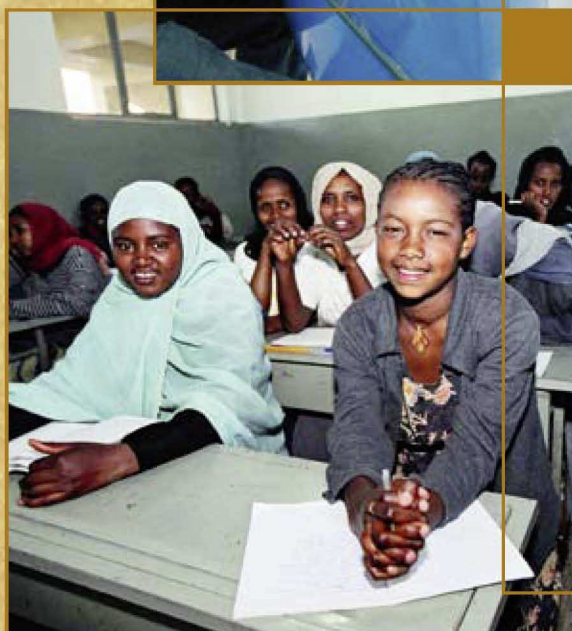




International
Labour
Office
Geneva

Independent evaluation of the ILO's strategy to increase member States' capacities to develop policies and programmes focused on **youth employment**

October 2009



EVALUATION
UNIT



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to increase member States' capacities to
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International Labour Office

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PREFACE

This final report was prepared by the evaluation team, which was coordinated by Carla Henry, Senior Evaluation Officer at the ILO Evaluation Unit. It is based on the independent evaluation carried out by international evaluation consultant William Emilio Cerritelli, in collaboration with Carla Henry. Liliana Wuffli and Karen Coulibaly, Research Assistants, conducted the country desk reviews, and summarized the portfolio review.

The evaluation exercise was launched in March 2009 under the guidance of Moucharaf Paraiso, Director of the ILO's Evaluation Unit, and with the collaboration of Jose Manual Salazar, Director of the Employment Sector. The report has benefited from helpful and constructive suggestions from numerous stakeholders within the Office. The team is grateful to United Nations agencies working in cooperation with the ILO on this issue.

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ABBREVIATIONS

ACT/EMP	Bureau for Employers' Activities
ACTRAV	Bureau for Workers' Activities
CEPAL	Comisión Económica para América Latina (Economic Commission for Latin America and the Caribbean)
DAC	Development Assistance Committee (OECD)
DDRR	Disarmament, Demobilization, Rehabilitation and Reintegration programme
DIALOGUE	Social Dialogue Sector
DWCP	Decent Work Country Programme
EAST	Education And Skills Training
EC	European Commission
EIIP	Employment Intensive Investment Programme
EMP	Employment Sector
EMP/CEPOL	Country Employment Policy (Employment Sector)
EMP/ED	Employment Sector, Executive Director's Office
EMP/POLICY	Employment Policy Department
EMP/SKILLS	Skills and Employability Department
EU	European Union
EVAL	Evaluation Unit (ILO)
FAO	Food and Agriculture Organization
GB	Governing Body
GEA	Global Employment Agenda
GYB	Generate Your Business
JPYEE	UN Joint Programme for Youth Employment and Empowerment
JOY	Job Opportunities for Youth
KAB	Know About Business
HIV/AIDS	Human immunodeficiency virus/acquired immune deficiency syndrome
HQ	Headquarters
ICT	Information and Communication Technology
ILC	International Labour Conference
ILO	International Labour Organization/International Labour Office
IOM	International Organization for Migration
IPEC	International Programme on the Elimination of Child Labour
IYEAP	Indonesia Youth Employment Action Plan

IYEN	Indonesia Youth Employment Network
LED	Local Employment Development
MDG	Millennium Development Goal
MDG-F	MDG Achievement Fund
MRU	Mano River Union
NGO	Non-governmental organization
NAP	National Action Plan (for Youth Employment)
OECD	Organisation for Economic Cooperation and Development
P&B	Programme and Budget
PES	Public employment service
PPP	Public-private partnership
PREJAL	Proyecto para el Empleo Juvenil en América Latina
RBSA	Regular budget supplementary account
RO	Regional office
SEED	Boosting Employment through Small Enterprise Development
SIYB	Start and Improve Your Business
SRO	Subregional office
SWTS	School-to-Work Transition Survey
SYB	Start Your Business
TOR	Terms of reference
TVET	Technical and vocational education and training
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
UNFPA	United Nations Population Fund
UNIFEM	United Nations Development Fund for Women
UNIDO	United Nations Industrial Development Organization
US\$	United States of America dollar
WHO	World Health Organization
YE	Youth employment
YEKSP	Youth employment knowledge-sharing platform
YEN	Youth Employment Network
YEP	Youth Employment Programme

EXECUTIVE SUMMARY

The evaluation analyses the ILO's strategy to increase member States' capacities to develop policies or programmes focused on youth employment. The thrust of this strategy is to strengthen the International Labour Organization (ILO) constituents' capacities to translate global commitments expressed in the United Nations (UN) (for making productive employment and decent work a fundamental component of economic and social policies and/or development strategies) into national action.

The evaluation addresses the relevance, responsiveness, added value, coherence, effectiveness and efficiency of ILO support, as well as internal coordination and management for youth employment in a selection of countries and at the global level. It also takes stock of the scale and content of ILO's work addressing youth employment and identifies useful lessons for future work.

The evaluation was conducted by an external lead evaluator and a member of the ILO Evaluation Unit. The methodology used included a portfolio review organized by country and drawing on project documentation, interviews with ILO staff, constituents and UN system colleagues, and six country case studies, three of which included missions to Indonesia, Liberia and Peru to assess youth employment initiatives in these countries.

Background

The youth unemployment challenge has become a growing concern worldwide. According to 2007 ILO estimates, youth made up 40.2 per cent of the world's unemployed and this rate continues to increase.¹

In many contexts, young people are also concentrated in low-skilled informal work or in hazardous forms of work that are ill-suited to their age and experience. They are affected by underemployment, insecurity, poor working conditions and low earnings that cannot lift them above the poverty line. Employment outcomes are typically worse for those formerly involved in child labour, early school-leavers, and other population groups with the least opportunity to accumulate the human capital needed for gainful employment.

Youth employment is an integral part of the Millennium Declaration, both as an important target in its own right in the Millennium Development Goal (MDG) on poverty reduction and as a key contribution to meeting other MDGs.

The ILO's youth employment initiatives fall within the broad aim of providing effective support to ILO constituents to adopt and implement employment, labour market, enterprise development and skills policies and programmes that promote decent work. The ILO approach to youth employment is built from work leading up to, and stemming from, the 93rd Session of the International Labour Conference (ILC) 2005, which called on the ILO to build upon the work already underway through the UN Secretary-General's Youth Employment Network (YEN) and the 2002 UN General Assembly resolution on "Promoting youth employment". The 2005 ILC resolution set out the main means by which to step-up ILO's technical work in support of youth employment.

ILO's approach and strategy for youth employment

Youth employment is treated as a cross-cutting concern in the ILO's Decent Work Agenda that requires integrated means of action drawing together a range of ILO programmatic tools and expertise into a

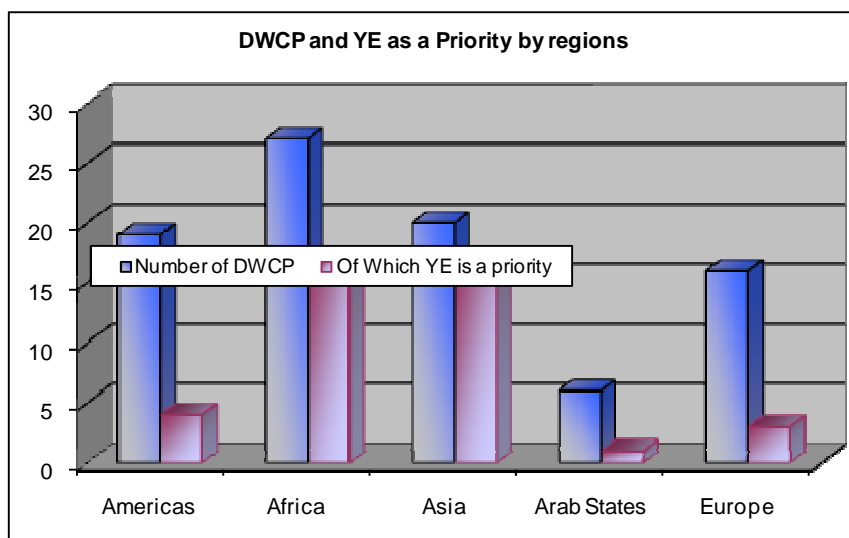
¹ Between 1997 and 2007, the number increased by 14 per cent, from 63 million to 72.5 million, according to ILO Employment Trends data, 2009.

consolidated strategy and plan of action. Since its inclusion as an outcome in the ILO Programme and Budget for 2006–07, the youth employment initiative has been integrated into the Global Employment Agenda (GEA). Its emphasis is on policy support for employment generation, economic growth and poverty reduction, and it cuts across the GEA’s 10 policy pillars. It draws on interdepartmental and inter-sectoral initiatives, field and headquarters collaboration, the involvement of constituents, and the development of external partnerships. The two-pronged approach adopted calls for (i) mainstreaming youth employment into relevant broader policies and programmes; and (ii) developing specifically targeted interventions for disadvantaged young people.

Set up in 2006, the Youth Employment Programme (YEP), is intended to anchor the ILO’s response and prevent piecemeal approaches and standalone delivery of interventions by the ILO at country, regional and global levels. The Programme coordinates research, promotional activities and the provision of policy advice and technical assistance to support ILO constituents in their endeavours to improve the quantity and quality of jobs for young people.

As far as possible, YEP also supports implementation of the youth employment priorities specified in over half of the current 67 Decent Work Country Programmes (DWCPs) (see figure 1), and facilitates learning and knowledge-sharing for 43 technical cooperation projects implemented since 2005 totalling US\$88,734,443 in allocated funds excluding MDG allocations of \$10.5 million (see table 1 and figure 2). The Programme has one coordinator who is supported by two Geneva-based project staff and a technical specialist identified from each of the three departments in the Employment Sector, as well as extra-budgetary funded staff in three regions. In Africa, some \$3 million in regular budget supplementary account (RBSA) resources were programmed in late 2008 to support youth employment initiatives in the region.

Figure 1. Number of DWCPs with youth employment as a priority, by region, 2009



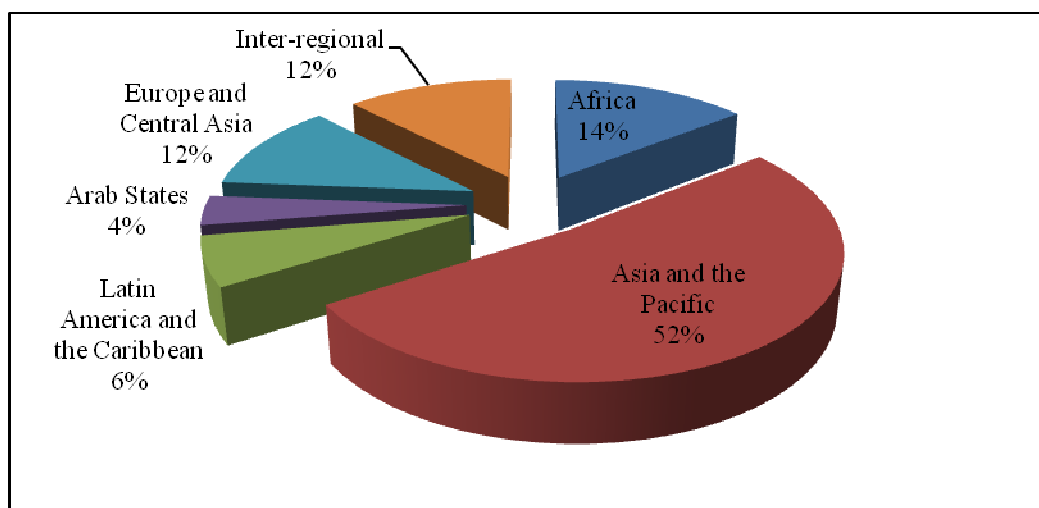
Source: ILO’s Strategic Management Module (Integrated Resource Information System), 2008–09.

Table 1. Regional distribution of ILO youth employment project portfolio 2005–2009

Regions	US\$	%
Africa	12 744 220	14
Asia and Pacific	45 792 418	52
Latin America	5 725 644	6
Interregional	10 812 738	12
Arab States	3 408 153	4
Eastern Europe and Central Asia	10 251 270	12
TOTAL ²	88 734 443	100

Source: ILO's Integrated Resource Information System (IRIS) approved project budgets, as of September 2009.

Figure 2. Share of ILO youth employment project resources, by region, 2005–2009



Source: Direct calculation from youth employment knowledge-sharing platform (YEKSP), projects cover the period 2005–09.

Findings of the ILO youth employment strategy evaluation

For this evaluation, seven evaluation criteria were adopted, namely: (i) relevance, responsiveness and ILO added value; (ii) coherence and complementarity; (iii) effectiveness; (iv) efficiency; (v) internal coordination and management; (vi) impact; (vii) sustainability.

The main findings related to the above criteria are described below.

1. Relevance, responsiveness and ILO added value

Based on the portfolio review and case studies, ILO interventions on youth employment have been found highly relevant to the employment challenges facing youth and the needs of the national

² This total amount does not include recent approvals of \$10.5 million from the Spanish MDG Achievement Fund.

constituents in working to address these challenges. The ILO has demonstrated comparative advantage in building links between macroeconomic and employment policies, which are combined with an array of analytical and operational tools geared to improve employability and employment of youth, thereby delivering an integrated approach. Tripartism, knowledge management, critical mass of experience, and an extended network of experts and implementation partners, are the main channels for realizing the ILO added value on youth employment, which ensures voice and participation for the most relevant actors.

Youth employment is a cross-cutting, high-priority theme that needs to be dealt with through an interdisciplinary, multi-sector, multi-stakeholder and UN inter-agency approach. The expectations that the ILO would take the lead in coordinated national efforts and an integrated course of action on youth employment have not been completely satisfied due to uneven ILO capacities in leading inter-agency interventions in some countries, but particularly where the ILO has limited country presence.

The ILO has worked closely through the YEN to make youth employment a matter of priority and has taken the lead in supporting the drawing up of most of the national action plans (NAPs) on youth employment in the 31 countries (mid-2009), which are at some stage of NAP development or implementation. In addition, the ILO has advanced joint programming for youth employment, with notable leadership shown in joint UN programmes under the MDG Achievement Fund (MDG-F) of the Government of Spain, where it is a major implementing agency in 14 out of 15 approved joint programmes on youth employment and migration. In other UN joint initiatives, the ILO has met with more limited success.

2. Coherence and complementarity

ILO global and country interventions on youth employment have been coherent both with the GEA and ILC youth employment documents, and with regard to UN approaches for youth employment. Coordination activities by YEP to support internal coherence and complementarity have been hindered by its limited empowerment and lack of dedicated human resources. This is a major constraint in trying to technically anchor the large and growing portfolio of projects, people and agencies involved in ILO youth employment initiatives. Nonetheless, youth employment initiatives in case countries were found to bring together interventions from multiple departments, primarily those within the Employment Sector, but also from others to support components on migration, child labour and social dialogue, among others.

As regards the attention and approaches aimed at addressing youth employment, the evaluation found coherence at regional levels and good alignment with the current youth employment approach being pursued by the Office. However, the evaluation found some bottlenecks linked to the public-private partnership (PPP) approach being implemented in the Americas and mismatches between youth employment as a priority and regional capacities for supporting it in Africa.

The coherence between ILO and national government interventions addressing youth employment needs improvement. The degree of youth employment coordination among various ministries, government agencies and the social partners has been reported as generally low for many of the countries where the ILO is working on youth employment. There are often conflicting priorities across ministries, which deter efforts to integrate approaches within the public sector. A more strategic and results-oriented approach to decision-making on national interventions could contribute to increased effectiveness and target specialized needs (i.e. enlarged network of stakeholders, disadvantaged youth groups). The national action plans launched since 2008 offer potential for addressing these shortcomings.

3. Effectiveness

ILO work on youth employment is achieving results in many countries through technical cooperation projects by producing a wide array of country-specific knowledge and information; improving capacity of the national stakeholders; and raising awareness about youth employment through advocacy

initiatives. The three most common broad categories of technical interventions have been in youth education and vocational training, public employment services (PES), and entrepreneurship and self-employment promotion.

