations for future activities.
<b>Findings from the field visit</b>	
<b>Date of visit</b>	July 4, 2015

<b>People met</b>	Jane Njiru, participant (UPEO Consulting)
<b>Findings /observations</b>	<p><u>Dissemination and use of project:</u></p> <p>Under the change project a total of 30 young unemployed persons were trained. 85% of them later opened their business. Training took place in 2012, and the participant has after that had regular contacts with the trainees – a majority of them is still in business. In 2015 two new groups are being trained, with support funding from the World Bank and in co-operation with the Ministry of Devolvement. There is a high potential for further dissemination, both in rural and urban areas, since the training is tightly connected to concrete business opportunities in the energy briquette field – such energy briquettes can be from a wide range of “hard waste”, such as scrap paper, nutshell from special nuts, etc.</p> <p><u>Learning value of project:</u></p> <p>An important lesson is that training in technical skills and business development skills is not enough. This training also must be accompanied by “soft skills”, in particular inter-personal skills.</p> <p><u>Funding:</u></p> <p>Funding was an issue throughout the project. The participants managed to find two major sponsors, the Africa Youth Trust, and the international NGO, GVPE International, which both contributed by giving training in business skills and technical skills respectively. The fact that prior to the training an agreement had been made with wholesale traders about purchasing the production of the newly established businesses, made some of the participants prepared to cover otherwise necessary costs, such as costs for lunches, etc. during the training, themselves.</p> <p><u>Mentoring:</u></p> <p>The mentor, from the Swedish Employment Service, was not always available, and was also not very familiar with the regional (let alone Kenyan) context.</p> <p><u>Others:</u></p> <p>Although the informal sector is much bigger than the formal sector in Kenya the trend is an increased formalisation of business. Two things seem to have enhanced this trend: a) Registration of new businesses has become much easier, and much more transparent since this nowadays can be made almost entirely online; b) the Government has decided that at least 30% of all services and goods procured through public procurement should be provided by businesses organised by vulnerable groups, including youth and women. To be able to take part in tendering for public contract, the company or organisation needs to be formally registered.</p>

Change project No 5 (CP 5; corresponding to project No 6 in the inception report)

<b>Name of project</b>	<b>Human resource and organisational development of UTT</b>
<b>Country</b>	Tanzania
<b>Name of participant</b>	Steria Sanga, principal human resource and administration officer
<b>Institution</b>	Unit Trust of Tanzania
<b>Programme round</b>	Programme 4
<b>Objectives</b>	<p>Overall objective: to improve Human Resource Policies/Processes in compliance to the parent Acts or Best practice for improvement of Organization performance and staff welfare</p> <p>Specific objectives:</p> <ul style="list-style-type: none"> <li>• The existing Human Resources Policies/processes at UTT reviewed, Identified weaknesses improved and other missing core processes developed;</li> <li>• UTT Organization Structure and Schemes of Service reviewed and new document developed as per business requirement and best practice;</li> <li>• System for assisting job seekers with written application to UTT developed including connecting them to Tanzania Public Employment service for support.</li> </ul>
<b>Results expected</b>	<ul style="list-style-type: none"> <li>• UTT Human Resource Policies reviewed and approved by the Board of Trustees for Implementation.</li> <li>• Existing human resource processes reviewed and missing core processes developed.</li> <li>• UTT Organization Structure and Schemes of service reviewed as per business requirement and best practice.</li> <li>• Staff performance Management System developed and mainstreamed.</li> <li>• UTT staff Training and Development programme for the years 2011/12 and 2012/13 developed.</li> <li>• Process of Issuing and approving Loans to staff improved.</li> <li>• Confidential and Open files for staff opened and minimum required Documents filed.</li> <li>• Staff recruitment procedures and Induction programme developed.</li> <li>• Electronic system for staff attendance established.</li> <li>• Support to job seekers with written application developed and link between UTT and TaESA developed.</li> </ul>
<b>Description / rationale</b>	The rationale of the project was to add to the body of knowledge about the impact of improvement of human resources policies/ processes which could benefit those organisations involved in labour market issues. This would help Government Officials and interested partners to better design and implement projects.

	<p>The project makes good sense for the UTT and by accounts was quite successful and has had an impact. However, it is not immediately clear if implementing improved HR systems in an individual lending organisation serves the main purpose of the course. There is a spin off benefit in that UTT is now better able to respond to job seekers and also better able to enhance the skills and productivity of their own employees. Because the project was well embedded in the ministry of public service management there is a prospect that the policies and documents and experience gained could be replicated elsewhere. IT is also noted that job seekers were pointed to the Tanzania Employment service Agency (TaESA) and in this way the agency became better known.</p>
<b>Quality of project design</b>	<ul style="list-style-type: none"> <li>• The project was designed to be fully integrated into the UTT management process</li> <li>• It was noted that: “One of the main target of the candidate under this project of change was to improve UTT HR processes for improvement of staff welfare and organization performance, but the candidate ended up in establishing new processes since there were no any core HR processes established before”. It is puzzling that this was not foreseen.</li> <li>• The main issue is whether the project has a wider relevance beyond the internal processes of UTT</li> </ul>
<b>Quality of project report</b> <b>(evidence of results)</b>	<ul style="list-style-type: none"> <li>• The activities planned were undertaken</li> <li>• The project report is comprehensive and the project appears well executed. The main concern is the overall relevance and the extent to which the improvements made in UTT will have any influence beyond UTT.</li> <li>• IT was noted that the course organisers should co-finance the project which could indicate that the project went ahead without sufficient financing (although in this case it was still largely successful)</li> </ul> <p>Results achieved</p> <ul style="list-style-type: none"> <li>• Out of five HR policies presented for review; Three (3) were approved by the Board and the remaining two were deferred due to technical problems. The approved policies are those mentioned under section 2.2.1. One of the deferred policies was UTT Schemes of Service and Organization Structure; which was deferred by the Board due to restructuring exercise going on. According to the Board restructuring is supposed to be incorporated.</li> </ul>

## Change project No 6 (CP 6)

<b>Name of project</b>	Democratic Workers' participation and employment standards in the role of poverty alleviation
<b>Country</b>	Tanzania
<b>Name of participant</b>	Albin Chami-Msuri
<b>Institution</b>	The Commission for Mediation and Arbitration
<b>Programme round (year)</b>	2014
<b>Objectives of the project</b>	<p><u>Overall objective:</u> The project aims to evaluate democratic workers' participation and effort on alleviating poverty and rate of improvement of workers' social economic and psychological hardship through the equipping of workers and employers with relevant knowledge and skills.</p> <p><u>Specific Objectives:</u> To assist employers, employees associations, employees trade unions and other interested stakeholder to make better use of the institution, the CMA's resources and services</p>
<b>Results expected</b>	
<b>Description / rationale</b>	For more than five decades, Tanzania has been struggling to manage and control the state of industrial relations. A potential impact of vague industrial relations is undemocratic workers' participation and indecent labour standards which causes wide spread suffering among individuals, trade unions, employers and professional associations and other communities across the country. Efforts to promote employment standards and decent jobs are incomplete and fail to bring meaningful and valuable stakeholders participation at the enterprises level. This also fosters a surrounding of negative culture towards the participation of women in decision making. The project for change emphasizes to encourage more support for women to participate fully in decision making structure throughout the country.
<b>Quality of project design</b>	The project seems well design; a baseline study which at the same time analyses the interest of different work places and worker groups to take part, training of facilitators, and after that training in the form of study circles for groups, which revealed an interest during the baseline study. A follow-up system is in place to evaluate the results of the training.
<b>Quality of project report</b>	The report is not built up very logically. The description of background/rationale and project objectives is mixed with paragraphs on current legislation and to what extent the legislation is known and taken in consideration, as well as with sections on how to conduct different activities such as the study circles.
<b>Findings from the field visit</b>	
<b>Date of visit</b>	May 27, 2015
<b>People met</b>	Albin Chami-Msuri (participant)
<b>Findings /observations</b>	<p><u>Dissemination and use of project:</u> The Commission for Mediation and Arbitration was fully aware of and</p>

supportive to the project. During the course of the project some of the contents were changed and actually shaped up to become more concrete; a revised action plan focusing on freedom of expression, freedom of association, and mutual respect became concrete dimensions for studies. At the same time in retrospect the project tried to grasp over too many issues – literally all areas of social dialogue, such as wages, work relationship, social service, etc. Nevertheless the CMA plans to continue with the study circles and expand the outreach to more work places as a result of the change project

Learning value of project:

The participant is very content with the training session in Sweden and has broadened his experience to different fields of employment policy, not least to active labour market measures. Networking with other participants from Tanzania as well as from other countries was – and continues to be – very useful.

Funding:

Funding has so far not been a problem – the project has been entirely covered by the CMA, and future dissemination and replication is also foreseen to be funded by the CMA

Mentoring:

Adequate. The mentor was helpful, but not proactive.