ILO information on youth employment through research and targeted country-specific studies is comprehensive and serves different needs. Most is accessible via the Internet, although a significant amount of it requires additional access to global and regional phone sites. Many printed documents are available from ILO headquarters or regional offices (ROs) and subregional offices (SROs).

The ILO is also acknowledged for its extensive work on labour statistics for youth (*Global Employment Trends for Youth* publications), and is considered the most authoritative reference at global level for data on youth employment.

The effectiveness of ILO initiatives on youth employment has been more than satisfactory since it has been based on a highly comprehensive set of tools aimed at targeting the different pillars of the youth employment strategy in direct relationship with the Decent Work Agenda. As some evaluation case studies indicate, more work has to be done to generate among ILO partners an integrated approach specifically focused on youth employment. The approach adopted appears to be an application of the overall ILO initiative on employment generation rather than on an integrated vision and methodology specifically addressing youth, although the ILO itself has developed approaches that respond to the specific needs of young people such as the life-cycle approach and other policy tools.

The intertwining of youth development policies, employment and other social policies is a priority when addressing youth employment at national level. Youth employment strategies can be strengthened if they are implemented in coordination with youth development strategies. While some projects have been designed with this in mind, operationally, these have tended to be implemented as separate initiatives, in part because of the complexity engendered by the expanding numbers and types of stakeholders, and means of action.

4. Efficiency

Efficiency is a growing concern for the management of ILO's activities, both in terms of time use and project delivery, and the reliability and timeliness of the flow of financial resources to support the country strategies. The issue of adequate funding and the regular flow of funds is a concern because of the ILO's heavy reliance on extra-budgetary resources, which finance the vast majority of its country-level interventions on youth employment.

The most critical issue to be tackled is how to reconcile the opportunity to strengthen ILO's visibility with regard to multi-agency action in the field of youth employment with the fact that funding is predominantly earmarked for specific countries, activities and expenditure types, leaving few resources for building organizational capacities to administratively backstop this challenging programming framework.

Inter-agency UN approaches and joint implementation will most likely become the predominant modality to implement initiatives that respond to the cross-cutting nature of the youth employment challenge. As the lead technical UN agency, the ILO will have to develop not only the expertise but also the organizational and management systems to reduce the high transaction costs associated with multi-agency processes. A specific responsibility and set of tools are needed to do this in the Office, which would enable YEP to better coordinate within its limited capacities.

5. Internal coordination and management

The evaluation finds the ILO's technical competence to support youth employment very high. However, the cross-cutting nature of youth employment requires integrated and innovative approaches based on shared knowledge, a high level of internal communication, and organizational resources to provide integration.

Internal coordination and management are the most critical and most problematic areas in the ILO youth employment initiative. The multi-faceted character of interventions requires multi-disciplinary approaches, and this is why youth employment initiatives are normally multi-departmental. The Youth Employment Programme is an important ILO resource to generate integration and coordination of interventions, but it lacks adequate dedicated resources and an administrative presence to create and manage a complex internal partnership arrangement.

There are a number of areas where coordination could be strengthened. As already mentioned, current coordination between headquarters and the field mostly involves staff attached to the Employment Sector. However, as set out in the initiative's design, complementary interventions that target youth and contribute to their improved conditions are situated in programmes elsewhere such as child labour and social protection. More can be done to enhance coordination and/or cooperation with these sectors and programmes to better support an intertwining of youth development policies, employment and other social policies.

6. Impact

ILO action has contributed to improving national capacity for problem analysis and policy-making as has emerged clearly in the preparation of national action plans and in the formulation of other policies related to youth employment in countries where the ILO has been active. However, many of these countries still face capacity gaps in (i) developing youth employment policy and programmes; (ii) identifying the main institutional problems and needs; (iii) devising strategies; and (iv) allocating appropriate human and financial resources.

Long-term implementation of national youth employment policies and plans has been shown as uneven due mainly to external factors at the country level where support for youth employment has been strong at the political level, but less so at the operational one. In many countries, governments have not taken the necessary steps to address the magnitude of the youth employment challenge.

National capacities for youth employment policy and programme monitoring have not been adequately considered and this is a concrete limitation to the decision-making process, although, to some extent, NAP guidelines are aimed at addressing this capacity gap. Similarly, the ILO has been found to give uneven attention to the monitoring of youth employment changes as they relate to specific policy and programme interventions supported by ILO projects, such as monitoring cost effectiveness, and documenting the effects on various socio-economic groups of youth. Nevertheless, innovative monitoring and evaluation methods are being applied on a project-by-project basis. Building the capacity of labour market institutions to support the monitoring and evaluation of youth employment strategies and plans will be a key factor in the success of this effort.

7. Sustainability

Institutional sustainability at national levels is critical to tackling the youth employment challenge. In several countries, the expertise of the social partners' representatives to formulate and implement youth employment policy needs to be strengthened, as it is frequently weaker than that of government institutions. In order for tripartism to be effective, interventions to strengthen the capacity of representatives of employers' and workers' organizations can be better integrated and this requires stronger coordination between the Bureau for Workers' Activities (ACTRAV), the Bureau for Employers' Activities (ACTEMP) and ILO field offices supporting youth employment initiatives.

Conclusions and recommendations

The ILO youth employment approach and initiatives are relevant to the employment-related needs of youth, national decent work agendas, and the priorities of the ILO constituents. The ILO is responding with knowledge and technical support that has demonstrated its usefulness in the development of country strategies to address youth employment challenges. At the same time, there is a tendency for

the ILO to advise primarily on employment-related intervention areas where it has a strong comparative advantage, sometimes to the detriment of other critical programming components, such as social protection, the rights of youth and social dialogue.

The integrated, multi-agency and multi-sector approach that has evolved for youth employment has proven challenging for the Office to manage, given the high transaction costs associated with the new planning, decision-making and implementation processes for joint programming, and the rapid increase in the number of joint programmes which the ILO is called upon to technically support. The current capacity and management arrangements for anchoring the ILO's youth employment programme appear inadequate and the ILO's reputation for reliability may be at risk.

The evaluation makes nine recommendations to the Office.

- (i) Improve youth employment policy coordination, design and implementation of interventions between ILO departments and programmes that identify priority areas of focus, means of action and implementation arrangements based on the ILO's comparative advantage in a given country.
- (ii) Develop an ILO youth employment operational plan for supporting an integrated multi-agency approach and build ILO modalities and internal capacity for more efficient support with inter-agency planning and implementation.
- (iii) Accelerate the roll out of consolidated initiatives to promote social dialogue and capacity building of social partners on youth employment.
- (iv) Improve the coherence between national development frameworks, youth employment and youth development policy-making.
- (v) Empower the Youth Employment Programme in the coordination of ILO youth employment action through better-defined capacity and clear authority.
- (vi) Develop organizational and management tools for internally supporting integrated country-level approaches to youth employment.
- (vii) Analyse and systematize best practices and lessons learned related to youth employment policies and programmes, for dissemination and mainstreaming.
- (viii) Revamp the youth employment knowledge strategy to better support cross-learning between countries and regions and streamline communications and the interface between various electronic information platforms.
- (ix) Strengthen ILO's technical expertise to build national monitoring and evaluation systems and better support national policy-level decision-making on youth employment.

1 INTRODUCTION

1.1 Background

Young people face a daunting array of social and economic challenges, not least of which are the increasingly high levels of unemployment and underemployment. Although the experiences of young women and men in industrialized and developing countries differ, they share common concerns about the future, including uncertainty about their prospects for decent work.

The number of unemployed youth continues to increase: between 1997 and 2007, the number increased by 13.6 per cent, from 63 million to 72.5 million.³ The number of employed youth reached a peak of 74.9 million in 2004 and has been declining since then. Equally worrying, there are more than 200 million young people who work but live in poverty, earning less than \$2 a day.

In addition to the alarming numbers of unemployed youth, those who are working are much more likely to be affected by underemployment, precarious terms of employment and poor working conditions, and remuneration that is too low to lift them above the poverty line. Young people are more than twice as likely as adults to be in temporary work. In many countries, they work excessive hours, are involuntary part-timers or are over-represented in the informal economy. In many contexts, young people are also concentrated in low-skilled informal work or, in some cases, hazardous forms of work that are ill-suited to their age and experience. Employment outcomes are typically worse for former child labourers and early school-leavers, and low-skilled youth working in the formal sector. These are some of the groups with the least opportunity to accumulate the human capital needed for gainful employment. Ethnicity, poverty, gender and location are some of the other factors affecting young people's opportunities for gainful employment.

Today's generation of youth is the most educated ever. They have clear ideas about fulfilling their aspirations at work and in society, and seek opportunities for personal autonomy and active citizenship.

All of the above point to the over-representation of young people among those without work or without decent work. Table 2 shows the trend of global youth employment and unemployment rates over the period 1997–2008.

Table 2. Global youth unemployment rates, 1997–2008

Youth	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008
World	12.3	12.7	12.5	12.7	13.1	13.1	13.0	13.0	12.5	11.9	12.2
Developed economies and European Union (EU)	13.9	13.8	13.1	13.4	14.3	14.5	14.2	13.9	13.0	12.2	13.1
Central and South Eastern Europe (non-EU) & CIS	22.6	22.3	19.4	18.9	19.1	19.7	19.1	18.5	18.9	17.5	18.1
East Asia	9.5	9.5	9.3	9.3	9.2	9.0	9.0	8.9	8.7	8.4	9.2
South-East Asia and the Pacific	12.7	13.7	13.3	13.9	16.2	16.2	17.0	17.9	17.2	14.8	15.6

³ *ILO Youth Employment Trends*, May 2009.

Youth	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008
South Asia	9.0	10.0	10.4	10.4	10.2	9.9	10.5	10.6	10.2	10.1	10.1
Latin America and the Caribbean	15.6	15.8	15.8	16.3	17.0	17.4	16.6	16.1	15.1	14.4	14.8
Middle East	21.6	20.3	18.9	21.9	21.7	23.5	18.7	20.2	20.4	18.3	18.8
North Africa	26.3	26.4	28.8	29.2	28.1	27.7	27.5	27.9	25.0	25.2	24.1
Sub-Saharan Africa	11.2	11.8	11.7	11.9	12.1	12.1	11.8	11.6	11.5	11.4	11.3

Note: Rates for 2008 are preliminary estimates.

Source: ILO Trends Econometric Models, May 2009.

Youth employment is an integral part of the Millennium Declaration, both as an important target in its own right in the Millennium Development Goals and as a key contribution to meeting other MDGs. In fact, investing in youth by promoting youth employment is an investment in meeting the Millennium Development Goals because it can directly contribute to eradicating extreme poverty and hunger (Goal 1); achieving universal primary education (Goal 2); promoting gender equality and empowering women (Goal 3); and developing a global partnership for development (Goal 8). By improving the economic and social situation of people, it can indirectly contribute to reducing child mortality (Goal 4); improving maternal health (Goal 5); and combating HIV/AIDS, malaria and other diseases (Goal 6).

The main effect of the current global economic crisis is that jobs are being destroyed and employment creation is slowing down, with different trends emerging for young people in both advanced economies and developing countries. More people, and especially the poor who are the most vulnerable to the increased cost of living, will take up whatever work they can find regardless of working conditions. The share of vulnerable people in vulnerable employment is likely to increase as a consequence of mothers, fathers, the young and old, and even children, including those who might otherwise go to school, joining in the effort to contribute to household incomes through their labour.

1.2 Purpose and scope of the evaluation

The main objectives of this evaluation were:

- to provide the ILO as well as the wider public with a thorough, independent and reliable assessment of the ILO's past and current initiatives and courses of action on youth employment;
- to identify key lessons learned from the ILO's initiative on youth employment and thereby provide the ILO's Governing Body (GB) with valuable insights to aid in guiding the implementation of the current strategy and forthcoming strategies and programming.

The evaluation covers the overall ILO intervention on youth employment over the period 2006–March 2009, which coincides with the strategic policy framework of the ILO for the same period, and during which youth employment was designated to be a major strategic outcome for the organization (see Annex 1 for terms of reference (TOR)).

The focus of the analysis has been on:

- *the relevance, effectiveness, coherence and complementarity* of the ILO's youth employment strategy for the period 2006–2009;⁴
- the consistency between programming and implementation for the same period;

⁴ Programme and Budgets for 2006–07 and 2008–09.

- the implementation of the project portfolio's incidence on *effectiveness, efficiency, impact and sustainability* for the period 2006–2009 and on intended effects for future activities;
- *the overall organizational framework* and arrangements to implement the strategy.

1.3 Evaluation methodology

Stages in the evaluation process

The evaluation has been based on:

(i) Strategy review

The ILO's overall strategy on youth employment has been reviewed through desk analysis of documentation to evaluate the capacity of the ILO Youth Employment Programme and of the organizational resources deployed for its implementation to strengthen the ILO's global employment initiative.

In this sense, the evaluation process has examined the ILO's capacity to increase the added value of its intervention by providing original inputs and improving the global, regional, national and local initiative on youth employment.

Organizational approaches, methodologies, technical support, and the production of knowledge have been analysed so as to identify the expectations and the size of the demand for ILO technical support that member States and social partners express, and the effectiveness, comprehensiveness, coherence and efficiency of the ILO's response to this demand (see list of research papers reviewed on YE in Annex 13).

(ii) Portfolio review

A portfolio review of youth employment initiatives has also been carried out with regard to:

- evidence of effectiveness within a national context at the country level;
- technical cooperation interventions as part of the ILO youth employment strategy.

The portfolio of projects is listed in Annex 6, which also shows the types of documentation available to the evaluators for analysis. Approximately 43 projects were reviewed to evaluate their relevance and coherence with the overall ILO youth employment strategy, as well as the added value of ILO interventions in raising member States' capacity to devise and implement youth employment strategies and courses of action.

Partnerships, means of action and organizational modalities have been examined considering the cross-cutting, transversal nature of youth employment interventions and policies.

From the documents available the implementation process was considered with regard to continuity of action, quality of outcomes and results produced by ILO policy advice, intervention strategies, and specific actions.

Special attention was devoted to the collection of best practices whose mainstreaming and dissemination is likely to support the ILO's overall action in the field of youth employment in the development of visible strategic support to member States and social partners.

(iii) Assessment of internal cooperation

Relevant global and regional documents were reviewed to identify the key elements and critical areas of internal cooperation and identify the driving forces for strengths and weaknesses compared with the major demands and the most important challenges faced by the ILO.

From the documents analysed, it emerged that youth employment is identified and treated as a cross-cutting issue. The Decent Work Agenda states it clearly and there is a body of documents and instruments⁵ which shape the overall approach to youth employment as a cross-cutting policy issue which calls for an integrated approach. Consequently, the issue of internal cooperation emerges as a fundamental feature of the ILO approach to youth employment and, therefore, has been considered as an important component of the present evaluation.

Interviews were held in all ILO departments involved in the ILO youth employment initiative at Geneva headquarters (Annex 12).

These interviews aimed at:

- reconstructing the ILO's intervention logic;
- identifying the expectations of the ILO's constituency, beneficiaries and partners;
- identifying the main features of the ILO's strategic response to youth employment needs;
- identifying organizational modalities adopted to tackle the different issues related to youth employment and its transversal nature;
- reconstructing approaches and priorities adopted by the social partners represented at the ILO level;
- identifying strengths, weaknesses, opportunities and threats related to the ILO's action in the field of youth employment;
- identifying the main outcomes and changes produced by the ILO's advocacy efforts in the field of youth employment;
- identifying the views, priorities and forecasts of different ILO departments with regard to intervention in the field of youth employment.

(iv) Case studies

Case studies were used to illustrate the complexity of the issues related to the ILO's intervention on youth employment. These case studies featured detailed contextual analyses of specific events or conditions and their relationships. The countries selected are those where the ILO has worked over a long period of time, and/or where its work is considered innovative.

The case studies were carried out using multiple information sources and data collection techniques (document reviews, interviews, visits to projects in the field, focus group discussions). They considered strategies and approaches at the country-level around the broader Decent Work Agenda and national employment agendas, and looked into the roles and responsibilities of others within and outside the ILO in reinforcing the process. The choice of case studies was made in order to increase the extent to which the findings of the case studies could be generalized. The more variations in places, people and procedures a case study can withstand, and still yield the same findings, the more external validity.

Six case studies were carried out. Three were supported by field visits, followed by detailed case study reports.

1. AZERBAIJAN, with attention to boosting youth employment using an integrated approach in the framework of DWCPs (Annex 5);

⁵ See: (a) the Declaration of Philadelphia, 1944; (b) the World Commission on the Social Dimension of Globalization report, *A fair globalization – creating opportunities for all*, 2004; (c) the Social Justice Declaration.

2. INDONESIA, with particular focus on employment creation for poverty reduction and livelihood recovery, especially for youth, but also on ILO's overall support in the area of youth employment in the region. For this case study, a visit to Indonesia and the ILO Regional Office in Bangkok was undertaken in late April 2009 (Annex 2).
3. KOSOVO, with attention to skills development, employment services and self employment for the reconstruction and recovery, and an integrated approach to promoting youth employment (Annex 5);
4. LATIN AMERICA (Peru), with particular focus on the Proyecto para el Empleo Juvenil en América Latina (PREJAL), but also with reference to the overall technical cooperation and advocacy activities in the Americas region. For this case study a visit to Peru was conducted in mid-April 2009 (Annex 3).
5. THE PHILIPPINES with attention to facilitating the creation of employment opportunities (Annex 5).
6. WEST AFRICA (Liberia), with particular focus on the UN Joint Programme for Youth Employment and Empowerment (JPYEE), but also with reference to the overall technical cooperation and advocacy activities in the country and subregion. For this case study a visit to Liberia was undertaken in mid-May 2009 (Annex 4).

(v) Debriefing workshop

A debriefing workshop is planned in Geneva so as to discuss the findings and recommendations of the evaluation. The aim of the workshop is to build a shared understanding of the next steps based on the evaluation recommendations and lessons learned.

Evaluation criteria

The evaluation criteria are summarized in table 3.

Table 3. Evaluation criteria

Evaluation question	Criteria	What is meant?
1	Relevance	Relevance relates to the objectives of a development intervention as regards consistency with beneficiaries' requirements, country needs, and global priorities.
	ILO added value	Value added is the added benefit of an ILO intervention. Criterion relates to the specific characteristics of ILO as technical partner for employment policies, thus to the nature of ILO as a partner for member States in devising youth employment policies and actions.
2	Complementarity/coherence	The consistency and continuity of the ILO's overall and specific youth employment strategies and policies.
3	Effectiveness of ILO's interventions in the field youth employment	The extent to which the development interventions' objectives were achieved, or are expected to be achieved.
4	Efficiency	Measures how resources/inputs are converted into results. This is considered mainly with regard to timely implementation of ILO activity.
5	Internal coordination and management	Related to organizational arrangements, level of inter-departmental coordination, programme/project management, effectiveness of ILO technical and management leadership in the interaction, and cooperation with other implementing partners, mainly those belonging to the UN family.

Evaluation question	Criteria	What is meant?
6	Impact	Primary and secondary long-term effects produced by a development intervention, and the long-term changes in the situation that justified the intervention.
7	Sustainability	The continuation of benefits from an intervention after major development assistance has been completed (perennial benefits).

Evaluation questions

The core part of the methodology consists of eight evaluation questions, which cover the Development Assistance Committee (DAC) evaluation criteria, ILO added value and internal coordination and management. The evaluation approach and evaluation questions are summarized in figure 3 and table 4).

Figure 3. Summary of the evaluation approach

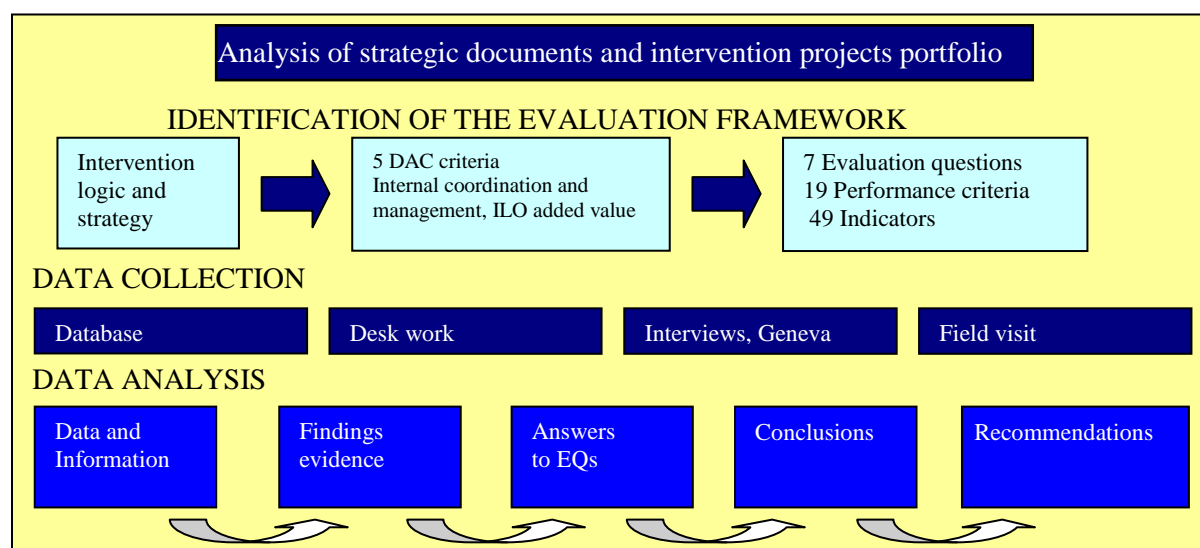


Table 4. Evaluation questions

EQ No.	Evaluation questions
1	<i>Relevance:</i> To what extent are ILO strategies relevant and responsive to the needs of unemployed youth, member States' governments and social partners? To what extent are these strategies adapting to the evolving situation in the field of youth employment? What are the specific features of the ILO's initiative on youth employment? To what extent does the ILO's initiative bring an added value?
2	<i>Coherence and complementarity:</i> To what extent is the ILO's intervention on youth employment coherent with and complementary to overall national employment policies and to UN interventions based on the activities of the Youth Employment Network and complementary to the initiatives of other UN agencies and donors in general?
3	<i>Effectiveness:</i> To what extent has the ILO improved the effectiveness of its support to member States through the programme approach (design and implementation)?
4	<i>Efficiency:</i> To what extent are ILO practices geared to efficiency in the use of resources?

EQ No.	Evaluation questions
5	<i>Internal coordination:</i> To what extent has coordination across the ILO maximized technical support cross-cutting or shared outcome (field offices, field specialists, technical programmes, and management and support functions)?
6	<i>Impact:</i> To what extent has the ILO's intervention on youth employment improved the capacity of member States to develop policies and programmes focused on youth employment?
7	<i>Sustainability:</i> To what extent has the ILO's intervention on youth employment produced long-term sustainability of activities at the level of the countries targeted by these interventions?

For each evaluation question several judgement criteria were formulated to provide a basis for answering the question. Each judgement criterion is measured by a set of indicators, the aim of which is a measurement of the achievement of the desired targets of each intervention. (See Annex 1 for a detailed description of the methodology and additional information on the evaluation questions, judgement criteria and indicators).

Performance criteria are summarized in the table below.

Table 5. Performance criteria

EQ	Performance criteria
1	<ul style="list-style-type: none"> 1.1. Relevance of the ILO within the global effort to address youth employment (MDG, YEN), as well as understanding and responsiveness to national needs 1.2. Evidence of the ILO's comparative advantage 1.3. Demand for the ILO know-how by constituents and UN partners
2	<ul style="list-style-type: none"> 2.1. The ILO's approach and capacity to reinforce and complement other global YE initiatives and priorities 2.2. Coherence of ILO's policies and courses of action with the achievement of MDG 1 and calls for coordinated action from within the UN system 2.3. Existence and functioning of the Youth Employment Programme for coordination of ILO action
3	<ul style="list-style-type: none"> 3.1. Attainment of the results through global, regional and national advocacy initiatives including network building, policy dialogue and other awareness raising, including creation of NAPs 3.2. Availability and accessibility of ILO information and knowledge on youth employment 3.3. Effectiveness and evolution of methodologies and techniques to improve regional and national capacity (technical cooperation) 3.4. Gender mainstreaming within youth employment initiatives
4	<ul style="list-style-type: none"> 4.1. Efficiency of operational practices 4.2. Adequacy of fund flows
5	<ul style="list-style-type: none"> 5.1. Effectiveness of technical back stopping and capacity for joint production of knowledge and methodological resources 5.2. The results-based framework, choice and use of indicators, and reviewing and reporting of progress within the Programme and Budget framework as well as Decent Work Country Programmes
6	<ul style="list-style-type: none"> 6.1. Increased national capacity for problem analysis and action planning at policy and programming levels 6.2. Level of satisfaction of beneficiaries and stakeholders 6.3. ILO's capacity and practices related to monitoring and assessing impact
7	<ul style="list-style-type: none"> 7.1. Level of institutional sustainability among ILO constituents. 7.2. Level of financial sustainability as evidenced through national plans and budgets.

A synthetic rating is expressed at the end of the report by considering the findings associated with each performance criterion and a summary answer included for each of the evaluation questions:

POOR: when the findings related to the evaluation criterion show that expected results have not been attained, there have been important shortcomings, and the resources have not been utilized effectively and/or efficiently;

GOOD: when the findings related to the evaluation criterion show that the objectives have been attained and the expected level of performance can be considered coherent with the expectations of the beneficiaries and of the ILO itself (considering the policies, the standards, the means of action, etc.);

EXCELLENT: when the findings related to the evaluation criterion show that ILO performance related to criterion has produced outcomes which go beyond expectation, expressed specific comparative advantages and added value, produced best practices and exclusive (or almost exclusive) capacities.

Analysis of available information

The analytical work undertaken was based on the evaluation questions with their performance criteria and indicators as follows:

- for each evaluation question and performance criterion, the data collected was used to gauge the degree of achievement of targets specified by the indicators;
- a synthesis was made and information was grouped according to the specific indicator to which it referred;
- the synthesized information was cross-checked and used to validate (or not) the indicators and the performance criteria; SWOT (Strengths, Weaknesses, Opportunities and Threats) analysis was used to combine several aspects in order to analyse the strategy and to come to general conclusions.

Limitations of the evaluation process

The evaluation has encountered the following limitations:

- **a short reference period of the evaluation** has limited the perspective although in general terms interventions from 2004 have been taken into consideration;
- **systematic evaluation of ILO's interventions in project** evaluation reports were rarely available and some were available only after the preparation of the present report (e.g. PREJAL).

Structure of the report

The report consists of five chapters and 14 annexes. The chapters are set out as follows:

1. the **objectives and the methodology** of the evaluation (this section);
2. the overall **background and involvement** of the ILO's approach to youth employment and assessment of implementation (results of portfolio review);
3. the **answers** to the 10 evaluation questions;
4. **conclusions** from the analysis and findings processes;
5. recommendations to the ILO.

Annexes provide additional information to support transparency and evidence against which findings, conclusions and recommendation have been made.

2 MAJOR STRATEGIES AND PROGRAMMATIC LOGIC

2.1 Origin and strategic lines

In 1964, ILO members adopted Convention No. 122 on employment policy which states that “With a view to stimulating economic growth and development, raising levels of living, meeting manpower requirements and overcoming unemployment and underemployment, each member shall declare and pursue, as a major goal, an active policy designed to promote full, productive and freely chosen employment.”⁶

This Convention calls upon governments to lay the foundations for employment policies to stimulate economic growth and development based on full, productive and freely chosen employment. The principles are work for all, productive work and freedom of choice of employment.

Youth employment as an ILO cross-cutting theme received a mandate from the ILC at its 93rd Session (2005). The final resolution of this session provides the most complete directive on the ILO mandate in youth employment, and guides the Office’s programme of work on this theme⁷ by identifying key areas in which the ILO is involved within its broader mandate and calls for the following two-pronged approach: (i) mainstreaming youth employment (YE) into relevant broader policies and programmes, and (ii) developing specifically targeted interventions for disadvantaged young people. This approach corresponds well to the realities and needs of governments.

The Global Employment Agenda⁸ identifies the core elements to be used to foster employment, economic development and social justice. These core elements are divided into two categories:

1. The elements addressing the economic environment are:

- promoting trade and investment for productive employment and market access for developing countries;
- promoting technological change for higher productivity and job creation and improved standards of living;
- promoting sustainable development for sustainable livelihoods; and
- macroeconomic policy for growth and employment: a call for policy integration.

2. The elements addressing the labour market are:

- decent employment through entrepreneurship;
- employability by improving knowledge and skills;
- active labour market policies for employment, security in change, equity and poverty reduction; and

⁶ ILO Employment Policy Convention, 1964 (No. 122), and Employment Policy Recommendation, 1964 (No. 122).

⁷ Resolutions adopted by the International Labour Conference at its 93rd Session (Geneva, June 2005). The Resolution concerning youth employment states that, “*the ILO should, with its tripartite constituents, strengthen partnerships with international financial institutions and United Nations organizations in order to give a central place to the promotion of youth employment in development policies and poverty reduction strategies, and in the forthcoming review of the United Nations Millennium Development Goals. This should include promotion of the ILO Decent Work Agenda and the Global Employment Agenda.*”

⁸ GB.297/ESP/6.

- social protection as a productive factor.
3. To enact the above core elements, GEA identifies six policy areas for employment:
- economic policies to influence the demand side
 - skills and employability
 - enterprise development
 - labour market institutions and policies
 - governance, empowerment and organizational capital
 - social protection.

The six employment policy areas set by the GEA are clearly applied in the Office's cross-cutting strategy for youth employment as shown in table 6 with the specificities identified below:⁹

ECONOMIC POLICIES: Policies to boost and sustain job-rich economic growth are fundamental for the successful integration of young people into the labour market. In this framework, some sectors are likely to have a strong youth employment potential (e.g. information and communication technologies, hotels and tourism, retail and wholesale distribution, other services) and their development could provide real prospects for expanding job opportunities for young people.

SKILLS, TECHNOLOGY AND EMPLOYABILITY: Long-term investments in human capital play a key role in enhancing the productivity of labour and growth and basic education constitutes the foundation of young people's employability. It is also an effective means of combating child labour and eradicating poverty. The transition from education to work is problematic for many young people. Failure to find a job is often linked to a mismatch between educational outcomes and labour market requirements. Vocational education and lifelong learning that are responsive to the evolving demand for skills in the labour market are fundamental to improving youth employability.

ENTERPRISE DEVELOPMENT: Private sector growth is a key engine of job creation and youth entrepreneurship is an important component of employment policies. Making improvements to the business environment is essential for well functioning markets and is a fundamental requirement for expanding job opportunities. Building up an enterprise culture is an essential component of any strategy to promote entrepreneurial activity among young people. The second fundamental pillar is access to start-up financing which is a key constraint for youth who want to engage in self-employment.

LABOUR MARKET INSTITUTIONS AND POLICIES: The growing number of young people in intermittent, insecure and low-paid jobs and their over-representation in the informal economy require urgent action to improve their working conditions and to advance their rights at work. Labour market regulations are a key element of policies aimed at promoting efficiency and equity in the labour market. Active labour market policies can effectively benefit the most disadvantaged youth by mitigating education and labour market failures, while promoting efficiency, growth and social justice. One barrier to matching the supply of young labour to demand is the lack of both labour market information and job search skills.