## Change project No 7 (CP 7)

<b>Name of project</b>	Establishment of Incubation Centres/Clusters in three VETA centres
<b>Country</b>	Tanzania
<b>Name of participant</b>	Enoich Kibendela, Director
<b>Institution</b>	Vocational Education and Training Authority, VETA
<b>Programme round (year)</b>	2013
<b>Objectives of the project</b>	<u>Overall objective:</u>
<b>Results expected</b>	<p>To incubate VET graduates for nurturing their skills, knowledge and attitudes into business enterprises.</p> <p><u>Specific Objectives:</u></p> <p>The specific objectives of VET Incubation Centres are:</p> <ul style="list-style-type: none"> <li>a) To form cluster of occupations (for VET graduates) for providing internship and linking VET graduates' skills with world of work;</li> <li>b) To groom VET graduates to become technical entrepreneurs within their specialization;</li> <li>c) To pro-actively identify and support innovative and entrepreneurial ideas of VET graduates.</li> <li>d) To promote technology/Research and Development ideas from industries or individual for developing and commercialization</li> </ul>
<b>Description / rationale</b>	<p>Currently, most graduates from different technical institutions including VETA centres find difficult in getting employment in the formal sector. According to tracers study report 2010 done by VETA, about 67% of the VET graduates were employed in their informal sector after one year. The report further mentioned that graduates find difficult in engaging into self-employment due to lack of capital, space, facilities, recognition and capacity to undertake projects. Furthermore, ability to effectively link with entrepreneurs and VET skilled persons are another challenges facing VET graduates.</p> <p>Using VET Incubation Centres is among the strategies envisaged to address the above challenges facing graduates</p>
<b>Quality of project design</b>	The project is unusually well designed; the design is a result of a workshop conducted by the participant within his organisation upon his return from Sweden. During the workshop, the project was finally formulated, the structure was laid out, and a concept note was initialised; this concept note was later finalised and in parallel financing from the recurrent budget of VETA was secured
<b>Quality of project report</b>	The project report is very well written, and includes the concept note and a report from the internal workshop when the

	project was designed. The report also includes a risk assessment, and a clear plan for the further work.
<b>Findings from the field visit</b>	
<b>Date of visit</b>	May 26, 2015
<b>People met</b>	Enoch Kibendela, Director (participant)
<b>Findings /observations</b>	<p><u>Dissemination and use of project:</u> The project implementation has followed the foreseen work plan and is now at its final stage; the incubation centres are established and the staff which will be in charge of the centres are now being trained. It is foreseen that VET graduates willing and interesting to start their own business can apply to the centre and will be supported minimum 6 months, and maximum 2 years. A levy of 2% of the income once generated is being charged during the incubation period. The initial interest has been big, and VETA foresees to disseminate the experience to most of its other app 30 training centre after the pilot period (2 years) has been evaluated.</p> <p><u>Learning value of project:</u> The main value has been to learn how to develop projects in a structured way, using RBM, SMART techniques, etc. This has been very important and useful for the participant, who has started to apply this throughout his directorate.</p> <p><u>Funding:</u> Funding from the recurrent VETA fund (105, 000 USD) has been secured for the change project. Once the incubators are operational, the running costs will be covered by VETA, and a levy of 2% of the income of the trainees' business will be charged</p> <p><u>Mentoring:</u> The participant is happy with the support given by the mentor.</p>



Change project No 8 (CP 8; corresponding to project No 11 in the Inception report)

<b>A. Name of project</b>	Forum about Youth and Employment in Tanzania
<b>Country</b>	Tanzania
<b>Name of participant</b>	Rony Mwela, Executive Director
<b>Institution</b>	The Youth Development Trust YOUDETRU (NGO)
<b>Programme round (year)</b>	2013
<b>Objectives of the project</b>	<u>Overall objective:</u> Reducing unemployment and alleviate poverty among young people in Kigamboni ward
<b>Results expected</b>	<u>Specific Objectives:</u> i. Mobilizing youth into economic viable projects ii. 500 youth empowered through various skills training for employability by the end of 2014 iii. 3 demonstration economic projects involving 500 youth established by the end of 2014 iv. 200 youth engaged in drug abuse, sex work and, child labour counselled and supported by the end of 2014
<b>Description / rationale</b>	Many young people in Tanzania are vulnerable on various social and economic issues. The location of Kigamboni ward which is close to Dar es Salaam harbour makes the area especially prone to youth deviants. Unemployment rate is very high in the area which cause many young people to roam around and engage themselves in drug abuse, petty robberies and prostitution. A rapid assessment conducted in November and December 2011 indicated a presence of around 4000 jobless young people in Kigamboni ward. This assessment suggested a need for intervention involving counselling services, life skills training and, for youth initiative economic projects.
<b>Quality of project design</b>	The project is well designed; the objectives are clear, measurable but very ambitious. Foreseen activities underpin the objectives; there is a well-developed logical framework with quantitative and qualitative indicators, a detailed budget and a concrete work plan, provided that funding can be secured.
<b>Quality of project report</b>	The project report is well developed. It cannot be seen as a final report, since it is written just at the start of the project; there is therefore nothing in the report about the actual implementation of the project, but rather on its elaboration.
<b>Findings from the field visit</b>	
<b>Date of visit</b>	May 27, 2015
<b>People met</b>	Rony Mwela, Executive Director (participant)
<b>Findings</b>	<u>Dissemination and use of project:</u>

<b>/observations</b>	<p>At the time of the meeting the project had started to be implemented; the implementation has been delayed compared to the original work plan due to difficulties to raise sufficient funding. So far the activities have centred around mobilisation of youth and start of some counselling.</p> <p><u>Learning value of project:</u>          Since the NGO, which the participant represents was established as late as 2012, the training has been highly useful and has boosted the initial activities of the NGO. In his capacity as executive director the participant has had ample opportunities to apply the new knowledge and experience acquired during the training programme. The networking has been very useful, not least for starting the fund-raising for the change project, which is one of the highest priorities of the NGO.</p> <p><u>Funding:</u>          Funding has turned out to be a bigger problem than originally foreseen. The cost for the quite ambitious outreach goal is assessed to 128 000 USD; it has turned out to be a real challenge to raise such an amount of money. So far, some of the money has been raised, not least thanks to support from other organisations, which the participant has entered into contact with thanks to the training programme.</p> <p><u>Mentoring:</u>          The participant is very content with the work of his mentors (from SIPU)</p>
----------------------	---

Change project No 9 (CP 9; corresponding to project No 12 in the Inception report)

<b>Name of project</b>	Improving quality of labour market information to improve social policies
<b>Country</b>	Vietnam
<b>Name of participant</b>	Chu Thi Lan
<b>Institution</b>	Institute of Labour Science and Social Affairs, Director of the centre (under the Ministry of Labour, Invalids and Social Affairs, MOLISA)
<b>Programme round</b>	Program 4
<b>Objectives</b>	<ul style="list-style-type: none"> <li>• Development Objective: Labour market information impacts on creation of more decent work, improving labour productivity and reducing poverty.</li> <li>• Medium term objective: A labour market information system developed that provides more reliable and comparable information about the labour market and on changes of labour condition.</li> <li>• Immediate objective: Labour market indicators are consistent with international standards and are relevant for improving labour condition</li> </ul>
<b>Results expected</b>	<ul style="list-style-type: none"> <li>• A report that identifies the gaps between Vietnam labour market indicators and international standard</li> <li>• Labour market indicators are consistent with international standards and are relevant for improving labour condition</li> <li>• Publication of Labour market information (Quarter newsletter of Labour market update and report on Labour market trends of Vietnam) Dissemination of the new labour market information (Quarter newsletter and Labour market trends report).</li> </ul>
<b>Description / rationale</b>	The rationale of the project is to improve labour information. It is noted that whilst the legal framework, institution and labour market policy in Vietnam has been gradually improved, the system of labour market information has not which has constrained the promotion of matching labour demand and supply as well as well as reducing the quality of information that could support efforts on training and labour market regulation/control.
<b>Quality of project design</b>	<p>The project is well designed following a detailed LFA methodology with indicators</p> <ul style="list-style-type: none"> <li>• The participant is a key members in the MOLISA's Editorial Board of the quarterly Vietnam Labour market update and a key member in working team to develop the Master plan on Labour market information system in the period of 2015-2030. Thus the change project is highly relevant and has an excellent platform for creating long-term change</li> <li>• The project was dependent on ILO, Hanoi for funding as part of a programme of support. The project did not seem to be fully integrated into the internal budget or workplan of the centre although it was highly relevant.</li> </ul>
<b>Quality of project report</b>	The report does reflect over what was done and achieved (4 pages) but it does not use the LFA of the design e.g. no indicator results. There is

<b>(evidence of results)</b>	<p>some discussion on what was achieved and the future prospects. A one page success story was made which is virtually identical to the report. Results include:</p> <ul style="list-style-type: none"> <li>• developed and disseminated successful the new labour market information (quarterly newsletter for Viet Nam Labour market Update).</li> <li>• Dissemination workshop that received the positive feedback of policymakers, management agencies, researchers and public opinion, There were some controversial opinions about the concept, scope and reliability calculation of unemployment indicators. It was noted that the National Assembly's Economics Committee is doubtful about the unemployment rate. The method used in Vietnam fails to measure the rate of under-employed people. Therefore, the project recommended the General Statistic Office and the ILO to pilot the new method to fix those problems in the new Resolution of the 19th ICLS in 2013.</li> </ul>
------------------------------	--

Additional notes arising from Email correspondence with the participant:

**Question 1: Was the project on labour market information continued by your centre after the project stopped?**

*Luckily, after the period of pilot implementation my project with the supporting financial and technical from ILO Vietnam, MOLISA agreed our proposal and put this as our task. So that we are continuing develop the Labour market update newsletter by quarter.*