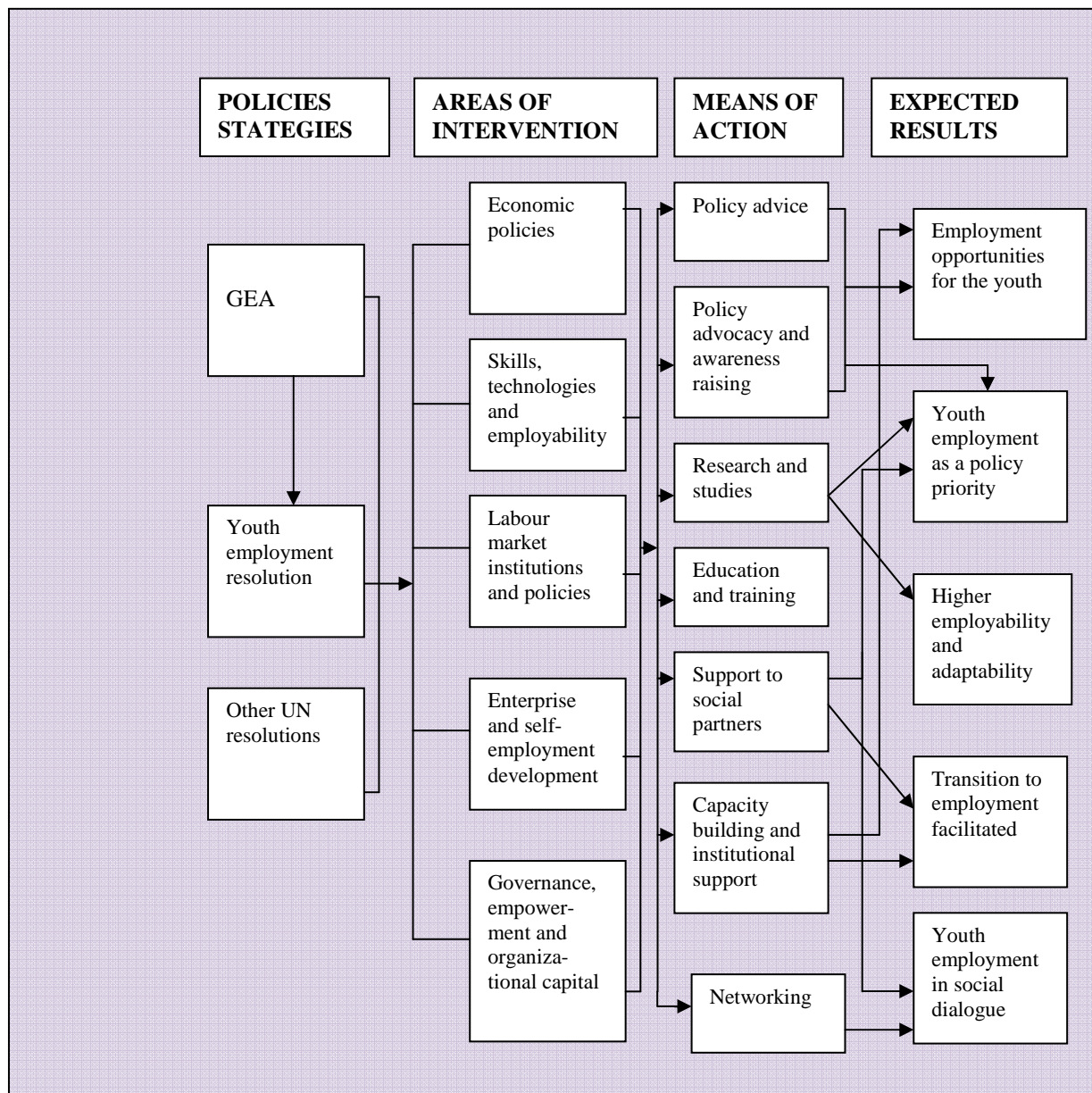
GOVERNANCE, EMPOWERMENT AND ORGANIZATIONAL CAPITAL: Key aspects of good governance include the rule of law and institutions for the representation of all interests and for social dialogue. A contribution to the above objectives is promoting greater coherence and coordination between youth employment public stakeholders, and promoting an integrated

⁹ 297th Session of the Governing Body – Committee on Employment and Social Policy. Document on youth employment (GB.297/ESP/4).

policy-making approach to youth employment. Social dialogue is a central element in the development of effective and credible interventions to promote decent employment for young people. It requires strong, independent and well informed partners.

Conclusions of several regional meetings provide direction for ILO action and are also the expression of constituents' needs. All regional meetings have identified DWCP as the vehicle for the ILO to support national constituents in their efforts to implement the conclusions of these meetings. Not all countries have fully developed DWCPs, but the presence of youth employment in existing DWCP documents is striking, with nearly half placing it as a major priority or outcome.

Table 6. ILO intervention strategy on youth employment



2.2 The Youth Employment Programme

The vision document on *Implementing the Global Employment Agenda: Employment strategies in support of decent work* laid the basis on which to build the links of youth employment to the Global Employment Agenda and, in general, to the Decent Work Agenda, by highlighting its importance for the vast majority of the population living in developing countries and the priority given to it in the Millennium Development Goals.

In this sense, the document identifies a focus of the action in supporting countries and constituents in the development and implementation of national action plans for youth employment, to continue ILO engagement in the YEN and pursuit of high-level/broad spectrum policy-making engagement in these countries.

The ILO Governing Body has deepened this link to the GEA, which offers guiding principles on the ILO's role, means of action and alliances. The Governing Body has further concluded that a successful and effective ILO Youth Employment Programme that builds on the ILO's values and comparative advantage calls for reliable resource allocations and coordinated efforts across sectors and departments at headquarters and the ILO field structure.

The Youth Employment Programme was set up to anchor the ILO response to the youth employment problem to avoid piecemeal approaches and standalone delivery of specific contributions from different departments. It is to coordinate research, promotional activities, and provision of policy advice and technical assistance to support ILO constituents in their endeavours to improve the quantity and quality of jobs for young people.

The ILO strategy for promoting youth employment has also been embedded in the results framework of the ILO Programme and Budget since 2004, as shown in table 7. Beginning in 2010, the YE strategy will be captured under the broader outcome calling for skills development to increase the employability of workers, the competitiveness of enterprises, and the inclusiveness of growth. Performance measurement and reporting through a Programme and Budget (P&B) indicator will place strong emphasis on member States implementing integrated policies and programmes to promote productive employment and decent work for young women and men.

Table 7. Operational objectives, indicators, targets and outcomes relating to the youth employment, 2004–2009

Strategic objective 2: Create greater opportunities for women and men to secure decent employment and income

2004–2005 Programme of Work and Budget & Implementation Report

Operational objective 2b: Employment, labour markets, skills and employability:

ILO constituents invest more in training and skills development to provide men and women with improved and equal access to decent jobs.

Indicator	Target	Outcome
Indicator 2b.2: Constituents adopt labour market strategies to promote greater labour market participation of young persons, people with disabilities and other disadvantaged women and men.	Constituents in 15 member States	20 member States

2006–07 Programme of Work and Budget & Implementation Report

Operational objective 2a: Employment, labour markets, skills and employability

Outcome 2a.3: Constituents have improved data, methodologies, best practice examples and technical support to develop and implement integrated, effective and inclusive policies and programmes to promote opportunities for young women and men to obtain decent and productive work.

Strategic objective 2: Create greater opportunities for women and men to secure decent employment and income

Indicator	Target	Outcome
Indicator 2a.3: Member States develop and implement NAP reflecting GEA and C 122.	15 member States	21 member States

2008–09 Programme of Work and Budget & Implementation Report

Intermediate indicator 2a: Coherent policies support economic growth, employment generation and poverty reduction.

Immediate outcome 2a.3: Increase member States' capacity to develop policies or programmes focused on youth employment.

Indicator	Target	Outcome
Member States applying ILO assistance, data, tools and methods to develop policies, NAP or programmes that promote productive employment rights at work, and social protection to young women and men.	7 member States in Africa 8 member States elsewhere	Not available

2010–11 Programme of Work and Budget & Implementation Report

Outcome 2: Skills development increases the employability of workers, the competitiveness of enterprises, and the inclusiveness of growth.

Indicator	Target	Outcome
Member States implement integrated policies and programmes to promote productive employment and decent work for young women and men.	15 member States, of which 6 in Africa	Not available

The Youth Employment Programme aims to provide policy advice on youth employment through an integrated approach and its action is based on:

- inter-departmental and inter-sectoral work;
- field-headquarters collaboration;
- close involvement of ILO constituents; and
- development of partnerships, in particular with the UN and the World Bank, as well as with global, regional and national youth networks and other institutions, mainly through the YEN.

Prior to 2004, the Office approach to supporting youth employment was to situate primary responsibility within the InFocus Programme on Skills, Knowledge and Employability, and specifically within its technical cluster on targeted groups. In 2004, an interdepartmental task force was established, with focal persons designated in each of the employment departments, coordinated directly from the office of the Employment Sector's Executive Director (EMP/ED). The coordinator position of the YEP was created to provide direction and support to the network of staff designated to deliver the Youth Employment Programme.

Beginning in 2006, the set up of the crossing-cutting programme helped define a resource base and portfolio of work, primarily through project initiatives and a network of dedicated staff. An integrated work plan helped solidify the cohesion of the team; however, ambiguities regarding responsibilities and work processes continued, though to a lesser degree.

The Youth Employment Programme's dedicated human resources is currently composed of (i) the programme coordinator and two junior officers reporting to the Executive Director; (ii) a technical specialist on skills for youth employment and part-time specialists for youth employment policy, labour market information and youth entrepreneurship, reporting to the directors and managers of the technical departments; (iii) regional YE coordinators for Asia and the Pacific and Latin America and the Caribbean countries reporting to senior managers of the regional offices (ROs). Additional support comes from field specialists of the Employment Sector reporting to subregional office (SRO) directors and directors of technical Departments at headquarters.

The policy advice function of YEP is carried out through a wide range of activities such as:

- data collection on the nature and dimensions of youth employment, unemployment and under-employment;
- analysis of the effectiveness of country policies and programmes on youth employment;
- technical assistance in the formulation and implementation of national action plans on youth employment and development of tools and training material;
- policy advice to strengthen in-country labour market policies and programmes for youth employment;
- capacity building for governments, employers' and workers' organizations ;
- advocacy and awareness-raising activities to promote decent work for youth with a focus on employment, employability and workers' rights;
- establishment of strategic partnerships between private and public sectors on youth employment at the international, subregional and national levels;
- promotion of cross-country and global peer networks to encourage better performance and share good practice experience among ILO constituents and other stakeholders; and
- collaboration with multilateral institutions and other international institutions to ensure policy coherence across national initiatives affecting youth employment.

2.3 Youth Employment Network

The Youth Employment Network was established in 2001¹⁰ to bring together policy-makers, employers' and workers' organizations, associations of young people and other stakeholders to pool their skills, experience and knowledge in order to find new, innovative and sustainable solutions to the youth employment challenge.

The YEN joint Secretariat shapes its operations to facilitate YEN members in contributing to a coordinated effort to address youth employment. Its board is composed of a broad range of high-level and technical partners within the United Nations, with the World Bank and the ILO making up its joint Secretariat.

The basic functions of the YEN Secretariat are: (a) to facilitate the coordination of the messages and activities among the ILO, the UN and the World Bank, as well as relevant stakeholders both globally and in specific countries; and generate interest in NAPs, facilitate the engagement of relevant stakeholders, coordinate the division of tasks among institutions and monitor progress in their implementation; (b) knowledge management with a main focus on collecting and sharing best practices – the technical functions rest primarily with the YEN core agency partners; (c) advocacy; and (d) resource mobilization linked to the successful operation of the Secretariat.

The mandate conferred by the UN to Youth Employment Network members is to attain the following objectives through collaborative effort:¹¹

¹⁰ Formed by the former United Nations Secretary-General Kofi Annan, the ILO Director-General Juan Somavia, and the former World Bank President James Wolfensohn. In the Millennium Declaration, member States resolved to “develop and implement strategies that give young people everywhere a real chance to find decent and productive work”. The Youth Employment Network was first proposed in the Secretary-General’s report entitled: *We the peoples: the role of the United Nations in the twenty-first century*.

¹¹ ILO: Generating decent work for young people: An issues paper prepared for the Secretary-General’s Youth Employment Network, 2001 and ILO: Resolution concerning youth employment, Resolutions adopted at the 93rd Session (June 2005) of the ILC.

- **integrate youth employment policies into a comprehensive employment strategy:** achieve both economic and social goals through integrated employment-intensive growth strategies;
- **make institutions work for youth:** reinforcing the capacity of public and private institutions, especially in developing countries, such as development agencies, labour market institutions, and education and training providers, to implement youth employment policies and programmes;
- **better prepare young people for productive work through quality education and training:** skills demanded in the labour market must be complemented by skills that foster the attitudes and values necessary to support well functioning democracies – schools and institutions of learning must help to create these values;
- **make the transition from the informal economy to the economic mainstream:** the decent work deficits in the informal economy must be reduced and opportunities must be provided for young people to make the transition from the informal economy to work that is productive and secure – work that is recognized and protected by regulatory frameworks;
- **close the digital divide:** information and communication technologies (ICTs) offer important developmental possibilities and opportunities for young people, thus promotion of ICT for vulnerable youth may open up new opportunities for large numbers of young people who might otherwise risk exclusion from the benefits of ICT.

As a consequence, the UN system has invited national governments to draw up NAPs on youth employment as a matter of priority and the ILO to take the lead in supporting the process¹² and promoting their development.

In developing their plans, governments were encouraged to closely involve young people and to integrate their actions for youth employment into a comprehensive employment policy. Employment policy was seen not as a mere sectoral policy, but rather as the successful mobilization of all public policies.

Table 8 below shows the status of development and approval/implementation of the NAPs.

Table 8. National action plans (mid-2006/mid-2009)

Region	No.	Status					Lead YEN countries
		Development	Draft	Approved/ implementation	Evaluated/ revised	No activity	
Americas	7	Dominican Republic, Ecuador, Honduras, Jamaica, Panama	Peru			Brazil	Brazil, Ecuador, Jamaica, Peru
Africa	11	Botswana, Ghana, Mali, Namibia, Togo	Uganda	Democratic Rep. of Congo, Egypt, Nigeria, Rwanda, Senegal			Democratic Rep of Congo, Egypt, Mali, Namibia, Nigeria, Rwanda, Senegal, Uganda
Asia and	6	East Timor	Nepal,	Sri Lanka	Indonesia*	Iran	Indonesia,

¹² UN: Recommendations of the High-level Panel on the Youth Employment Network, New York, 2001.

Region	No.	Status					Lead YEN countries	
		Development	Draft	Approved/ implementation	Evaluated/ revised	No activity		
the Pacific			Kiribati			(Islamic Rep. of)	Iran (Islamic Rep. of), Sri Lanka	
Arab States	1	Syria					Syria	
Europe and Central Asia	6	Albania, Azerbaijan, Turkey	Serbia	Kosovo		Georgia	Azerbaijan, Georgia	
Total	31		15	5	7	1	3	18

*Indonesia is the only country that developed a NAP on YE before 2006.

Source: Office of the Executive Director, Employment Sector (EMP/ED).

2.4 Portfolio of interventions

ILO technical intervention in youth employment is based on a portfolio of 43 projects implemented over the past five years.¹³ Total allocation has amounted to almost \$83 million. Table 1 and figure 2 below show the regional distribution of interventions (See Annex 6 for detailed data). In addition, a key word search of all technical cooperation projects showed youth employment being identified as a partial component in 790 projects, both large and small, since 2000. Such information confirms the reality of youth employment being a cross-cutting theme within ILO's technical programmes.

Table 1. Regional distribution of ILO youth employment project portfolio, 2005-2009

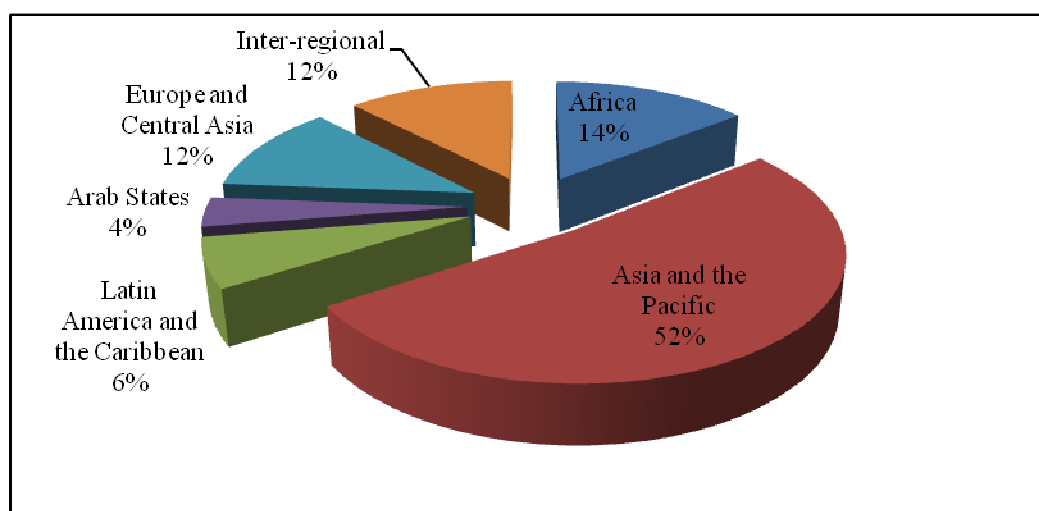
Regions	US\$	%
Africa	12 744 220	14
Asia and Pacific	45 792 418	52
Latin America	5 725 644	6
Interregional	10 812 738	12
Arab States	3 408 153	4
Eastern Europe and Central Asia	10 251 270	12
Total¹⁴	88 734 443	100

Source: ILO's Integrated Resource Information System (IRIS) approved project budgets, as of September 2009.

¹³ The list was based on IRIS coding where youth employment was identified as the primary thematic area of the project. Projects included are both centralized and decentralized administration.

¹⁴ This total amount does not include recent approvals of \$10.5 million from the Spain MDG Achievement Fund.