**Question 2: I noted that the project recommended that “the General Statistic Office and the ILO to pilot the new method to fix those problems (of difficulty of estimating employment rates) in the new Resolution of the 19th ICLS in 2013”; was such a new method piloted?**

*Since 2015, GSO has begun to approach and apply the new recommendations of the ILO on labour, employment, unemployment, underemployment particularly targets Labour under-Utilization, consistent with the practice of the labour market in Vietnam. This is major change for many developing countries like Viet Nam where most or many people work in subsistence agriculture with little or no engagement with the market economy. When this new concept applied, labour force surveys will measure more adequately the “market sector” unemployment (rather than hide it by the existence of the large subsistence agriculture), and help capture the true extent of underutilized labour in the economy.*

**Question 3: If a new method was piloted, what was the result. Do you believe that Vietnam as a result of the project has a better labour market information? If so, what evidence would you present to demonstrate that?**

*GSO has changed some of the questions in the LFS questionnaire to achieve this goals. But it takes time to implement, analyse and present the result follow the new recommendations. Anyway, I believe that Vietnam will has a better labour market information step by step. Questions about income, social insurance participants in the questionnaire before 2015 only for wage worker, however, since 2015, this question has been applied to all the different groups of workers, not only for wage worker group but also for self-employed, household worker, employer, member of collective groups. This allows us to analyse the quality of employment by job status. Survey results showed that self-employed and household worker group with large share of total employment in Q1/2015 (42% and 17%) but average monthly income and social insurance participation rate were very low. It means that although the percentage of workers employed in Vietnam is quite high (98%) but very low quality jobs. Vietnam only achieve full employment without achieving decent work. Making this changes lead more and better information on LM.*

Change project No 10 (CP 10; corresponding to project No 13 in the Inception report)

<b>A. Name of project</b>	Social dialogue in the Public Administration
<b>Country</b>	Mozambique
<b>Name of participant</b>	Abilio Fazenda Muenhewaco (and Gilberta Dengo, who however left the Ministry after the training)
<b>Institution</b>	Ministry of Public Administration and Public Service
<b>Programme round (year)</b>	2014
<b>Objectives of the project</b>	<p><u>Overall objective:</u></p> <p>To give full awareness to the partners and their respective roles in a social dialogue and to create a critical mass of staff in the Ministry with knowledge on how to apply social dialogue for public administration staff</p> <p><u>Specific Objectives:</u></p> <p>Disseminate the new law on social dialogue within public administration</p> <p>Carry out leadership training in negotiation techniques and conflict resolution</p> <p>Ensure that the Ministry of Public Administration and Public Service has the right to register trade unions for public administration staff</p> <p>Well-define rules and regulations for social dialogue within the public administration</p>
<b>Results expected</b>	
<b>Description / rationale</b>	A unionization law, allowing staff of the public administration in Mozambique to be organised in trade unions. The knowledge and experience of social dialogue, how it works and what are the different roles is very low within public administration today. There is therefore a need to raise the awareness of this new legislation, and to prepare the staff for a social dialogue, in particular by identifying and training representatives for public administration staff in how social dialogue is carried out, including in topics such as negotiation techniques and conflict resolution.
<b>Quality of project design</b>	The project design is well coordinated with the latest legislative development, seems to have a relevant and realistic ambition level, and was initially fully supported by the ministry. Funding was secured internally and additional means were also sought by the Commonwealth secretariat. A positive feature of the project design is the flexibility – outreach and training volume can be adjusted in accordance with the actual amount of means secured
<b>Quality of project report</b>	The project is in the midst of its implementation and the report therefore rather reflects the intent and the initial implementation. The report is well structured but does not contain any narratives of the actual implementation, nor evidently anything about actual results.
<b>Findings from the field visit</b>	

<b>Date of visit</b>	July 8, 2015
<b>People met</b>	Abilio Fazenda Muenhewaco (participant), Ms Rosa Munguambe, deputy director of the national division for strategic management of human resources
<b>Findings /observations</b>	<p><u>Dissemination and use of project:</u>  There has been a restructuring of the public administration in the beginning of 2015, among others meaning that the former Ministry of Public Service now has been expanded to a Ministry of Public Administration and Public Service, which also has meant a significant change of management staff. The project therefore came to a temporary halt during the spring of 2015, but has now gained pace again. After the restructuring the Ministry is fully supportive of the project, which will be closely coordinated with the existing competence development system for public administration employees.</p> <p>Given that the law on unionization of public administration employees is very new, the usefulness of the project is obvious. As mentioned this has also been understood by the new ministry management, and it is therefore highly likely that the project will not only be finalised but also replicated to other ministries and public administration bodies.</p> <p><u>Learning value of project:</u>  The participant has gained much new knowledge from the training programme, not least from being able to see how social dialogue works in practice in Sweden. The Ministry is keen to see more participants in the training.</p> <p><u>Funding:</u>  Funding comes mainly from internal sources, and seems to be adequate. In addition funds are being sought from the Commonwealth secretariat. Should such funding materialise, additional activities will be added to the project.</p> <p><u>Mentoring:</u>  The participant is fairly satisfied with the mentor, but would have liked to see a more frequent correspondence.</p> <p><u>Others:</u>  Strangely enough the project has not sought cooperation with ILO, which is quite active in Mozambique. The participant has been recommended to do so, and has been given an introduction to ILO in Maputo.</p>

Change project No 11 (CP 11; corresponding to project No 14 in the Inception report))

<b>A. Name of project</b>	Tackling the Youth Employment Challenges in Mozambique
<b>Country</b>	Mozambique
<b>Name of participant</b>	Maimuna Ibraimo, Senior Planning Officer
<b>Institution</b>	Ministry of Planning and Development
<b>Programme round (year)</b>	2013
<b>Objectives of the project</b>	<u>Overall objective:</u> To support a better match between supply and demand on the labour market for young people, age 15-25, through the establishment of a Youth employment policy framework  <u>Specific Objectives:</u> Development of a research paper for providing decision makers with updated information in the unemployment sources, in particular from an entrepreneurial point of view.
<b>Results expected</b>	
<b>Description / rationale</b>	The general unemployment level is 22.5% according to an estimation made in 2013. Unemployment among youth is considerably higher. Efforts towards increased HRD are made, but there are still flaws both in the supply and the demand side of the labour market which needs to be analysed and addressed to improve the unemployment situation, in particular for youth.
<b>Quality of project design</b>	The project/research paper is well designed; based on a full understanding of the Ministry of Planning of Development it foresees that the research paper will focus on specific aspects of the supply and demand side, which according to the research hypothesis has the greatest impact on the situation of youth unemployment.
<b>Quality of project report</b>	The final report, which at the same time is the final version of the research paper is well elaborated. It includes a theoretical background, description of limitations, and a comprehensive analysis of the demand side (notably the entrepreneurial part of the labour market) and the supply side (notably the training offered by public and private training institutions, and current reforms), findings, conclusions and recommendations.
<b>Findings from the field visit</b>	
<b>Date of visit</b>	July 7, 2015
<b>People met</b>	Maimuna Ibraimo (participant), Mr Vasco Correio Nhabinde, National Director
<b>Findings /observations</b>	<u>Dissemination and use of project:</u> The research paper has been used as input to the National Youth Employment Policy, about to be approved within the nearest future. The



	<p>Ministry fully supports the work of the participant, who has started to look into the issue of minimum wages, something which will require cooperation with the Ministry of Labour, and also have a clear gender dimension</p> <p><u>Learning value of project:</u> The training programme has been very useful; the Ministry of Economy is interested in letting more staff participate in a possible future programme. The National Director pointed out that an initial seminar for managers of the institutions, providing participants to the training would be useful to ensure a full understanding and consequently full backing-up from the institutions.</p> <p><u>Funding:</u> Funding of the research paper has not caused any problem – the Ministry has covered the cost</p> <p><u>Mentoring:</u> The participant has had very good support from the mentor (Tim Greenshaw from SIPU)</p> <p><u>Others:</u> The participant wishes if possible to have the report assessed by an academician in order to be able to publish it more officially</p>
--	---



Change project No 12 (CP 12; corresponding to project No 15 in the Inception report)