Figure 2. Share of ILO youth employment project resources, by region, 2005–2009



Source: Direct calculation from the youth employment knowledge-sharing platform, projects cover the period 2005–09.

The actions cover the whole range of interventions envisaged by the ILO strategy and policy document, and ILO capabilities. These actions are summarized in the table 9 showing the primary means of action and are based on project documentation provided to the evaluation team as of March 2009. The projects reviewed are asterisked in Annex 6.

Table 9. Coverage of major project-level interventions, by type of actions and region

Category of actions	Central Asia	Eastern Europe	South & East Asia	Africa	Total	%
YE as priority in national policy-making	1	2	5	5	13	8.3
Integrating and coordinating national policies	2	4	4	1	11	7.0
Creating work for young people – public-private partnerships; cooperatives	1	1	4	6	12	7.6
Education and training	3	4	10	6	23	14.6
Ensuring decent work: workers' organizations and employers' organizations partnerships, social dialogue, international labour standards	1	0	5	5	11	7.0
Targeted incentive schemes to raise demand of youth (vulnerable)-Employment Intensive Programmes	0	0	2	1	3	1.9
Entrepreneurship and self-employment promotion	2	2	8	3	15	9.6
Public employment services	2	4	8	2	16	10.2
Wage policies promoting fair wages, freedom of association, collective bargaining, occupational safety and health, conditions of work	0	0	0	2	2	1.3
Networks of young entrepreneurs and unionists	0	0	0	1	1	0.6
Gender equality and life cycle approach	0	2	2	3	7	4.5
Eliminating child labour	1	0	1	0	2	1.3
Reduce HIV/AIDS impact on youth employment	0	0	4	0	4	2.5
Research and special studies	3	3	4	4	14	8.9
National action plan	0	0	4	2	6*	3.8

Category of actions	Central Asia	Eastern Europe	South & East Asia	Africa	Total	%
Implementation support to national action plans	3	2	2	4	11	7.0
Inter-agency promotion	1	1	1	3	6	3.8
Total	20	25	64	48	157	100.0

* Some projects cover multiple countries and support multiple NAPs.

Source: Evaluation team's calculations based on portfolio review of project documentation.

Based on the inventory analysis, ILO youth employment projects are frequently anchored with a core bundle of intervention areas. The three most common broad categories of actions have been:

- education and training;
- public employment services; and
- entrepreneurship and self-employment promotion.

The following categories were found to play a prominent role in a fair number of projects:

- research and special studies;
- youth employment as a priority in national policies (policy advocacy);
- creating work for young people and other employment creation or facilitation actions;
- ensuring decent work; and
- support to NAPs.

Other activities found to be less often a major means of action within youth employment projects included employment intensive schemes to raise employment demand for youth, promotion of working conditions and workers' rights, support to networks of youth and unionists, eliminating child labour and actions to reduce the impact of HIV/AIDS on youth employment.

The gender dimension is addressed in most projects both through gender disaggregated analysis and reporting as well as in targeted interventions to address the special needs of female youth seeking employment.

The data analysed above show that:

- ILO action focuses on activities for which ILO has a consolidated technical capacity and a high level of competence and capacity to mobilize expertise;
- at the policy level, specific ILO flagship actions, and support to the NAPs are not the most frequent, perhaps reflecting the fairly recent development of the latter;
- at the project level, much of the specialized interventions geared towards reaching disadvantaged youth is handled through complementary ILO programmes more familiar with good practices linked to the specific factors.

The ILO's portfolio of means of action at the project level mirrors well those areas where its technical competence is high. However, different technical departments may individually backstop these projects whilst they are being implemented in the same country. In addition, the project documentation has repeatedly pointed to capacity constraints as a determining factor linked to policy-level interventions. In a number of countries with large youth employment challenges, governments have yet to establish well-defined employment policies within which to embed more targeted strategies for addressing youth employment.

The trends in means of action can be understood more generically as not unusual based on:

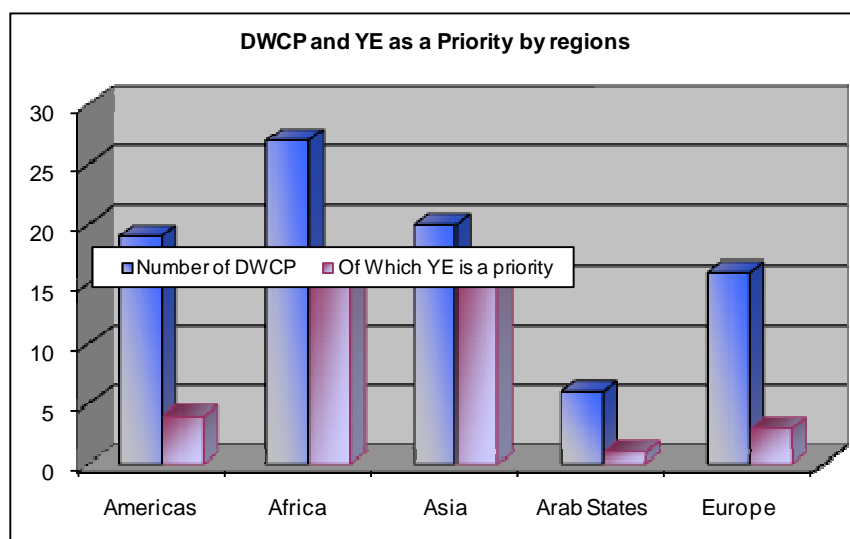
- the “capability argument”: the most diffused actions are the ones where the results are more familiar and where implementation is highly viable, relatively cost effective and technically considered viable;
- the “beneficiaries capacity argument”: policy intervention and effective planning need an adequate level of capacity of the beneficiaries and of the direct counterpart, so, before starting these kinds of activities, some results have to be shown, some preliminary steps successfully taken, and some capacity has to be built;
- the “political will argument”: policy interventions and effective fully fledged and implemented action plans require changes, commitment, a good level of ownership and appropriation of the process;
- other activities aimed at mainstreaming cross-cutting issues or at stimulating and facilitating other policies (e.g. youth empowerment, fair wages, social protection, inter-agency work) are less tangibly documented.

Youth employment as a priority in DWCPs

The ILO has reported the status of youth employment as a priority area for joint ILO-constituent collaboration in nearly half of its Decent Work Country Programmes, with particular concentration in the Asia region where 16 out of 18 DWCPs feature it as a flagship programming area. In absolute terms, an equal number of countries in Africa place youth employment as a top priority.

At the project level, however, projects have aligned more obviously within the DWCPs in the Asia region with the result that nearly all countries indicating YE as a priority are also being supported through at least some project interventions. The case in Africa is different with only a limited number of countries benefiting from projects focused primarily on youth employment, though the situation is improving with the recent addition of MDG-focused joint programmes. Employment specialists as well as employers’ and workers’ specialists all indicated that the shortage of human resources in Africa is a major constraint to maintaining a regional strategy and capacity. In the Americas, the regional programme supported through PREJAL supports interventions in eight countries. In Europe, the alignment of projects is closely associated with ILO initiatives to support the development of NAPs and projects have generally been designed within a NAP framework (figure 1).

Figure 1. Number of DWCPs with youth employment as a priority, by region, 2009



Source: ILO’s Strategic Management Module (Integrated Resource Information System), 2008–09.

3 ANSWERS TO EVALUATION QUESTIONS

This chapter presents the answers to the evaluation questions based on a range of evidence-based findings derived from analysis of the information collected for the respective performance criteria set for this evaluation.

After outlining the approach to each evaluation question, the evaluators' major findings are presented. The answer to the question explains how far the performance criteria were fulfilled, provides any additional explanation needed, and concludes with a summary box.

3.1 Relevance, responsiveness and ILO added value

EQ 1	To what extent are ILO strategies relevant and responsive to the needs of the unemployed youth, of the ILO constituents? To what extent are these strategies adapting to the evolving situation in the field of YE? What are the specific features of ILO's initiative on YE and to what extent does the ILO's initiative bring an added value?
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Approach to the question and ILO intervention

Youth employment is a cross-cutting issue which involves the responsibility of governments and social partners as well as the specific role of the ILO as a major international technical player in this field. The evaluation questions take into consideration the overall ILO intervention during the period under evaluation. Findings are based on a review of 40 plus project documents, including progress reports and evaluations, key interviews with international partners and national constituents, as well as representatives of youth and private sector representatives.

ILO strategy and practice on youth employment focus on:

- (i) **direct interventions on employability and income generating activities** (training and skills development and support to self-employment) and on institution strengthening for intermediation and employment, e.g. PES;
- (ii) **policy support and advocacy, studies and support to planning** on youth employment; and
- (iii) **activities aimed at mainstreaming cross-cutting issues or at stimulating and facilitating other policies.**

The relevance of the strategy has been evaluated in relation to its capacity to satisfy the needs of the youth and the priorities of the constituents to stimulate implementation of the policy framework and to produce innovation in youth employment.

The analysis is based on the following performance criteria:

- PC1.1. Relevance of the ILO within the global effort to address youth employment, as well as understanding and responsiveness to national labour market needs of young people.
- PC1.2. Evidence of ILO's comparative advantage.
- PC1.3. Demand for ILO know-how by constituents and UN partners.

PC 1.1. The ILO's action has been found relevant to the programmes and actions of the governments of the member States in their efforts to address the labour market needs of young people. A wide array of means of action has been used in a very differentiated way across different realities. ILO intervention at the policy level has not been generalized and where adopted has not always produced the expected results in terms of changes to government policies.

Relevance of the ILO within the global effort to address youth employment (MDG, YEN) as well as understanding and responsiveness to national labour market needs of young people

Youth employment is a cross-cutting theme that needs to be dealt with through an interdisciplinary, multi-sector, multi-stakeholder and UN inter-agency approach. The sheer scale of the youth employment challenge demands that coordinated initiatives become the norm for delivering international technical support in this area. Moreover, due to the growing magnitude of the problem, which is also negatively influenced by the global crisis, the potential for large-scale positive impacts stemming from government is limited, and the scale of ILO interventions is not strong enough to greatly modify the root causes and effects of youth unemployment.

Nevertheless, based on key interviews and case study reviews, the ILO is credited with advancing global awareness of the issue and appreciation for the types of interventions at policy and programme levels that have the potential to tackle the problems facing countries. Through its integrated approach, the ILO now has the means to answer critical questions regarding the nature and extent of the problem at global levels (youth employment trends analysis), and can call upon a range of technical support and tools for determining the mix of interventions according to a country context. The ILO is also articulating and testing integrated approaches to address youth employment based on particular country contexts.

Coordinated international action, however, must target the policy level to have a large-scale impact. The ILO is expected to play a technical coordination and networking role in these complex processes. This has been requested by those interviewed in partner agencies at country level within the UN system, by the constituents and, in some cases, by the beneficiaries through country-level youth networks.

On many occasions, the Secretary-General of the UN has emphasized the need for both immediate action and long-term commitment to achieving the MDG on youth employment and requested the ILO to take the lead in organizing the work of the UN system and coordinating with the Youth Employment Network.

During the evaluation, it was particularly clear that the UN system expects the ILO to take the lead in the youth employment promotion process. At the same time, ILO initiatives in this area have to be supported by ILO technical and management capacity to take the lead. Successes (Indonesia) and challenges (Liberia) show very clearly the importance of the capacity of ILO to ensure the successful coordination of YE interventions in technical cooperation, policy advice and institutional support, advocacy and, as a central issue and ILO's strongest asset, social dialogue. It is notable that in the case of Indonesia, the ILO has a country office to manage an ILO-specific integrated technical cooperation project, while in the case of Liberia, the ILO has no official representation, but has been supporting a UN inter-agency process for the past two years.

Moreover, on issues related to YE, all relevant parties have acknowledged the technical role of the ILO in the field of youth employment, and in consolidating the NAP process based on its expertise.

The means of action and intervention strategies adopted by the ILO have been highly relevant to the expressed needs of governments and are built to respond to the expressed needs and priorities of the beneficiaries. These include information on the labour market situation, research, knowledge sharing advocacy, and technical assistance.

The interventions have been based on the adoption of combined means of action for employability and employment creation (training, supporting self-employment, facilitating youth transition to employment by strengthening public employment services, and responding to the priorities of partner governments), policy advocacy and policy advice to governments, and tripartite action.

Where provided, the support to the national planning processes has been successful and in most cases realistic action plans for the youth have been produced.

PC 1.2. The World Bank and UN agencies regard the ILO as the first player within the overall initiative to tackle the youth employment challenge, and other players acknowledge this role and were found to look to ILO for support in the case studies reviewed for this evaluation.

Evidence of the ILO comparative advantage

The mandate received by the ILO to be a key player in addressing YE is very strong, transparent and known by all the players. As a consequence, on many occasions when interventions on YE arise, the ILO is considered as the main partner and is generally expected to take the technical lead, if not the administrative one.

The assistance given to a high number of countries to formulate plans to access the intervention windows of the MDG-Fund is also compelling evidence of how the advisory strategy has been relevant to governments' needs to implement policies that otherwise would have been unlikely to be implemented, or to find several development partners to fund their specific components. In this case, ILO contributions have helped to focus on some elements, which were deemed critical in different national situations.

Most UN players have areas of action that partially overlap with the ILO's mandate and action, but none has developed the level of critical mass of interventions, knowledge and liaison with the most important stakeholders as the ILO. Thus, the ILO has a unique position within the UN family with its comparative advantage residing in its tripartite structure, mandate and history.

The operational strength of the Youth Employment Network process lies in its members. This resource is characterized by and draws from the ILO's culture, knowledge, technical resources, and capacity to mobilize both YE stakeholders and resources from different donors. In the preparation of the case studies for this evaluation, the World Bank, another core YEN member, was found to be seeking out ILO cooperation in its decentralized action.

From comments made by several interviewees it is clear that:

- the tripartite nature of the ILO is a strong asset;
- the visibility of the processes is very high and the issue of the ILO's reputation to reliably lead has to be addressed not only globally but also locally, since weaknesses can reduce ILO standing and challenge its opportunity to be identified as a managing agency;
- the quality of proposals is important and presence on the ground is fundamental.

Due to the above elements the issue of capacity is highly important with regard to the development of the ILO's portfolio of initiatives on YE and in general its heavy reliance on extra-budgetary resources.

PC 1.3. The demand for ILO's technical support is growing and comes from all the stakeholders involved in the youth employment process. Apart from the processes related to YEN and the spin-offs of the NAP process, member States, social partners, and the UN system asks the ILO to take the lead and the specific situation on the ground asks the ILO to strengthen not only its technical knowledge but its capacity to manage the process for producing integrated approaches.

Demand for ILO know-how by constituents and UN partners

Expectations from member States within the framework of regional Decent Work Agendas are growing since the problem of youth employment is increasingly being put in the national employment and social cohesion policy agendas.

The success of the Decent Work Agenda and the diffusion of DWCPs have contributed to raising attention on the issue of youth employment. The studies carried out within the framework of DWCPs and the knowledge developed in implementation have highlighted the importance of YE.

Based on ILO's reporting, in 2006–2007, almost 60 countries requested ILO technical assistance for planning or policy-making on YE. This demand is increasing due to the global crisis that puts YE under the spotlight since the growth in the unemployment rate is marked by dramatic increases in youth unemployment rates. Most member States realise that YE is one of the most important threats to the cohesion of a country, and its social and political stability, and seek assistance.

With regard to the MDG–Fund's thematic window on youth, employment and migration, the ILO was asked to chair the technical subcommittee and provide leadership in setting the standards and parameters for approving inter-agency joint programmes to promote sustainable productive employment and decent work for young people at national and local levels.

Social partners have also developed expectations of support from the ILO related to YE although, so far, these expectations are not widely expressed in terms of specific requests for technical assistance. Demand from social partners to improve capacity to act on youth employment and introduce it as one of the priorities for national negotiation and dialogue has been served in a very differentiated way across countries and regions. There are cases that exemplify best practices (e.g. Eastern Europe, Latin America and Central Asia), but others that correspond to a rather negative situation. These differences are mostly due to the level of capacity and political will of the social partners, and the level of early involvement of the social partners and the voice given to the priorities of the different partners.

In countries and regions where the issue of youth employment in social dialogue is being dealt with by proposing specific region-wide processes (e.g. Latin America and the Caribbean), interest is growing and the debate is resulting in a growing awareness among the social partners. Expectations towards the ILO grow in direct proportion to this growing awareness. Also, as new national stakeholders join the processes, operational challenges also expand.