<b>Name of project</b>	National Framework for Youth Employment
<b>Country</b>	Kenya
<b>Name of participant</b>	Mr Paul Okoth Oluru, Principal Youth Development Officer
<b>Institution</b>	Ministry of Labour, Social Security and Services
<b>Programme round (year)</b>	2013
<b>Objectives of the project</b>	<p><u>Overall objective:</u> Improved living standards of life of young people in Kenya.</p>
<b>Results expected</b>	<p>The youth are better able to access the labour market</p> <p>Economic growth is job centred and leading to increased employment for the youth</p> <p>Policy and institutional framework established to anchor active labour market programmes</p> <p>Youth Employment framework effectively coordinated, implemented and benefitting majority of youth.</p> <p>Youth Adopt entrepreneurial ventures as pathway for employment creation.</p> <p><u>Specific Objectives:</u> Put youth employment at the centre of macro-economic and sectoral policies.</p> <p>Establish an integrated framework for coordination, implementation and monitoring of youth employment programmes.</p> <p>Promote youth entrepreneurship as a pathway for employment creation</p> <p><u>Outputs</u> National youth employment framework document launched by June 2015 Youth employment integrated in macro-economic and sectoral policies by 2015 Guidelines for employment creation analysis developed by 2015</p>
<b>Description / rationale</b>	<p>The youth in Kenya bear the greatest burden of unemployment, with the level of open unemployment amongst the youth being about 24 per cent compared to 12 per cent for adults in 2013. This means that Kenya's unemployment challenge is a youth issue with intensity for youths below 25 years of age.</p> <p>A strong, dynamic, responsive and empowered youth is critical in catalysing and transformations envisioned in the constitution and the <i>Kenya vision 2030</i>. Therefore the government's aspirations and commitments towards increased youth employment must be anchored on sound framework that will ensure delivery of results to the youth in an expedient and efficient manner. The National Framework for youth employ-</p>

	ment seeks to guide implementation of youth targeted employment interventions by creating a unified, coherent and stable framework for development and employment of youth at national and devolved levels.
<b>Quality of project design</b>	The project is very well designed and was obviously firmly anchored within the organisation (the Ministry); the design includes a thorough stakeholder analysis, the setting up of a Steering committee and clearly laid out objectives, activities, budget and work plan.
<b>Quality of project report</b>	The report is well written, This is actually not a final report – it is dated December 2014, but the project plan stretches until June 2015. The report therefore include a thorough description of the project, including a logical framework, but lacks a narrative part.
<b>Others</b>	There is evidence that the project was carried out exactly to the plan. The youth framework strategy elaborated under the project was approved in June 2015.

## Change project No 13 (CP 13)

<b>Name of project</b>	Youth Employment Initiative
<b>Country</b>	Kenya
<b>Name of participant</b>	Ouku Erustus Festus, programme manager
<b>Institution</b>	Africa Youth Trust (parastatal organisation)
<b>Programme round (year)</b>	2013
<b>Objectives of the project</b>	<p><u>Overall objective:</u> facilitating improved youth access to the labour market. Labour market includes both formal and informal sector noting particularly that most Kenyans earn their living in the informal sector.</p> <p><u>Specific Objectives:</u></p> <p>1) Encourage and strengthen cooperation between youth organisations and relevant stakeholders at the labour market in the delivery of youth employment creation services. In achieving this, advocacy activities towards youth employment opportunities and conditions are being strengthened</p> <p>2) Increase knowledge and skills of young people on employment /entrepreneurship possibilities and support the youth in entering the labour market through capacity building of youth, youth organisations.</p>
<b>Results expected</b>	
<b>Description / rationale</b>	As in many countries in the region and globally, youth unemployment is becoming an increasing problem in Kenya. Annually, 800 000 young people leave the school system. Of these, 50 000 find employment in the formal sector. The rest are either working in the informal system or are not working at all. Finding employment opportunities in Kenya for youth very often means finding opportunities for self-employment or creating small businesses. The project supports young graduates and unemployed to become informed about the opportunities there are for support for employment, self-employment and for opening small businesses. In addition the project seeks to improve the employability of youth through training in employability (soft) skills.
<b>Quality of project design</b>	In general the project design is good; the participant has used the network of his organisation African Youth Fund to reach out to a high number of unemployed youth (more than 5 000) through different information activities. In the same way, more than 800 young people have been identified through the network of AYF – i.e. through other organisations - for training in employability skills (400) and in business skills (410). The project includes a steering committee, and also has a system of following up results, although the report unfortunately does not contain much about this (see below). Thus, it seems that although ambitious to its quantity the project has actually been designed in a realistic way, with clearly defined objectives, and relevant

	<p>activities.</p> <p>A weak point (also recognised by the participant) is the lack of a component of “guidance” in between the information activities and the training. This has meant that not all the young people taking part in the training has actually in the end been willing or interested in pursuing the ultimate goal: to open an own business.</p>
<b>Quality of project report</b>	<p>Considering the relatively well structured project design, the project report is fairly short. Results are reported, both how many young people were reached, how many were trained, although it is too early to look at more outcome-related results, i.e. how many of the trained youth actually started and managed to sustain a business.</p>
<b>Findings from the field visit</b>	
<b>Date of visit</b>	July 1, 2015
<b>People met</b>	Ouku Erustus Festus (participant), Annette Larsen, Forum for International Cooperation
<b>Findings /observations</b>	<p>Since the training and since the carrying out of the change project, the participant has left Africa Youth Trust and has started to work for the international NGO Forum for International Cooperation (FIC) funded through Danish means.</p> <p><u>Dissemination and use of project:</u> FIC upholds a close cooperation with AYT and the participant has therefore been able to follow the development in the organisation after the change project. Furthermore, the training programmes, developed under the change project is being used by FIC. FIC works through support to different youth organisations to encourage entrepreneurship development (of which AYT is one) and through support to trade unions to foster decent work. FIC is well aware of the change project and as mentioned is utilising the developed training programme.</p> <p>The training programmes have also been used in another change project by the Kenyan employment service (see separate report, meeting with Mary Odhiambo).</p> <p><u>Change:</u> Since the nature of the project was very hands-on the changes to be seen lies in the continued use of the training programmes developed. So far however, no real follow-up of the long-term result of the training has been made.</p> <p><u>Learning value of project:</u> The participant is very content with the training, both content-wise and also for the opportunity is has given to networking within Kenya.</p> <p><u>Mentoring:</u> The mentoring was adequate – not top, but also not very bad. The mentor was given from SIPU.</p>

Change project No 14 (CP 14; corresponding to project No 16 in the Inception report)

<b>A. Name of project</b>	Youth Entrepreneurship training
<b>Country</b>	Kenya
<b>Name of participant</b>	Mary Odhiambo, Director Employment Center, Senior Employment Officer,
<b>Institution</b>	Ministry of Labour, Social Security and Services
<b>Programme round (year)</b>	2013
<b>Objectives of the project</b>	<u>Overall objective:</u> Increased income generation of youth; increased number of sustainable new businesses opened by youth
<b>Results expected</b>	<u>Specific Objectives:</u> Implementation of training programmes, which can further be disseminated Training of 50 young people in entrepreneurial skills
<b>Description / rationale</b>	The project targets youth in one district (Embakasi) of Nairobi. The employment service is currently struggling with a decreasing number of vacancies, much due to an increasing use of manning companies, which to a large extent is preferred by the Kenyan employers. At the same time an increasing number of young people (currently 800 000 per year and rising) enters the labour market. The Government is therefore encouraging programmes to support business and entrepreneurship development for (unemployed) youth.
<b>Quality of project design</b>	The project seems well designed; there are clear objectives, indicators for measuring the output and outcomes, assumptions and risk assessment. A steering committee was established to oversee the work, and reports were regularly submitted to the steering committee and the Swedish Employment service. A specific plus is the coordination and cooperation with one other change project carried out under the ITP. It also utilises the micro-loan system existing for youth entrepreneurship.
<b>Quality of project report</b>	The report is well elaborated and comprehensive. It gives a good view both of the achievements and of the problems encountered, and includes annexes such as lists of participants, lists of youth groups contacted, etc.
<b>Findings from the field visit</b>	
<b>Date of visit</b>	July 2, 2015
<b>People met</b>	Mary Odhiambo (participant), Eric Tabu Okongo, employment officer
<b>Findings /observations</b>	The state employment service is struggling with a number of problems: distrust from the employers, difficulties to reach out to the informal sector, competition by private manning companies, and not least a very modest financing. The employment centre where the participant Mary Odhiambo works covers the Embakasi area of around 1 million citizens. The total number of staff in the employment centre is 2, including Ms

Odhiambo. The equivalent rate in Sweden and similar EU countries would be at least 1 000 employees per 1 million inhabitants. Needless to say, very little can be achieved by the employment centres. Nevertheless, the change project was possible to carry out thanks to good networking. By using the contacts with a number of youth groups, a total of 50 young people (around 3 from each youth groups) were trained in business and entrepreneurial skills. The programme used was the same, as elaborated by another participant (Oukus Festus, working at the African Youth Trust). In this way the training could be done cost-efficient and with good possibilities for further dissemination. The main idea of using the youth groups is that these groups can – as a collective – receive loans (between 500 USD – 1200 USD) from the state organisation Young Entrepreneurs Enterprise. The groups can then give loans on an individual basis, and the loans are paid back by the individual directly to YEE. This is a clever way of putting a pressure on the individual to repay, since the entire youth group otherwise will suffer.

Dissemination and use of project: The training has had direct use, since a majority of the trainees managed to open their business (thanks to the training and the possibility to obtain loans as described above). The participant has made several visits to the former training participants and their newly established businesses, which are all in the same district. Dissemination is done in two ways: the participant has presented the project to a number of her colleagues in other districts, and encouraged them to carry out similar training. Dissemination is also being done in cooperation with the fellow ITP participant Oukus Festus to other youth organisations.

Learning value of project:

The training in Sweden and the support during the elaboration of the change project has been very helpful. The participant mentioned that she probably is up for promotion later this year, thanks to the fact that her CV has been strengthened through the training.

Funding: During the planning stage of the change project, the participant was promised funding, and a specific budget line was even introduced to the budget of the employment centre. However, this promise was never realised due to lack of funds. The Employment Service did however support the participant with a vehicle and with fuel when using own vehicle. Although this shows a certain interest and commitment, this was not enough for carrying out the project. Therefore – much thanks to the mentor – the idea of cooperating with the fellow ITP participant emerged.

Mentoring: The mentor (Tim Greenshaw from SIPU) was a great sup-

	<p>port according to the participant. When it became clear that the financial support for the change project would be very limited from the Employment Service, the mentor came up with the idea to liaise with other ITP participants. Thanks to this, the training was possible to carry out.</p> <p><u>Others:</u> The participant mentioned that another ITP participant, Mr Caleb Okelo from the Ministry of Labour through his participation in the ITP managed to influence the New Employment Bill, which was approved by the Parliament last week of June 2015. The contribution of Mr Okolo concerned possibilities for tax exemption and wage support to employers when hiring new staff from certain vulnerable groups.</p>
--	---

## Change project No 15 (CP 15)

Name of project	<b>High competence in job preparation for university students in Phnom Penh entering labour market</b>
Country	Cambodia
Name of participant	Phoung Samath
Institution	National Employment Agency, Director of Phnom Penh Job Center
Programme round	Programme 4
Objectives	The project aims to “provide accurate information relevant to youth skill development so that opportunity to employability is maximized and produce the qualified young job seekers for the responding with demand side.”
Results expected	<ul style="list-style-type: none"> <li>• University graduates will identify the suitable career.</li> <li>• University graduates students are skilled in writing CV, cover letter and job interview.</li> <li>• Employers will get better applications from university graduate students.</li> </ul>
Description / rationale	The main rationale was to support the Phnom Penh Job Center which aims provide career guidance services to job seekers, youth, university and high school students. This was found necessary because the Center does not have the skills and resources to provide proficiency and effective services to the users such as, how to choose a right major for the university study, how to write CV, cover letter, before interview preparation, career counselling and soft skill training.
Quality of project design	<ul style="list-style-type: none"> <li>• The project takes place in a context where Cambodia does not have official strategies on employment and the labour market.</li> <li>• It was noted that most of the support was on designing projects (LFA) rather than how to implement and particularly on how to finance the project. The focus on the need to finance the project externally is an indication that it is not well embedded in the workplan and budget of the organisation.</li> <li>• It would appear that the project would be better anchored at the university career service than in the public Job Center. There is no analysis of the demand for advice from graduates.</li> <li>• The lack of resources and staff at the centre would also seem to be major factors affecting the feasibility of the project.</li> </ul>
Quality of project report	The report is light on the results in part probably because many activities were not completed. A one page project success story was written.
(evidence of results)	<p>The project was not sufficiently resourced which meant that most activities had to be dropped and to a large extent it was not implemented.</p> <p>Only some of activities related to the first out of 3 objectives were carried out. The project did not succeed in its goal and it is not clear if there has been a change or a prospect of a change.</p>



## B2 RELEVANCE OF CHANGE PROJECTS

Program	country	Change project	Project type	Relevance	
Program 1	Botswana	Improving the efficiency of the Employment Service Unit	Institutional capacity building	High	Strategic in its efficiency aims
	South Africa	The role of career advice and placement in cooperative establishment in the SA labour market	Matching and career guidance	high	Strategic and well embedded in national plans and reforms; an excellent design
Program 2	Mozambique	Building the Capacity of the Workers of the Ministry of Labour and Social Partners on Gender Integration	Policy development: ensuring integration of a gender dimension in policies and plans of the MoL and social partners.	high	Strategic with a clear and realistic aim (gender)
	Namibia	Labour Market Programme; Brick Making Project	Active labour market measures: job creation in the brick making sector	low	not strategic - individual participant business
Program 3	Kenya	Youth in action project	Active labour market measure: entrepreneurship development for youth	medium	Good link with Ministry of labour but demonstration value of the project not clearly documented
	Tanzania	Human resource and organisational development of UTT, Tanzania	Capacity development/HRD development of stakeholder	Low	limited to improving the human resource management of single organisation (Unit Trust, Tanzania)
Program 4	Tanzania	Democratic workers' participation and employment standards in the role of poverty alleviation	Social dialogue	medium	relevant but the design was too ambitious - although improved during implementation
		Establishment of incubation centres/clusters in three VETA centres	Active labour market measures; entrepreneurship development	high	strategic example of a high actively approach, good design with clear risk assessment
		Forum about youth and employment in Tanzania	Active labour market measures for youth: development of economic viable youth projects, skills training for youth, career counselling for youth	medium	Relevant but demonstration value of the project not clearly documented and budget required was not foreseen
	Viet Nam	Improving quality of labour market information to improve social policies	Data improvement: Building up a comprehensive labour market information system	high	Information and data improvement highly relevant and strategic - well embedded in current efforts
	Mozambique	Social dialogue in the public Administration in Mozambique	Stakeholder relation: social dialogue	high	Strategic and well linked to the national initiatives
		The challenges for youth employability in Mozambique	Policy development	high	Strategic and well elaborated - the rationale for the research paper is clear
	Kenya	National Framework for Youth Employment	Policy development	high	Aimed at a critical area (youth employment) high quality design

## ANNEX B – CHANGE PROJECT SUMMARY

Program	country	Change project	Project type	Relevance	
		Youth Employment Initiative project	Matching: support closer cooperation between youth organisations and labour market stakeholders	High	Highly relevant and strategic (although the implementation did not match the quality of design)
		Going Green for Health, Wealth and Employment: Feasibility study of how women living in informal sectors of Kabete can improve their lives	Active labour market measures; training and entrepreneurship development for women	high	Aimed at a critical area (youth employment) high quality design, good support to adjust approach when faced with budget issues
	Cambodia	High competence in job preparation for university students in Phnom Penh entering labour market	Active labour market measure: career guidance and soft skills training for university graduates.	low	The project was not realistic and the target group was very narrow

# Annex C People consulted

Name	Designation	Organisation
<b>Tanzania</b>		
Enoch Kibendela	Director (participant)	Vocational Education and Training Association, VETA
Rony Mwela	Executive Director (participant)	The Youth Development Trust
Veronica Moses Maro	Employment officer (participant)	Tanzania Employment Service Agency TaESA
Samwel Ami	Director (participant)	Tanzania Employment Service Agency TaESA
Albin Urban Msuri	Senior Mediator and Arbitrator (participant)	Commission for Mediation and Arbitration
Maria van Berlekom	Head of Development Cooperation	Sida, Swedish Embassy to Tanzania
<b>Kenya</b>		
Eliezer Obero	Director (participant)	Ministry of Labour
Benson Manzeni	Director (participant)	Youth Enterprise Development Fund
Florence Mbugua	CEO (participant)	Micro and small business management authority
Catherine Mutwiwa	Senior officer (participant)	Youth Development Fund
Festus Ouko	Programme manager (participant)	Africa Youth Trust
Salina Kiringo	Senior consultant (participant)	Centre for Enterprise Training
Mary Odhiambo	Director Employment Office (participant)	Ministry of Labour
Caleb Okelo	Director (participant)	Ministry of Labour
Paul Oluru	Senior officer (participant)	Ministry of Labour
Charles Ombuki	Senior officer (participant)	Ministry of Labour
Jane Njiru	Senior consultant (participant)	UPEO Consulting
Erik Tabu Okongo	Employment officer	Ministry of Labour
Annette Larsen	Programme Manager	Forum for International Cooperation
Anders Rönquist	Head of Development Cooperation	Sida, Swedish Embassy to Kenya
<b>Mozambique</b>		
Abilio Muhenewaco	Senior officer (participant)	Ministry of Public Administration and Public Service
Rosa Munguambe	Deputy director of the National division for strategic management of human resources	Ministry of Public Administration and Public Service
Joao Paolo Joque	Director (participant)	Agribusiness association of employers in the sugar section
Antonio Ernesto Muchine	Senior officer (participant)	National Institute for Employment and

		Vocational Education; the Ministry of Labour, Employment and Social Security
Jafar Buana	Assistant to the Minister (participant)	Ministry of Labour, Employment and Social Security
Maimuna Ibraimo	Senior Planning Officer (participant)	Ministry of Planning and Development
Vasco Correio Nhabinde	National Director	Ministry of Planning and Development
Sandra Maria da Costa Nobre	Senior officer (participant)	Ministry of Labour, Employment and Social Security
Antonio Bekunda	Head of department (participant)	Ministry of Labour, Employment and Social Security
Theresa Muenda	Senior officer (participant)	Ministry of Labour, Employment and Social Security
Nordestina Sithole	Senior officer (participant)	Ministry of Labour, Employment and Social Security
Anita Sandström	Head of Development Cooperation	Sida, Swedish Embassy to Mozambique
Nito Matavel	Programme Officer	Sida, Swedish Embassy to Mozambique
<b>Sweden</b>		
Joakim Josephson	Project Manager	Arbetsförmedlingen
Kerstin Engstrand	Programme Director	Arbetsförmedlingen
Nihal Hariri	International coordinator	Arbetsförmedlingen
Lena Skiöld	Project Manager	Arbetsförmedlingen
Lars-Åke Svensson	Project Director	Arbetsförmedlingen
Annika Mokvist Ugglå	Project Manager	Sida
Ingrun Hattenbach Åsalund	ITP Officer	Sida
Therese Bergström	Coordinator	Sipu
Tim Greenhow	Senior consultant, mentor	Sipu