Interventions in YE have many players, including inside the UN family: the United Nations Children's Fund (UNICEF) is involved in the issues related to youth condition and youth social empowerment; the United Nations Educational, Scientific and Cultural Organization (UNESCO) is involved in issues related to technical and vocational education and training (TVET) and youth more broadly; the United Nations Population Fund (UNFPA) in the issues related to the incidence of youth on population dynamics in developing countries; the United Nations Development Programme (UNDP) is involved in governance issues, just to quote some of the most important examples.

Overall findings on relevance and responsiveness

	Poor	Good	Excellent
To what extent are ILO strategies relevant and responsive to the needs of the unemployed youth, of the governments of member States and of social partners and to what extent are these strategies adapting to the evolving situation in the field of YE?		→	
PC 1.1. Relevance of the ILO within the global effort to address youth employment, as well as responsiveness to national needs through DWCPs.		→	
PC 1.2. Evidence of the ILO comparative advantage.		→	
PC 1.3. Demand for ILO know-how by constituents and UN partners.		→	

Summary 1

ILO interventions on youth employment have been **highly relevant to the employment needs of youth and the action of the constituents**. The wide array of instruments made available by ILO capabilities has not always been completely mobilized, thus reducing the comprehensiveness of the action. The **expectations towards the ILO to take the lead** in a coordinated effort and course of action on youth employment **have not been completely satisfied and the Office needs to strengthen its capacity to manage multi-agency processes to deliver on its comparative advantage**. The main determinants of the ILO added value on YE are tripartism, knowledge management, a critical mass of experience, and a highly extended network of experts and implementation partners. This condition is acknowledged within the UN system, by the constituents and other parties (e.g. bilateral, with a special mention to the EU).

3.2 Coherence and complementarity

EQ 2	To what extent are the ILO's interventions on youth employment coherent with and complementary to overall national employment policies, and to the UN interventions and donors in general?
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Being a global issue, youth employment has to be tackled in a coordinated way. The related MDG (MDG 1) deals with employment issues of which youth employment is an important component. The UN system, with the creation of the YEN, intended to establish a high level of coordination of the youth employment initiatives. This evaluation question focuses on the capacity of the ILO to take the lead in a coordinated multi-agency effort to promote youth employment.

The analysis is based on the following performance criteria:

- PC2.1. The ILO's approach and capacity to reinforce and complement other global YE initiatives and priorities.
- PC 2.2. Coherence of the ILO's initiative with MDGs and call for coordinated action by the UN system.
- PC2.3. Level of coordination and complementarity brought through the YEP and YEN Secretariat in the field of youth employment.

Findings related to coherence and complementarity

PC 2.1. The ILO's action has been highly coherent with global initiatives and also with regional and national policy frameworks for youth employment where they exist. Also, the planning needs of member States and their youth employment intervention strategies have been supported. Social partners have been involved in a very differentiated way both regionally and nationally, and youth employment only partially mainstreamed into national strategies and agendas of the social partners.

The ILO's approach and capacity to reinforce and complement global YE initiatives and priorities

The ILO's youth employment strategy is well rooted in the ILO's mandate and in governance documents and broader employment and decent work frameworks. In this sense, the ILO's mandate is clearly identified in the Employment Policy Convention, 1964 (No. 122).¹⁵

The GEA strategic document contains a mission statement, identifies areas of interventions, and sketches the means of action to achieve the expected strategic results. The six main policy areas of intervention and 10 core elements within the GEA provides the logical policy and action framework to:

- examine the forces of change in the macroeconomic environment, and the policies of organizations and actors involved in these areas in their relation to employment;
- identify the appropriate courses of action to address labour market policies and institutions for employment promotion and by analysis and promotional activities, by technical cooperation projects and advisory services; and
- identify the economic, social and legislative elements to differentiate between issues that can be addressed by national policies and issues that need a global policy response.

In this way, the GEA has provided the different ILO organizational departments with an implementation roadmap to implement the strategies in the different technical sectors. The creation of the Youth Employment Network has provided an institutional arrangement to tackle the cross-cutting and multi-sector characteristics of youth employment and has furthered a global, multi-agency approach to link with the ILO mandated strategy and its operationalization.

The cases where ILO regional (or national) analysis has been conducted and national strategy documents formulated are very positive. The examples of Africa, Asia and Latin America, where regional strategic documents set priorities for decent work as well as ambitious targets for advancing measures to address youth employment, signal the importance being given to the issues as a result of greater awareness of the emerging problems. For example, the Hemispheric Agenda, issued in 2006, identified specific objectives and goals, and guided knowledge production, advisory services and technical cooperation for the Americas.

Similarly, the Decent Work Agenda in Africa 2007–2015 sets as a target that three out of four African countries adopt national policies and programmes to respond to the rapid and large rise in the numbers of young jobseekers. During the 14th Asian Regional Meeting, ILO constituents concluded that promoting decent work opportunities and access to entrepreneurship for young women and men, especially through better school-to-work transition, would be crucial in realizing the Asian Decent Work Decade.

¹⁵ Employment Policy Convention, 1964 (No. 122) – 48th Session (June 1964) of the ILC. The Convention states that, "Employment policies shall take due account of the stage and level of economic development and the mutual relationships between employment objectives and other economic and social objectives, and shall be pursued by methods that are appropriate to national conditions and practices."

There has been strong coherence at regional levels regarding the attention and approaches to be taken in addressing youth employment and considerable alignment with the current YE strategy being pursued by the Office. At the same time, during the interviews and through the portfolio review, there appeared to be a mismatch between the ambitious targets set during regional meetings and the kinds of action being taken through support from the ILO.

At the country level, progress has been made in the identification of the national action plans as the policy and planning instrument to promote social dialogue on YE policy-making. They are a means to take stock of past strategies and identify the fundamentals of the current situation, review policies, identify actors' needs, priorities and modalities for action, and involve the stakeholders and the beneficiaries in decision-making in a participatory way. This has been documented in most of the case studies conducted for this review (e.g. Indonesia, Kosovo), which show that the ILO has achieved positive results offering advice and assistance to all ministries and organizations involved.

PC 2.2. ILO action has been coherent with MDG priorities and UN joint programming since, by promoting youth employment, ILO aimed at improving the living conditions of the youth by improving their opportunity to get better jobs. The coordination requested is still problematic but joint implementation is growing and will most probably become the main implementation modality for youth employment activities.

Coherence of ILO's policies and courses of action with the achievement of MDG 1 and calls for coordinated action from within the UN system

Clearly, the ILO's action is in line with the attainment of the goals 1a and 1b of MDG 1. Employment (either waged employment or self-employment) is the most sustainable way for people to earn a livelihood, form social relationships, gain dignity and self-esteem, and have the means to plan a life trajectory.

By aiming at providing employment opportunities, ILO action promotes income generation. Interventions on employability are producing a capacity in the most vulnerable, as has been verified in several skills development and on-the-job training, or other employability actions. Although not all the young people involved have benefited by finding jobs, there are many cases where they have found better jobs as a result of their newly acquired qualification and relational and life skills.

The ILO's contribution to documenting progress related to MDG 1 target "to make the goals of full and productive employment and decent work for all, including women and young people, a central objective of our relevant national and international policies and our national development strategies", has taken the form of a series of quantitative and qualitative measures that capture the demand and supply side of youth employment related conditions. The indicators are meant to help policy-makers determine how well what is being tried is having a positive impact on young people transitioning into the labour market and obtaining decent work. At country level, the ILO integrates into projects and through support missions direct assistance to various ministries aimed at improving labour market information systems, and capacities to regularly report on youth employment trends. At the global level, these initiatives have contributed to the production of three global reports (2004, 2006, 2008) on the nature and dimensions of youth employment, unemployment and underemployment.

The ILO's global contribution to supporting the MDG 1 target on youth employment is well recognized, but uneven national capacities to support labour market information generation and analysis has meant that only well established national systems have been able to integrate the new indicators into national policy review.

Inter-agency cooperation is an important feature of ILO action in the field of YE. Prior to the UN reform, it was mostly channelled through the YEN. The reform of the UN System has brought several UN Agencies to work together and the donor community to channel a significant share of funding

through the “Delivery as One” system. Currently, the ILO supports youth employment partnerships with several UN agencies (e.g. the Food and Agriculture Organization (FAO), the International Organization for Migration (IOM), UNDP, UNESCO, UNFPA, UNICEF, the United Nations Industrial Development Organization (UNIDO)).

The ILO’s experience in joint programming on youth employment is quite positive in that it involves a wide spectrum of UN agencies and national institutions promoting youth employment at national level, but it is important to consider the high transaction cost of ILO’s involvement, as mentioned elsewhere in this report. This is especially the case when there is no ILO presence in the field or when joint programming involves several technical disciplines, all of which need to be involved during the design and backstopping stages.

The *Toolkit for mainstreaming employment and decent work* is an important tool developed within the framework of inter-agency work, part of which aims at prompting consideration of youth employment within a broader employment and decent work framework.

Youth employment has been identified as one of the main issues in operationalizing the UN reform. In this respect, the ILO was given the lead in convening an inter-agency panel to review programmes developed by UN country teams and to assign funding to those programmes that were assessed as being effective, and having a high likelihood of impact and sustainability. The terms of reference gave guidance to more than 15 UN agencies participating in UN country teams in 50 countries around the globe and were shaped according to the policy messages and plan of action laid out in the ILC resolution (2005). Currently, the ILO is engaged in the implementation of joint UN programmes on youth employment and migration in 14 countries under the Spanish-financed MDG Achievement Fund on youth employment and migration (Annex 8). In several countries, the youth employment work has given the ILO the opportunity to play a lead role within the UN country teams and to include the social partners in the planning and decision-making of youth employment action of the country teams.

The recent success of the ILO in helping to launch joint UN programmes does not, however, signal an end to the capacity challenges of supporting inter-agency processes, particularly in countries where the ILO has no office. In fact, beyond the MDG Achievement Fund, the Office has hesitated to widely operationalize joint programming because:

- the ILO (as the organization called to lead the initiative on youth employment) does not have sufficient capacity to manage the scale of technical and organizational demands linked to global and country-level inter-agency programmes and interventions;
- the ILO’s partners have also not demonstrated strong motivation and a culture for joint implementation.¹⁶

In the countries where joint implementation has been identified as the primary implementation modality (e.g. Liberia) this model is still in the initial stages of adoption, and problems have arisen in part due to the UN agencies’ tendencies to implement the component more linked with their mandate and capabilities in a parallel way and seek “a posteriori consolidation”.

PC 2.3. The Youth Employment Programme has been, from its inception, an important resource for coordination and integration of the ILO approach to YE. The initial arrangement adopted was an effective way to tackle the issue of coordination and facilitate ILO’s leadership within the UN family. Coordination and complementarity between YEP and YEN is evolving, but there is room for improvement.

¹⁶ A meeting in Liberia aimed at discussing the Plan of Action for starting implementation of the JYPEE project was a clear demonstration of how coordination is still considered as a “parallel” implementation of different components to be “consolidated” by a programme manager and not an in-built integrated approach.

Existence and functioning of the Youth Employment Programme for coordination of ILO action

The role of the YEP at headquarters is to ensure consistency in ILO assistance to member States in line with the integrated approach on youth employment that was shaped by the ILO's constituency at the ILC in 2005.

From the information gathered, the work of the programme in its initial phases has been to produce an ILO interdepartmental approach to YE. This work has been largely on track and useful, and it has succeeded in delineating an interdepartmental organizational "matrix" for supporting integrated approaches at the country level. This in turn has led to an integrated work plan across several ILO employment departments. The main challenge, however, has been in applying the matrix so that it delivers integrated responses with reliability and cohesion.

The YEN Secretariat is expected to contribute to strengthening policy coherence on youth employment between the core partners (ILO, UNDP and the World Bank), within the UN system and with other partners. Its location within the ILO is intended to harmonize the work of the Secretariat with work throughout the ILO and through focal points at the UN and the World Bank to ensure agency coherence and avoid duplication of efforts.

A recent evaluation of the YEN pointed to the need for improved focus and parameters for the YEN Secretariat, to improve complementarity and avoid duplication with the work being handled by YEN members. The evaluation noted the Secretariat's added value to be primarily in finding creative ways to bring together the YEN partners for joint work, including looking at specific countries to find ways for partners to work together. Integral to this is the need to improve communication and knowledge sharing between the core partners.

The problems and limitations highlighted in other parts of the report with regards to an integrated approach; the clarity of the YEP strategy; empowerment of the YEP for youth employment policy and action integration; and problems of YEN in completely fulfilling its mandate have conditioned ILO action in the YEN and limited its capacity to take the lead in the process.

Overall findings on coherence and complementarity

	Poor	Good	Excellent
To what extent are the ILO's interventions on youth employment coherent with and complementary to overall national employment policies and to the UN interventions and donors in general?			→
PC 2.1: The ILO's approach and capacity to reinforce and complement global YE initiatives and priorities.			→
PC 2.2: Coherence of ILO's initiative with MDGs and UN priorities.			→
PC 2.3: Level of coordination and complementarity brought through YEP and the YEN Secretariat in the field of youth employment.		→	

Summary 2

The ILO intervention on youth employment has been coherent with the internal overarching employment strategy (GEA) and youth employment strategic documents, as well as with UN strategies for youth employment and contribution to MDG 1. Coordination assured by the Youth Employment Programme has added value but it has been hampered by its limited empowerment, which limits its influence in ensuring coherent internal action. Complementarity between YEP and YEN can be improved.

3.3 Effectiveness

EQ 3	To what extent has the Office improved the effectiveness of its support to member States through the programme approach (design and implementation)?
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ILO's practices and initiatives are expected to produce outcomes related to the needs and the expectations of the beneficiaries, governments and social partners. This evaluation question deals with the effectiveness of ILO's implementation mechanism.

The analysis is based on the following performance criteria:

- PC 3.1. attainment of the results through global, regional national advocacy initiatives including network building, policy dialogue and other awareness raising.
- PC 3.2. availability and accessibility of ILO information and knowledge on youth employment;
- PC 3.3. effectiveness and evolution of methodologies and techniques to improve regional and national capacity (technical cooperation).
- PC 3.4. gender mainstreaming within youth employment initiatives.

Findings related to effectiveness

PC 3.1. ILO work on youth employment is achieving results by producing a wide array of knowledge and information, improving capacity of the stakeholders, and raising awareness about YE through advocacy initiatives.

Attainment of the results through global, regional and national advocacy initiatives including network building, policy dialogue and other awareness raising, including creation of NAPs

ILO advocacy has been effective in motivating many member States to join the NAP initiative, with over 30 countries drafting, finalizing and implementing national action plans for youth employment, as of mid-2009.

Data on member States requests for technical assistance suggest that, with the exception of the growing needs for policy formulation, the ILO's technical action to tackle the phenomenon, advocate at government level, and raise the awareness among the public and social partners has been effective.

Case studies have suggested that although NAPs have been comprehensive, implementation remains a challenge for several reasons.¹⁷ First, there are often conflicting priorities across ministries, which deter efforts to integrate approaches within the public sector. Similarly, the first round of NAPs did not necessarily have time-bound plans, clear performance targets, or the means to monitor progress. Another factor that has affected the early implementation of the NAPs is a limited awareness among stakeholders, and impressions that the NAP initiatives are linked to ILO and not nationally driven. More recently designed NAPs better address these aspects, but it is too soon to note whether implementation will improve as a result.

¹⁷ Several interviewees in the ministries have reported the elements referred to above.

The cases in Latin America and the Caribbean and Asia offer important evidence. Since the elaboration and communication of the Hemispheric Agenda and Asia Decent Work Agenda, advocacy efforts, combined with concrete policy support, have raised the awareness of governments, the public and social partners. Studies have been produced in bulk on different aspects of youth employment, and the regional and national studies on youth employment have become highly popular and have popularized some important data identified by other stakeholders (e.g. the Economic Commission for Latin America and the Caribbean (Comisión Económica para América Latina) (CEPAL) about the most critical aspects of youth unemployment (data on the millions of youth who neither study nor work has become popular due to ILO's advocacy action).

In many case countries, advocacy has been so effective that YE is regularly featured in the media and integral to most government's political platforms. Despite this, progress on the YE policy front that adds substance to the debate, has lagged behind other efforts. Advocacy initiatives have faced bottlenecks that have inhibited the translation of rhetoric into action. Most of the countries still face capacity gaps in: (i) developing youth employment policy and/or programmes that are based on an in-depth situation analysis; (ii) identifying the main youth employment problems; (iii) devising strategies and/or lines of intervention to tackle the youth employment challenge; and (iv) allocating appropriate human and financial resources.

PC 3.2. ILO information and knowledge on youth employment is widely regarded for its comprehensiveness and the needs that it services. The knowledge and information approach could be better integrated with strengthened links between global and regional web sites and more public information made available.