# Annex D Documents consulted

## **Reports of Arbetsförmedlingen:**

- Progress reports year 1 and 2
- Final report year 1-3
- Proposal for ITP (2008)
- Proposal for a continuation of the ITP (2012)

## **Reports from participants:**

- Progress reports for change projects
- Final reports for change projects
- Final reports; conclusions of the ITP
- Project stories and project briefs

## **Sida:**

- Country strategies for Mozambique, Tanzania, Kenya, Cambodia, Rwanda, Uganda and Bangladesh
- Resultatstrategi för kapacitetsutveckling och utbyten 2014-2017, Sida 2013

# Annex E Methodology and portfolio analysis

## 1.1 OVERVIEW

The method and approach developed for this evaluation benefit from the knowledge and experience gained under highly successful ITP evaluations recently carried out by Indevelop. They also take into account the specificity of the ITP 288 and of the evaluation questions defined in the ToR and analysed in the previous section. The evaluation matrix is presented here:

Questions raised in ToRs	Indicators to be used in Evaluation	Methods	Data Sources	Availability and Reliability of Data /comments
<b>Relevance</b>				
1) To what extent is the programme relevant to Sida's overall policies and regulations and priorities such as poverty reduction and gender equality?	<ul style="list-style-type: none"> <li>Contribution to poverty</li> <li>Contribution to gender equality</li> </ul>	Examine the ITP design and compare against Swedish policies	Course design and Swedish policies	Available
2) To what extent has the programme been coordinated with other support?	<ul style="list-style-type: none"> <li>Has the ITP in Tanzania been considered a resource to other projects or programmes funded by Sida in Tanzania in the area of productive or decent employment?</li> <li>Coordinated with other development agencies, bilateral or multilateral?</li> <li>Coordinated with national initiatives</li> </ul>	Discuss with the embassy officials Discuss with other development agencies Discuss with national policy setting and regulatory ministries Examine evidence for cooperation in the change projects	Discussions during the result seminar in Tanzania Change project reports	available
3) Has the programme direction (active labour market policies) been considered relevant to	<ul style="list-style-type: none"> <li>To what extent is the programme's content and structure relevant for</li> </ul>	Examine the surveys done (Q1a and Q1b) Interview participants in	Surveys Discussions	Available

participating institutions, and in line with desired reform initiatives?	<p>the participants' respective organisations' needs?</p> <ul style="list-style-type: none"> <li>Have knowledge and insights gained through the programme been considered applicable?</li> </ul>	Tanzania and Mozambique		
4) Has the participant selection process led to the most appropriate participants	<ul style="list-style-type: none"> <li>What criteria have AF used to define the appropriate participants?</li> <li>How have these criteria been applied?</li> <li>To what extent have participants' technical, economic and political preconditions matched the assumptions of the programme organiser (AF)?</li> <li>Have AF's ability to assess participants' preconditions affected programme outcomes?</li> <li>How (based on what information) have such an assessment been made?</li> </ul>	<p>Examine the selection documentation</p> <p>Discuss with AF</p> <p>Consider the reasons for failed change projects (non-reporting)</p>	<p>Selection documentation</p> <p>Change projects</p>	Available (although the original project managers are often only contactable by phone)
5) What is the relevance of the change projects to the programme objectives and the likelihood that change projects lead to long-term results according to the objectives of the programme?	<ul style="list-style-type: none"> <li>How have AF made sure that participants' change projects are relevant for and contribute to the desired results of the programme?</li> <li>What type of change projects have been conducted over the five programmes?</li> </ul>	<p>Examination of the selection process and vetting of the change projects</p> <p>Discussion with the participants</p> <p>Review of the survey information (Q1a, Q1b)</p> <p>Categorise the change projects</p>	<p>Course data</p> <p>Discussion with participants</p> <p>Survey data</p> <p>Change project reports</p>	Available

**Effectiveness**

6) What changes has the ITP resulted in on individual level?	<ul style="list-style-type: none"> <li>• Have the participants' increased their awareness regarding national labour market challenges?</li> <li>• Have the participants' increased their ability to identify and analyse the role the home institution of the participants can play on the labour market?</li> <li>• Have the participants enhanced their ability to suggest and design labour market policies that support the opportunities of young persons (and/or other prioritised groups) to access education, training or employment?</li> </ul>	<p>Discussions with the participants</p> <p>Review of the survey information and participant's report</p> <p>Sample interviews with management of participants' institutions</p>	<p>Course documentation</p> <p>Interview notes</p>	Available To be developed
7) What changes has the ITP resulted in on organisational level?	<ul style="list-style-type: none"> <li>• What are the results of the participants "change projects" in the home institutions as well as in terms of policy-making?</li> <li>• Have participants been able to actively work to transform their knowledge into institutional capacity? If so, how?</li> </ul>	<p>Discussions with participants</p> <p>Review of final reports of change projects</p> <p>Interviews with representatives of home institutions</p>	<p>Course documentation</p> <p>Interview notes</p>	Available To be developed
<b>Efficiency</b>				
8) Has the ITP format for capacity building been efficient?	<ul style="list-style-type: none"> <li>• Could the format be altered for better results?</li> <li>• Presence of un-</li> </ul>	<p>Discussions with participants</p> <p>Review of survey infor-</p>	<p>Course documentation</p> <p>Interview notes</p>	Available To be developed



	necessary costs or duplication	mation (Q1a, Q1b) and participant reports  Discussions with Sida representatives		
9) Does the Swedish competency and experience in this area of expertise meet the needs?	<ul style="list-style-type: none"> <li>Has AF been able to utilise the relevant Swedish competence and resource base?</li> </ul>	Discussions with AF representatives and participants  Review of course documentation (annual reports, training schedules)	Interview notes  Course documentation	To be developed  Available
10) Does AF's own competency and capacity in this area of expertise meet the needs?	<ul style="list-style-type: none"> <li>What are the lessons learnt with regard to AF's monitoring and evaluation system, to follow programme implementation, capacity building within key institutions and the possibility of contributing to a 'critical mass' of reform agents in an institution?</li> </ul>	Review of programme documentation  Discussions with AF and Sida representatives	Programme documentation  Interview notes	Available  To be developed
11) Has AF been able to provide sufficient and relevant mentorship to participants' in relation to their change projects?	<ul style="list-style-type: none"> <li>What have been the implications of AF's decision to procure additional mentor support from a consultancy firm?</li> <li>Have the procured consultant been able to provide relevant support for change projects to reach maximum reform potential?</li> </ul>	Review of course documentation (change project reports and annual reports)  Discussions with representatives from AF, Sida, and the procured consultant  Discussions with the participants	Course documentation  Interview notes  Interview notes	Available  To be developed  To be developed
<b>Impact</b>				
12) Have participating organisations been able to affect conditions for increased employment	<ul style="list-style-type: none"> <li>Employment indicators in the targeted countries</li> <li>Views of the par-</li> </ul>	Compare the employment indicators over time (but note that there are many factors that	Employment data  Discussion with participants	Availability of participant and institutional leaders that have the insight

in a positive direction, and can this change be attributed to the ITP?	<ul style="list-style-type: none"> <li>Participants</li> <li>Change projects directly linked to employment</li> </ul>	could influence them) Discuss with the participants and the leaders of the institutions that they come from		and perspective to be able to comment.
13) Have the access to education or employment among young employment seekers (and/or other prioritised groups) been improved during the implementation of the ITP?	<ul style="list-style-type: none"> <li>Views of the participants</li> <li>Change projects directly linked to education of priority groups</li> </ul>	Discuss with the participants and the leaders of the institutions that they come from	Discussion with participants	Availability of participant and institutional leaders that have the insight and perspective to be able to comment.
<b>Sustainability</b>				
14) To what extent have change projects or other reform initiatives linked to the ITP led to sustainable change in the organisation or in policy?	<ul style="list-style-type: none"> <li>Has the programme fostered a sense of reform- or change project ownership in participating organisations and countries?</li> <li>What are the lessons learnt in this regard</li> </ul>	Views of from the surveys (Q1a, b) Discussion with the participants and the leaders of their institutions Examination of the change project reports	Surveys Discussions Change projects	Available (subject to participants and institutional leaders being available)
15) Has the programme contributed to network creation and/or improved access to existing networks (national, regional and international)?	<ul style="list-style-type: none"> <li>To what extent have participants' networking activities influenced changes in their organisation, and on the national or regional level?</li> <li>Has the programme led to continued/extended relations/contact with Sweden</li> </ul>	Views of from the surveys (Q1a, b) Discussion with the participants and the leaders of their institutions Examination of the change project reports Discussion with Swedish institutions	Surveys Discussions Change projects	Available (subject to participants and institutional leaders being available)

The first step consists in highlighting the Theory of Change (ToC) of the training programme and in applying the evaluation questions to this ToC (see figure E.1).