Availability and accessibility of ILO information and knowledge on youth employment

Information and data on youth employment have been produced and disseminated widely by the ILO. In summary, this information includes:

- a wide array of policy documents and working papers on several specific aspects and technical issues, linked to overall strategies and policies (all the documents are available on the web site);
- databases, specialized reports and statistical publications profiling the incidence of youth employment at global and national levels;
- a long list of papers, comprising documents on regional and country issues, as well as policy issues, all available in LABORDOC (to which access is possible to after registration);
- many regional electronic and printed publications;
- a list of CINTERFOR publications.

Annex 13 provides a list of major studies completed since 2004.

Stakeholders contacted acknowledged the relevance of the ILO's knowledge products and accessibility. The evaluation team has verified that ILO information on youth employment is important to stakeholders and is the most used body of specific knowledge available and accessible in the three case countries. The publications are widely used for the different purposes for which they have been created.

In 2008, The ILO published the *Guide for the preparation of national action plans on youth employment*, which is still the methodological reference for all governments and other stakeholders when undertaking the NAP processes. It is the result of the lessons learned by the ILO from the global analysis conducted for the UN Secretary-General and discussed by the UN General Assembly (2005). It is regarded as a useful tool.

ILO information, besides being highly comprehensive and serving different needs (awareness raising and information, in-depth specific knowledge, policy-making, advocacy) are accessible via the web sites, although a fair amount requires additional access to global and regional phone sites, and many of the documents are available on request in printed copy through ILO headquarters and ILO regional and subregional offices.

The ILO is also acknowledged for its extensive work on labour statistics for youth (*Global employment trends for youth*), and is considered the most authoritative reference at global level for data on youth employment.

The ILO's knowledge and information approach could be better integrated with strengthened links between global and regional web sites and more public information made available without required access to phone sites, since access to the latter is intended primarily for ILO staff and other direct youth employment stakeholders. To some extent, the presentation of the information also reflects the ILO's internal organizational practices, rather than the perspectives of the wider public audience. For example, information tends to be inventoried under ILO project groupings and limited to what ILO is doing, whereas the user may want to have a means of gaining a broader understanding of the YE situation in a country.

The shortage of resources within YEP has meant that too little attention could be given to extracting the success stories, good practice examples and lessons learned from the substantial work being done through projects, particularly as regards an integrated approach to promoting youth employment.

PC 3.3. Interventions tend to concentrate on a limited number of means of action that are well supported by the ILO's technical departments. A review of intervention mix and delivery methodologies could contribute to increased effectiveness and better targeted needs at country level.

Effectiveness and evolution of methodologies and techniques to improve regional and national capacity (technical cooperation)

As stated earlier, the ILO methodological machinery is regularly updated and tools for actions are created to serve different needs.

The assumptions underlying the intended usefulness of ILO tools for intervention are the following:

- country-level adaptation of general guidelines on employment policies to specific national socio-economic and policy environments;
- policy mix needs to address both the demand and supply side of the labour market – this will require inter-ministerial cooperation;
- stakeholders dialogue and participation is the key to policy formulation and implementation processes.

Through the project portfolio review and case study missions, ILO tools and piloting initiatives to support youth entrepreneurship have been found highly useful in supporting YE policy and programmatic action.

The ILO tends to favour consolidated kinds of action such as education and training, interventions on PES, entrepreneurship and self-employment promotion, and, to a lesser extent, research and studies, policy advice, networking, and support to other policies. With this in mind, a number of established YE programming areas were reviewed as follows:

The Know About Business (KAB) training packages are designed for use in vocational education and training institutions to give young people an awareness of and exposure to the opportunities, challenges, procedures, characteristics, attitudes and skills needed for successful entrepreneurship.

A flagship product of the ILO, KAB has reportedly been officially integrated into the school curricula of six countries and is used in almost 100 countries, but not integrated into their official syllabi. In Indonesia, the Ministry of National Education has introduced an entrepreneurship curriculum slot in all 5,300 vocational secondary schools. It is also being piloted in junior and secondary education.¹⁸

In Timor-Leste, skills training for gainful employment demonstrated the effectiveness of embedding project initiatives within national organizational structures. This approach is credited with sustaining institutional capacity to deliver counselling and referral services, and with reaching over four times the original target number of unemployed, generating an impressive 11,000 jobs, and addressing constraints to self employment through enterprise development.

Start and Improve Your Business (SIYB) training programme is another entrepreneurship promotion tool targeting youth. It was developed by the ILO as a basic training package to assist potential and existing entrepreneurs to start and improve their business. In Indonesia, for example, the SIYB programme was introduced through the ILO Youth Employment Project in early 2003 to support the implementation of the Indonesia Youth Employment Action Plan (IYEAP), which is being implemented by the Indonesia Youth Employment Network (IYEN).

Impact assessments of the SIYB programme¹⁹ have shown that it has been effective in: (a) quality and responsiveness of training; (b) job increase after training (in Africa a 0.8 rate per participant trained has been documented); (c) business survival; (d) registration and formalization of businesses; (e) business progress; (f) employment; and (g) improved working conditions. Screening youth for entrepreneurial interest has helped to improve the portion of those trained that launch a successful business activity.

The School-to-Work Transition Survey (SWTS) is another important tool for intervention. It is a statistical tool designed by the ILO to assist countries in improving the design of youth employment policies and programmes. The survey allows for analysis of determinants such as how the education/training system and the aspirations of young women and men meet the demands of the labour market; the perceptions and goals of young people entering the labour market; how they actually conduct their job search; whether they prefer wage or self-employment; the barriers to and supports for entry into the labour market; attitudes of employers towards hiring young workers, among others. These surveys have been carried out in China, Egypt, Indonesia, Jordan, Kosovo, Kyrgyzstan, Mongolia, Nepal, Sri Lanka, Syria and Viet Nam. On the basis of these surveys, a standardized tool is being completed which will offer constituents the ability to guide policy-making and monitor progress and results of such policies.

The table below documents the status of SWTS:

¹⁸ This report has shown the successful integration or piloting of KAB in the vocational education systems or in secondary school systems of several countries: Kazakhstan, Kenya, Papua New Guinea, Peru, Sri Lanka, Syria, the Lao People's Democratic Republic, Vietnam.

¹⁹ ILO: "Results of the ILO-SIYB impact assessment exercise for entrepreneurs-trained in current project phase", in *Start and Improve Your Business Bulletin*, 2004, Issue No. 46, pp. 3–6.

Table 10. Status of School-to-Work Transition Surveys, pre-2004 and from 2004–2006

Period	Surveys implemented	Reports published
Pre-2004 (old methodology)	Indonesia, Kyrgyzstan, Sri Lanka, Viet Nam	Indonesia, Kyrgyzstan, Sri Lanka, Viet Nam
2004–2006 (new, sounder methodology)	Azerbaijan, China, Egypt, Jordan, Kosovo, Mongolia, Nepal, People's Republic of Iran, Syria	Egypt, Kosovo, Mongolia, Nepal, Syria,

Source: ILO Youth Employment Programme.

Interventions to strengthen public employment services, draft and support the enactment of national employment policies and the structuring of labour market institutions are generically aimed at promoting youth employment, but this aim is looked at by using the same approach as for general employment creation while more efforts are needed to develop youth-specific tools or specialized windows for youth employment.

As already mentioned the *Guide for the preparation of national action plans on youth employment* points to the desired process underpinning the development of a NAP and provides a framework and step-by-step guide to steer country action on youth employment on the basis of a common agreement reached by all interested parties through:

- clarification to national and international partners of the characteristics of the process requirement for the preparation of a NAP;
- advice on concertation and coordination aimed at developing national ownership;
- guidance to the constituents at national level and to other stakeholders (e.g. youth organizations) for the preparation of NAPs;
- methodological support to craft youth employment strategies in general and NAPs in particular.

In the field of capacity building, the ILO's International Training Centre (ITCILO) in Turin, Italy, plays an important role in providing training in youth employment to develop ILO constituents' capacities to formulate and implement concrete YE policies.²⁰ Using the Decent Work Agenda as a paradigm for action, the courses on youth employment analysed current thinking on how to address YE problems. The Employment and Skills Development Programme run by the Centre has also addressed the issue of disability with courses aimed at building capacity for the inclusion of people with disabilities in the labour market. An important initiative in this field has been the piloting of a new disability equality course for ILO constituents and UN staff, an inter-agency course on youth investment programmes (Council of Europe, ILO, World Bank, World Health Organization (WHO)) and a joint ITC-ILO Understanding Children's Work (UCW) course on linking child labour and youth employment in Asia. The Distance Education and Learning Technology Applications (DELTA) course has produced a training manual on youth employment for the Employers' Activities Programme.

Demand-side initiatives aim to spur demand for youth employment and are part of ILO tools for intervention. In this group are included:

1. Support for active labour market policies (ALMPs) that can optimize labour resources to prevent or correct labour market failures. Interventions include legislation, formal statements of intent, government regulations, collective agreements, budgetary processes, specifications for institutions and mechanisms.

²⁰ Expertise and products of the Centre were made available to African participants in English, French and Portuguese, and in Asia and the Pacific within the framework of the Asian Decent Work Decade.

2. Support for the definition of sectoral policies (stimulus and support to legal frameworks to facilitate business, orientation to goods and services which are in demand, removing barriers to entering the market, support to export, provision of facilities and services, etc.).
3. Support to small and medium-sized enterprises (SMEs), especially in sectors with high potential for youth employment (promoting enabling regulatory frameworks; facilitating access to financial resources; promoting inter-firm cooperation, advocacy and policy advice to promote SMEs development as an integral part of local and regional development approaches; and specific support to enterprise creation).
4. Local development for decent work focuses on economic potential, enabling communities to identify opportunities to create jobs and income, and build on their territory's competitive advantages. At the same time, the ILO seeks to promote complementary relationships between governments, and employers' and workers' organizations. Specific reviews of local development for decent work initiatives in several countries have praised the integrated approach and the contribution to the growth of endogenous employment and of youth employment. However, specific approaches to youth employment in local development or local development initiatives focusing on youth employment are not widely established²¹, with certain exceptions including Bulgaria and Nepal.
5. The ILO has supported the improvement of access to formal sector and informal sector apprenticeships as a form of qualification process restricted to young people by supporting governments to draft and enforce the institutional framework for apprenticeship, applying cost-effective training methods, and building schemes for skills recognition.
6. Labour-intensive public works (LIIP) schemes promote a labour-intensive and local resource-intensive approach to public works programmes, many of which have targeted and employed youth for skilled and non-skilled employment.
7. Policy advice and job placement schemes for disadvantaged people and hard-to-place youth (such as the physically impaired, ethnic minorities, ex-prisoners and youth in conflict with the law, etc.); monitoring and evaluation of active labour market policies; capacity building for social partners to provide improved services to young workers; design and support to the implementation of job placement schemes; subsidized jobs; and on-the-job training.
8. Interventions to promote youth entrepreneurship with a comprehensive framework and proven programmes for awareness-raising and entrepreneurship promotion with impact on the reduction of youth unemployment through self-employment and enterprise creation. This framework includes skills training; business counselling; mentor support; finance; access to work space; business expansion support; creating support networks; and multifunctional youth enterprise agencies. The outcomes of the programmes are intended not only to stimulate economic growth opportunities in line with new market realities, but also to deal with the increasing problems facing under-employed and unemployed youth in certain developed countries, and developing and transition countries in general. Such programmes are seen as a fundamental component of national strategies to reduce the risks and vulnerabilities that young people face.

Additional forms of technical cooperation include:

- capacity building of social partners to provide more and better services to young workers and raise awareness of their rights;
- promotion of PPPs to involve the private sector in the design, implementation, and financing of collaborative initiatives to expand and upgrade youth employment (e.g. in two districts in

²¹ See Bulgaria and Nepal for examples of where this has been the case.

the Central Region of Ghana with the creation of public-private partnerships to design and implement LED strategies contributing to productive and social investments with important effects on employment and social cohesion with special attention to YE).

PC 3.4. The ILO's youth employment interventions have addressed gender through tools, guidance, studies and advisory services linked to policy and programming. Project evaluations and case studies suggest, however, that application is uneven across the various initiatives.

Gender mainstreaming within youth employment initiatives

Gender aspects of the youth employment challenge take various forms but are mostly compounded by additional vulnerability factors that contribute to disadvantage and discrimination. The ILO's youth employment interventions have addressed gender through tools, guidance, studies and advisory services linked to policy and programming.

The ILO has laid out guidelines for the systematic treatment of gender aspects throughout the NAP process, including sex disaggregated problem analysis at the strategy formation stage to identify at-risk youth, a call for provisions to promote equal access to education and vocational education and training policies and programmes, and measures to avoid gender stereotyping and discrimination in employment opportunities and terms. For the latter, wage policies and equal pay are particularly emphasized. Guidelines also call for efforts to make active labour market policies gender sensitive, and targeted to the needs and vulnerabilities of disadvantaged youth.

Specific departments anchoring technical components of youth employment interventions also regularly integrate gender awareness into their work. For instance, the ILO's Skills and Employability Department (EMP/SKILLS) has provided technical assistance, policy advice and carried out specific projects to:

- (a) increase women's access to vocational education and training and reduce their attrition once they begin the training;
- (b) increase gender awareness in vocational training institutions by integrating inclusive language into curricula, improving attitudes of trainees, instructors and administrators towards gender disparity, equality and equity in vocational training and promoting gender training;
- (c) articulate what constitutes sexual harassment, raise awareness of it and create strict reporting and response mechanisms; and
- (d) develop and implement a system of regular data collection and reporting of information, by gender in all vocational training institutions, about the status and training needs of men and women with a view to reducing occupational segregation.

The ILO's Employment Trends Unit (EMP/TRENDS) reports on the global employment trends for youth are based on analytical reviews of labour market information disaggregated by age and sex as appropriate and *Global employment trends for women* (March 2008) provided a gender-specific analysis of labour markets worldwide.

Consistent with this broad set of guidelines, various departments and projects have developed more detailed guides, conducted studies, or trained in techniques to better address gender dimensions in youth employment interventions. The ILO School-to-Work Transition Surveys have a specific gender dimension and are incorporated into most country-level youth employment initiatives.

For Kosovo, project funds were used to develop training tools on the gender dimensions of skills development in Kosovo, and the Azerbaijan project funded the development of a capacity building kit on women entrepreneurship.

In some cases, project evaluations have flagged gender as not having been as effectively addressed as it could have been (Indonesia and the Philippines). In general, despite commendable gender-focused tools and guidance, application and follow through has been found somewhat uneven, with some projects failing to report in a gender-disaggregated manner on actions and results.

The ILO Bureau for Employers' Activities has carried out important gender-focused initiatives in Africa and knowledge resources have been made available.²² The outcomes of these initiatives and of the studies highlight the importance of the social partners in the initiative on youth employment. An important example on the employers' side is evidenced by their collaboration in an Asian subregion youth employment workshop in Kathmandu, in February 2008, in which a gender-sensitive training manual for employers was piloted. This was conducted by ACTEMP together with the International Training Centre in Turin and the Bureau for Gender Equality. From the workers' side, the International Trade Union Confederation (ITUC) is committed to promoting action for the organization and representation of young men and women and the Bureau for Workers' Activities has conducted awareness-raising on equality conventions, including for young women: Discrimination (Employment and Occupation) Convention, 1958 (No. 111), Equal Remuneration Convention, 1951 (No. 100), Workers with Family Responsibilities Convention, 1981 (No. 156), and Maternity Protection Convention, 2000 (No. 183). (See Annex 14 for a list of international standards relevant to work and young persons.)

Responsiveness of project results to the expectations of stakeholders

Based on project evaluations and country case studies, ILO interventions have been reported as highly appreciated by the governments of member States who find ILO interventions appropriate and responsive to their needs though at times complain about the speed of implementation and continuity/follow up of support.

Among the social partners, ILO support and advocacy to mainstream youth employment into social dialogue at the national level has been highly appreciated and the Office's efforts acknowledged. In several cases, social partners requested improved technical assistance and capacity building, and asked the ILO to continue approaching governments to establish ongoing dialogue on YE (all case countries visited, and as reported by ILO workers' and employers' specialists at headquarters and in the field.)

Some workers' representatives expressed concern that they have not had enough voice in the processes²³ (mainly in technical cooperation), where entrepreneurship needs are more regularly considered and resourced.