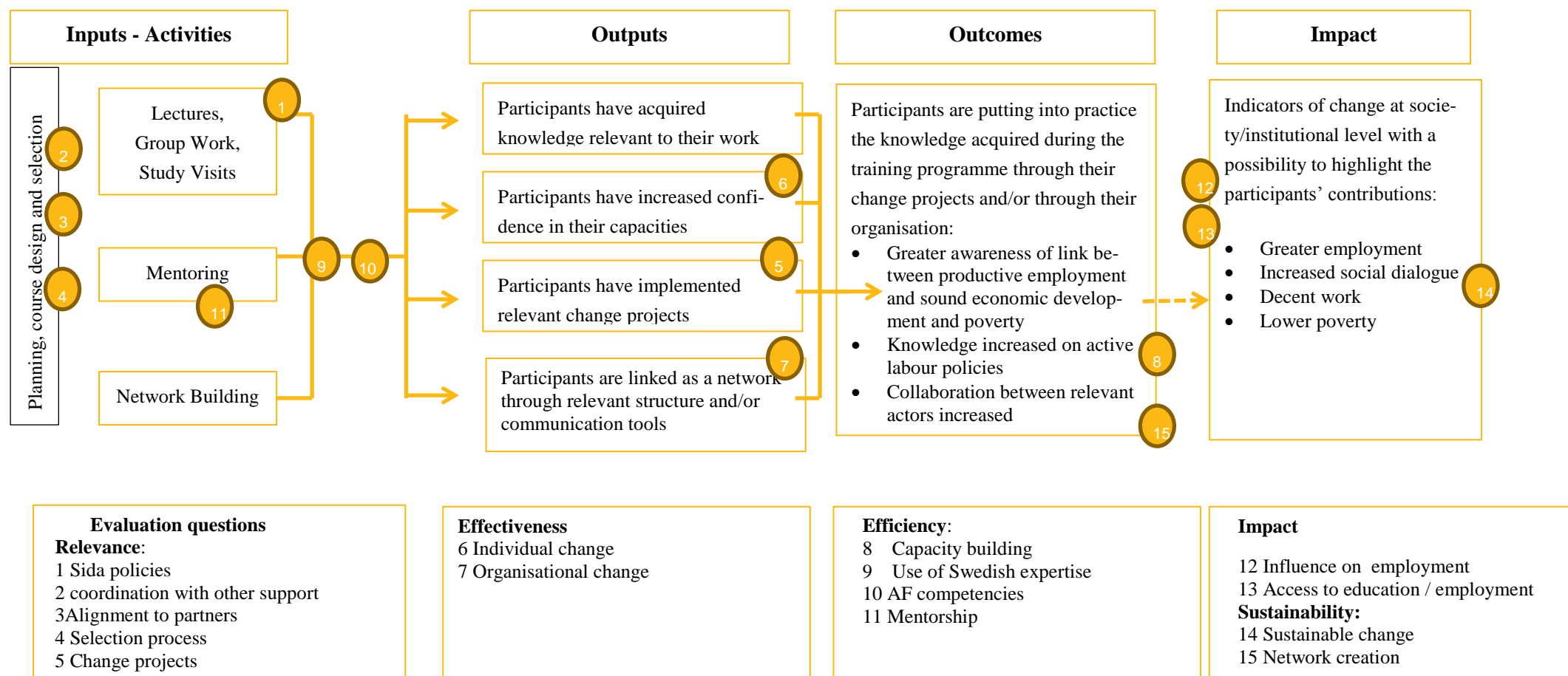
This essential step shows the links between the evaluation questions and the different stages of the chain of results. It is interesting to note the balance between the questions dedicated to the results themselves and those addressing the links between the different levels of results

(inputs to outputs, outputs to outcomes, and, finally, outcomes to impact). This step also provides information on the most appropriate data collection methods to answer the evaluation questions.

A combination of three different approaches and methods was used in this evaluation:

- Portfolio analysis
- Desk study and interviews with Swedish stakeholders (including use of participant surveys conducted by the course organisers during the training programmes)
- Country visits and participants interview/results seminars

Figure E.1 Evaluation Questions Applied to ITP 288 Labour policy Theory of Change



## 1.2 PORTFOLIO ANALYSIS

The portfolio analysis served to gain an overview of the ITP as a whole. As well as being valuable in itself, this analysis also allowed the development of selection criteria that would ensure a representative sample. In turn this supported a well-founded sampling of change projects and ensured that the findings of this sample could be interpreted against a wider consideration of all activities of the training programme.

### The programmes

Figure E.2 illustrates the ITP structure divided into five phases. The final phase is sometimes complemented by an alumni meeting.

Figure E.2 – Programme phase overview



The **first phase** initiates the programme. During this phase the AF evaluates and adjusts the content of the programme, applicants submit their applications, and participants are selected.

In the **second phase**, all participants participate in a four-week seminar in Sweden. During the seminar the participants have the possibility to exchange knowledge and experiences and they receive training through lectures, study visits, exercises and group work. Additionally the participants also have the possibility to work on their individual change projects.

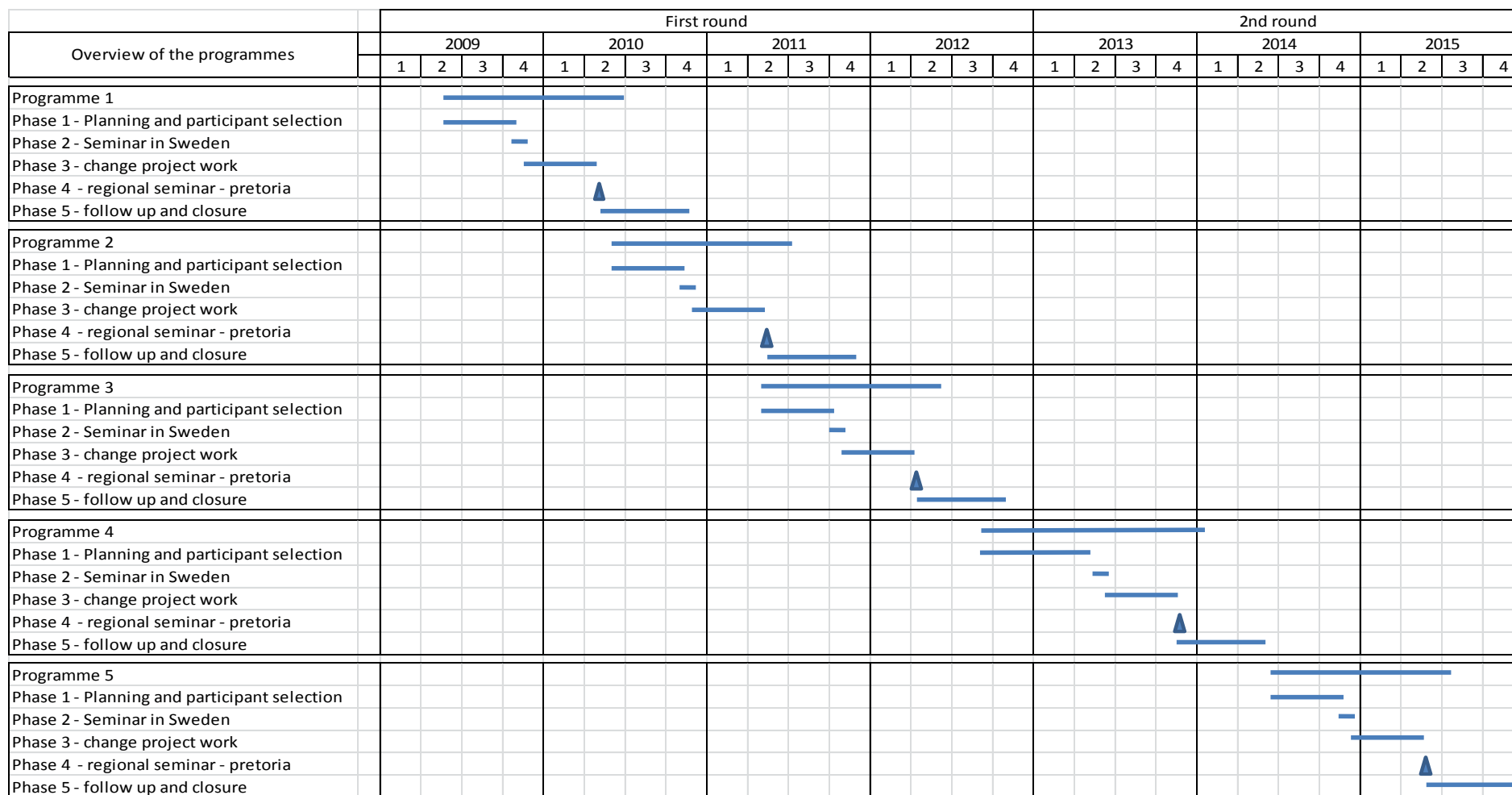
The duration of the **third phase** is normally between 6-10 months. During this phase the participants are supposed to implement their change projects in their home country.

In the **fourth phase** a one-week regional seminar is held. At the regional seminar the participants report on their change projects, they receive lectures from local or regional experts and undertake study visits. Additionally the participants have the possibility to create new networks and strengthen already existing ones.

During the **final phase** AF have contact with the participants via e-mail.

Figure E.3 illustrates the duration, placement and date of the start-up seminars and the regional seminars of all the ITP carried out in the period from 2009-2013. The red squares indicate phase two: the start-up seminars in Sweden. The ITPs have either one or two related regional seminars.

Figure E.3 Programme overview

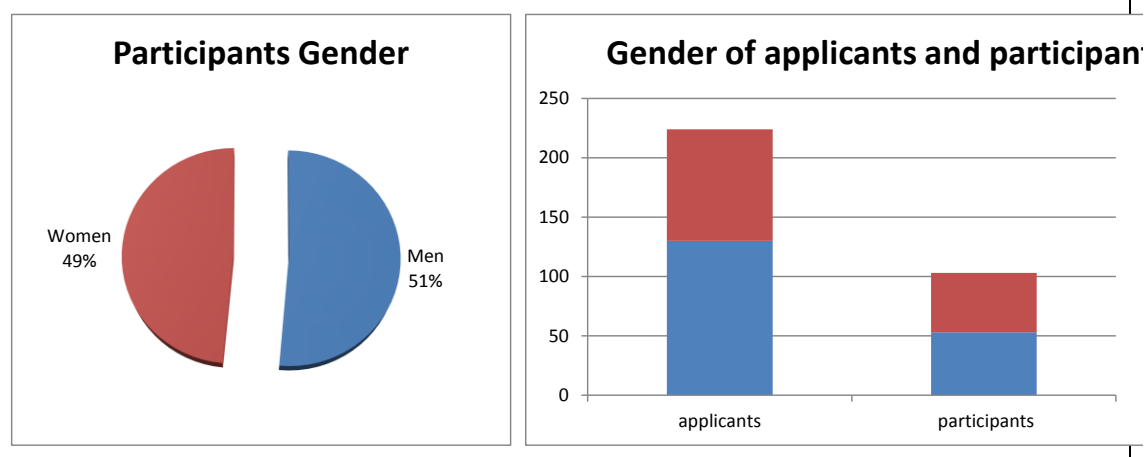


### The participants – programme 1 to 3 (first round) and programme 4 (second round)

The programme is aimed at professionals within the field of labour policy representing both public bodies (ministries and authorities), employers, trade unions and others.

The division of gender in the programme is shown in figure E.4 where 51% of participants were male and 49% female. The second table in the figure illustrates the division between the male and female applicants. In total 94 females applied to the programme and 50 were accepted, given an acceptance ratio of 53%. There were 130 male applicants where 43 were accepted, giving an acceptance ratio of 51%.

**Figure E.4 – Gender division**

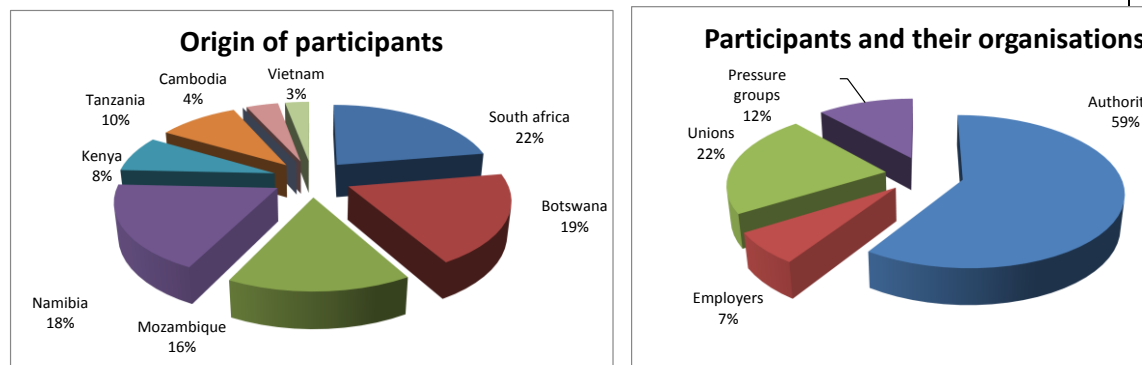


A gender balance was maintained – it needs to be examined if this was through affirmative action or through strict application of merit based selection criteria.

The programme included participants from 4 African countries during the first 2 programmes (South Africa, Botswana, Mozambique, Namibia), with 2 more countries, Tanzania and Kenya, added for programme 3 figure 3.5. In later years three countries from Asia (Cambodia, Laos and Vietnam) were also added.

Figure E.5 also shows the relative composition of participants – labour authorities and trade unions make up the majority of participants (84%); employers only 8%<sup>8</sup>.

<sup>8</sup> (Pressure groups are also shown - this is a term used in the AF documentation and refer to NGOs).

**Figure E.5 Participants – origin and their organisations**

### 1.3 DESK STUDY AND STAKEHOLDER INTER-VIEWS

There are 5 programmes which have been conducted in the period from 2009 to 2014 of a global and regional nature. For a more detailed desk review it was confirmed at the start-up meeting to select all 5 programmes. This provided insight on the evolution of the training programme. It also ensured that the information and findings on selection procedures, the course itself, the change projects, regional and alumni events that were reviewed at desk level could be followed up and verified through the field visit.

A total of 53 reports from change projects were made available to the evaluators. These reports (final reports and in some cases progress reports) stem from the four first programmes. Of these projects 16 were be selected (all projects for which there is documentation in the proposed countries to be visited – a total of 10 during the field visits, 3 in Tanzania, 3 in Mozambique, 4 in Kenya - and 5 others at desk level ) were examined. The intention as that for at least 10 of these change projects there would be an opportunity to follow up and confirm desk findings through interviews in the field.

The criteria for selection of the change projects was:

- A mix of older and newer projects – with a weighting on the older ones
- Categories of change projects. The following categories were identified:
  - Data improvement and matching
  - Policy and strategy development
  - Institutional capacity building, including staff development<sup>9</sup>

<sup>9</sup> This can also be termed organisational development.



- Relations between stakeholders/social dialogue
- Decent work/working conditions
- Active labour market measures
  - o Entrepreneurship development
  - o Training in technical and soft skills
  - o Career counselling
  - o Measures for specific vulnerable groups
  - o Others
- Others.
- Countries
- Type of institution of participants

Based on these criteria 16 sample projects have been selected. The selection is given in annex B 2. As part of the desk review, interviews were held in Sweden with Sida, with the course organisers responsible for delivery of training and others.

## 1.4 COUNTRY VISITS AND PARTICIPANT INTERVIEWS

The evaluation team visited three African countries (Tanzania, Kenya and Mozambique). These are countries which have been actively involved in the ITP and where there is likely to be focus in future ITPs. Lessons learned related to those countries would thus be useful for future ITP design. The field visit both complemented the general approach chosen for evaluating the ITP 288, but also helped identify outstanding needs and demands regarding capacity building in the labour policy sector. The evaluation team identified four categories of relevant informants: participants; supervisors of participants; Swedish embassy representatives and, direct beneficiaries.

The first category consists of the course participants. These participants were interviewed during the results seminar in Tanzania and as part of the field examination of the selected change projects. A balance was sought between authorities, trade unions, employers and NGOs as well as a gender balance.

The second category of people to be interviewed was formed by the heads/supervisors of the course participants. The purpose of these meetings was to identify and/or verify the extent to which the participation of their staff in the ITP influenced the way of working of the organisation. It was also an occasion to reflect on the conditions under which an organisational change could take place and on possible forms of collaboration between these organisations and ITP organisers for future programmes.

The third category of informants consisted of the staff of the Swedish embassies in the two countries, as well as other donors who support labour policy. The purpose of these meetings was to highlight the needs and demands and contribute to proposing strategies for recruiting future participants that take into account the priorities of each

country.

The evaluation team used different interview techniques, depending on the type of information that needs to be collected.

- *One-on-one interviews with key informants.* This method was used with ITP participants, their supervisors and with a series of representatives from organisations/institutions likely to inform the evaluation team on the needs and demands regarding capacity building in the two countries. The one-on-one interviews were conducted using a mix of forced-choice questions (mainly aiming at clarifying the role/function of the informant) and of open-ended questions aimed at collecting the perception of the informant on the possible effects the participation in the ITP has had on him/her and on their organisation.
- *Focus Group Interviews (FGI).* This method was used with ITP participants and, where possible, with the beneficiaries of the participants' change projects. The FGI was conducted using open-ended and one-dimensional questions that allowed the respondents to elaborate on the questions and build on each other's answers. This method was mainly used to assess the relevance, effectiveness and sustainability of the programme. For these three purposes, a set of questions aiming at collecting relevant information was prepared. Both one-on-one interviews and FGI used semi-structured questions. Departing from prepared sets of questions, the evaluation team also let the respondents talk about what is important to them, for instance in terms of Most Significant Changes (MSC). This approach, allowed the interviewees to bring in aspects or issues other than those planned by the evaluators – it was very useful to add qualitative information to purely structured interviews.





## Evaluation of Swedish International Training Programme (ITP) 288 ; “The Role of Labour Market Policies in Poverty Alleviation” 2009-2015

This report presents the findings from evaluation of the International Training Programme on the role of labour market policies in poverty alleviation. The programme has been organised and managed by the Swedish Employment Service (“Arbetsförmedlingen”) from 2009 to 2015. The programme targets participants from public and private institutions, as well as CSOs addressing the areas of labour market policies, active labour market measures and social dialogue. This evaluation has focused on identifying results and lessons learned, with a view to future programme development. The evaluation findings show that the programme is relevant for Sweden’s priority area of private sector development and contributes to the global and country strategy priorities of poverty reduction and gender equality, as well as the human rights based approach in that it improves the prospects for employment of youth and marginal groups. Sweden’s long tradition of working with active labour market policies and concrete actions has served the programme well. Arbetsförmedlingen has made good use of the existing Swedish resource base to further enrich the programme. Participating institutions and the individual participants have found the programme highly relevant in supporting reforms and improving labour market policies and practices. The programme has succeeded in attracting a balanced group of participants representing policy makers, employers, trade unions and others.