Although in all of the approaches for technical intervention important successes have been achieved, it is important to highlight that work still needs to be done:

- (i) integrate policy links within operational projects to fill demand and supply-side labour market information voids falling under the various interventions;
- (ii) comparative case analyses of YE policies and programmes across countries;
- (iii) greater attention to the potential and experiences in addressing YE policy links at local and sectoral levels;
- (iv) engaging the social partners as part of the larger strategies, by identifying those aspects of a YE strategy where each has comparative advantage and clear interest in the intervention – in many countries is difficult to open policy-making to the social partners;

²² See: Report of the seminar: *The role of trade unions on rural youth employment in Africa*, Ghana 2007 and Botswana 2007 and the paper: *The role of trade unions on rural youth employment in Africa* by Mohammed Mwamadzingo

²³ In Latin America and the Caribbean countries, and Liberia, and at headquarters, this has been clearly expressed by the workers' representatives. Also, in these countries, trade unions have disclosed their concerns about this issue, by expressing a clear will to be involved and to cooperate in youth employment.

- (v) social dialogue has to be continually supported in this field since implementation of national employment policies depends on the coordinated efforts of all the parties involved in the process;
- (vi) support and policy advice to decentralization of employment policies since numerous positive examples have demonstrated that success has resulted primarily from the mobilization of institutions and resources at regional and local levels;
- (vii) timely generation and analysis of labour market information for monitoring policy and programme outcomes;
- (viii) aligning demand side interventions more strategically within a national YE strategy; and
- (ix) better defining the specific treatment to be targeted for youth employment at the policy level where a large and growing majority of the population are young people.

Overall findings on effectiveness

	Poor	Good	Excellent
To what extent has the Office increased the effectiveness of its support to member States through the programme approach (design and implementation)?			
PC 3.1: Attainment of the results through global, regional national advocacy initiatives.			
PC 3.2: Availability and accessibility of ILO information and knowledge on youth employment.			
PC 3.3: Effectiveness and evolution of methodologies and techniques to improve regional and national capacity.			
PC 3.4: Gender mainstreaming within youth employment initiatives.			

Summary 3

The effectiveness of ILO initiatives on youth employment has been more than satisfactory since it has been based on a highly comprehensive set of tools aimed at targeting the different pillars of the youth employment strategy in strict relationship with the Decent Work Agenda. More work has to be done to generate an integrated approach specifically focused on youth employment since the approach adopted appears to be an application of the overall ILO initiative on employment generation rather than being supported by an integrated vision and strategic methodology speaking strongly to youth.

3.4 Efficiency

EQ 4	To what extent are ILO practices geared to efficiency in the use of resources?
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Organizational arrangements have to be able to produce an efficient use and flow of resources to increase the Office’s credibility and capacity for implementation. This evaluation question is aimed at identifying the level of priority given to efficiency in YE actions and adequacy of the organizational resources to promote efficiency.

The findings are based on the following performance criteria:

- PC 4.1. Efficiency of operational practices (cost-effective use of funds, adequate delivery rates, financial risk management).
- PC 4.2. Adequacy of fund flows (distribution of resources to support plans, fund raising based on priority needs, adequate and timely source of funds for delivery).

Findings related to efficiency

PC 4.1. The ILO is making delivery a growing priority and does its best to avoid financial bottlenecks that could threaten implementation and risk insufficient response for some technical cooperation support initiatives (e.g. insufficient planning for funding and delays in delivery related to flow of funding).

Consideration of efficiency in project operations

Efficiency in some of the case studies was not found to have been given a high degree of consideration in project design, and projects are not always as well-linked as the ‘integrated approach’ would seem to suggest. Nevertheless, growing attention is being given to efficiency in the use of resources through the development of DWCP outcomes where linkages can be made in the design and implementation phases of projects.

Timeliness has been important both as a success factor (e.g. the Project Skills Development for the Reconstruction and Recovery of Kosovo, Phase I, and Youth Employment, Phase II (2000–2007) for which management style and timeliness of response ensured cost-effectiveness of the intervention), and as a challenge (e.g. Boosting Youth Employment in Azerbaijan and Kyrgyzstan and PREJAL). In both cases, the projects have had quite long learning curves and implementation has been delayed by the management process for the former project and by problems in project design for the latter).

The ILO has supported innovative ways of designing new means of supporting countries, which have not obviously shown their efficiency (joint programmes emerging from the UN, World Bank and MDG joint initiatives on youth employment, thematic priorities within donor partnerships). The introduction of the RBSA, a portion of which has funded youth employment initiatives in several countries and Africa at the regional level, could help to smooth out transitions, introduce missing components to national initiatives, and improve the linking of technical capacities to demand for direct support. Moreover, the UN joint programming approach is likely to be the most significant means to finance and deliver YE programmes within the UN system. It has proven successful in countries and regions where resources through multi-bilateral donors are very thin (e.g. Eastern Europe).

An innovative approach is also represented by public-private partnerships to facilitate an increased role of the private sector in tackling the youth employment challenge (development of incentives to attract and retain industries, motivate the private sector to take the lead in youth employment initiatives, and stimulate the development of partnerships between the private sector and local development officials). The case of the Private Sector Initiative (PSI) in West Africa²⁴ and of the PPP in funding and implementation of a PREJAL in Latin America (Annex 3) are two pilot initiatives, both of which are generating lessons for the ILO on what does and does not work.

Reference to UN programmes and frameworks (and probably the Multi-donor Trust Fund (MDTF) funding mechanism) is becoming more important but, if the process has to be supported, donors have

²⁴ The Private Sector Initiative is a project of the Youth Employment Network for West Africa.

to be requested to earmark funds by considering YE as a priority within national budgetary processes, and as a priority area for joint donor financing.

The ILO is currently implementing partnerships on youth employment with more than 15 UN agencies as well as partnerships with the Inter-American Development Bank and the World Bank. As already stated, the ILO is a major implementing agency in 14 of these agencies and is responsible for implementing approximately 25 per cent of the roughly \$70 million in MDG funding allocated across the 15 UN joint programmes funded under the MDG Achievement Fund. For eight of these, the ILO has no country office, although there is a national professional representative in three of the eight. As regards sustainability, leveraging ILO YE expertise through multi-agency programming improves sustainability but, at the same time, strains ILO's backstopping capacities, which raises the risk of weak implementation.

PC 4.2. The flow of funds can be considered problematic since they tend to be rather irregular and often earmarked for specific activities to which donors give priority. The main issue is to have regular and predictable sources of funding within multi-year arrangements.

Adequacy of resources mobilized compared to the strategic importance given to youth employment

The issue of capacity and design (quality and fit) of project proposals has become more important because only well designed and high quality proposals are likely to attract extra-budgetary sources of funding. Specific difficulties were encountered with the MDG-Fund managed by UNDP until a suitable quality standard for proposals was identified. The ILO was successful in this respect and contributed to upgrading the quality of programmes and a transparent selection process.

Another major difficulty is related to obtaining resources from donors for ILO capacity building and internal strengthening since the technical cooperation funds awarded tend to be earmarked for projects and activities rather than funding at the country or global strategy level where the Office has greater flexibility in deciding the mix of interventions based on national contexts. In addition, in the case of PPPs and other joint programmes, the Office is not yet geared for flexible and rapid disbursement of funds, as reported by some field offices.

The flow of funds has been shown to be a major problem for the majority of the projects, programmes and initiatives, mainly in technical cooperation, since many projects are started with partial funding which has to be completed during implementation periods of fairly short duration.

The Youth Employment Programme and decentralized capacities to support youth employment are predominantly funded from extra-budgetary resources for technical cooperation coming from bilateral donors. The ILO does not have a predictable and flexible source of funding for YE. This has meant that the distribution and duration of support is uneven, with the most notable imbalances being in the Africa region.

The Latin America and the Caribbean case study has analysed the important experiences developed by the PREJAL project where enterprises have successfully participated in project implementation generating both specific employment opportunities and an important body of knowledge and lessons learned related to job-seeking strategies, organization of PPPs, etc. Public-private partnerships offer a high potential means of leveraging YE resources within a defined and agreed national YE strategy.

Overall findings regarding efficiency

	Poor	Good	Excellent
1.1 To what extent are ILO's practices geared to efficiency in the use of resources?	→		
PC 4.1: Efficiency of operational practices.	→		
PC 4.2: Adequacy of fund flows.	→		

Summary 4

Efficiency is a growing priority in programming and management of activities, both in terms of time and respect of project schedules, and in terms of financial resources. The issue of adequacy of funding and regularity of fund flows has become very important, and will be more critical with the reduction of financial resources for development assistance produced by the global crisis. The issues of capacity to prepare quality funding proposals and mobilize funds on a regular basis is the most critical issue, and has to be tackled by strengthening ILO's standing and the visibility of ILO's integrated action in the field of YE to obtain regular funding not strictly earmarked to specific activities.

3.5 Internal coordination and management

EQ 5	To what extent has coordination across the ILO maximized the technical support to cross-cutting or shared outcomes (field offices, field specialists, technical programmes, management and support functions)?
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As a cross-cutting programming area, YE interventions demand a high level of coordination, which is needed to ensure the quality and comprehensiveness of ILO's technical support. This evaluation question is aimed at exploring the quality of internal cooperation, possible overlapping, as well as the quality of mutual support between ILO departments and of the organizational/management arrangements.

The findings are based on the following performance criteria:

- PC 5.1. Capacity for joint production of knowledge and methodological resources.
- PC 5.2. The results-based framework, choice and use of indicators, and reviewing and reporting of progress.

Findings related to internal coordination and management

PC 5.1. Coordination is highly problematic within the ILO. This condition influences the quality of backstopping processes, joint production of knowledge and technical assistance materials. YEP's opportunity to better support coordination is undermined by limited core human resources, difficulties in coordinating the response from different technical departments and between headquarters and the field offices. Difficulties in coordination are of a managerial nature and do not refer to technical capacity.

Effectiveness of technical back stopping and capacity for joint production of knowledge and methodological resources

Technical backstopping from headquarters to ROs and SROs and to specific project/actions has been provided in a variety of ways. However, given the skeletal headquarters staff dedicated to youth employment, support has not always been timely and focused. In fact, technical backstopping through individual core ILO programmes is reliable and of high quality, though not necessarily focusing on the youth employment aspect of the technical interventions. Instead, there tends to still be a compartmentalization along organizational structures.

At the regional level, limitations have been reported such as lack of coordination and integrated approaches to technical support. This is perceived to affect the quality of interventions in terms of too little attention to tailor-made approaches.

There is a tendency to deliver consolidated and standard interventions instead of focusing on the specific country-level characteristics that require more differentiated and targeted interventions. Where the latter is being tried, transactions costs are proving high.

The impression received from the field analysis is that single components of technical backstopping, if considered as “standalone” elements, are undoubtedly of good quality, but their effectiveness risks being lowered if integration at the country level is weak due to standalone project designs.

Organizational capacity limitations are likely to be the main constraint to the ILO taking the lead in country processes or in specific multi-agency or multi-stakeholder initiatives. The main missing links can be identified as follows:

- **CONCEPTUAL LINKS:** between different kinds of interventions (e.g. youth entrepreneurship and skills development);
- **COUNTRY LEVEL JOINT ANALYSIS:** joint initiatives between sectors and departments at the central level with the field level (for instance, through regional experts) for joint situation analysis from different angles and to help in adopting an integrated response;
- **PROJECT ACTION:** joint action tailored for the project instead of “assembly” of sectoral tools and interventions;
- **PREPARATION OF INTER-DEPARTMENT TECHNICAL ASSISTANCE MATERIALS.**

A good practice has been the introduction of a regional coordinator for youth employment in charge of centralizing information and activities related to YE. These coordinators are in place in the ROs for Africa, Asia and LAC. Their appointment is rather recent but the work of regional coordinators is considered useful since it has improved timely and effective follow on and integration of different components of YE interventions.

At the global level, two specific situations indicate a still fragmented approach. The relationship between YE and International Programme on the Elimination of Child Labour (IPEC), where the conceptual link is fairly strong due to a partial overlap in ages (youth between 15 and 17 years, or at least for young workers aged 15–17 in worst forms of child labour), and cause and effect links between youth employment and child labour. This condition calls for a comprehensive approach to how to align interventions on child labour with interventions on youth employment.

Challenges have already been referred to regarding the relationships between the various departments in the Employment Sector. These difficulties, while relatively minor, seem to be related mostly to a difficulty in integrating some components into the youth employment initiative in a systemic way. At present, some components tend to appear of good quality, but not adequately integrated into the overall YEP. In case study countries, the initiatives on the ground were found to be coordinated jointly and to good effect.

The methods for more effective collaboration may not be well established (e.g. late involvement in project formulation). While policies and knowledge are highly transparent and accessible, information sharing and consultation within the Office are weak points.

At the time of this evaluation, the YE programme did not have in place a specific internal coordination strategy and policy document. On a similar note, a review of the wide array of policy and technical documents and tools related to YE promotion have not so far been redesigned with the aim of creating integrated “packages.” This missing link has hampered the ILO’s capacity to propose an integrated approach consisting of more than integrated instruments to address YE.

PC 5.3. The results-based framework, choice and use of indicators, and reviewing and reporting of progress within the Programme and Budget framework as well as DWCPs have reflected the evolution of strategy and progress being made.

Consideration of the results-based framework, choice and use of indicators, and reviewing and reporting of progress

Since 2004, the results-based frameworks set out in the ILO biennial Programme and Budgets have been configured with the overall progression in thinking regarding youth employment. From an initial emphasis on labour market participation, subsequent indicators have called for implementation of integrated, effective and inclusive policies and programmes on youth, with additional emphasis on the quality of work being both decent and productive. Targets set biennially have been realistic (15 member States each biennium), given that these numbers reflect work done on the ground, primarily through technical cooperation, demonstrate incremental scaling up based on the more ambitious wording of the indicator, and given the high dependency of the strategy implementation on extra-budgetary resources and staff (see table 1).

Performance measurement and reporting through the 2010 P&B indicator will place strong emphasis on member States implementing integrated policies and programmes to promote productive employment and decent work for young women and men. To date, the Office has only practicably put in place monitoring and reporting of national progress in implementing integrated action and, therefore, much of this information is kept in project-level reports.

Summary 5

Internal coordination and management are the most critical and problematic areas in the ILO youth employment initiative. As mentioned, the multi-faceted character of interventions in YE requires a multi-disciplinary set of interventions, thus, YE initiatives are normally, multi-departmental. YEP is an important ILO resource for producing integrated and coordinated interventions, but it lacks empowerment because of a shortage of dedicated resources and administrative presence to manage an organizational matrix. There are a number of areas where coordination could be strengthened. As already mentioned, current headquarters-field coordination mostly involves staff attached to the Employment Sector. However, as set out in the strategy’s design, complementary interventions that target youth and contribute to their improved conditions are situated in programmes addressing child labour and social protection. More should be done to enhance coordination and/or cooperation with other sectors and programmes.

Overall finding regarding internal coordination and management

	Poor	Good	Excellent
To what extent has coordination across the ILO maximized the technical support to the cross-cutting or shared outcome (field offices, field specialists, technical programmes, management and support functions)?	→		
PC 5.1: Effectiveness of ILO technical backstopping coordination across ILO and capacity for joint production of knowledge and methodological resources.	→		
PC 5.2: Consideration of the results-based framework, choice and use of indicators, and reviewing and reporting of progress.	→		

3.6 Impact

EQ 6	To what extent has the ILO's YE approach improved the capacity of member States to develop policies and programmes focused on youth employment?
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This evaluation question is aimed at taking into consideration the overall outcomes of ILO's action to promote the capacity to address the problem and how the different components of ILO's action interacted and created synergies.

The finding is based on the following performance criteria:

- PC 6.1. Increased national capacity for problem analysis and action planning at policy and programming levels.
- PC 6.2. Level of satisfaction of beneficiaries and stakeholders.
- PC 6.3. ILO's capacity to improve the UN capacity and practices related to monitoring and assessing impact.

Finding related to impact

PC 6.1. ILO action has contributed to improving the capacity for problem analysis and policy-making as it has emerged clearly in the preparation of national action plans and in the formulation of other policies related to youth employment. The constituents' capacity for policy monitoring is inadequate and this is a concrete limitation for the decision-making process on YE. Long-term implementation of policies and plans has been shown not to be very steady due external factors among which the most important appear to be the issue of capacity followed by a turnover in the ministries, which often sweeps away previous policies and experiences even within the same political framework.

Increased national capacity for problem analysis and action planning at policy and programming levels

The project portfolio review and stakeholder feedback has indicated that, in general, the ILO has supported governments and social partners with studies and analytical work to identify the determinants and causes of problems related to youth employment. In most cases, besides shedding light on the phenomenon, these studies have contributed to increasing the capacity (mainly government capacity) to analyse the YE problems, and the ILO can be credited with contributing to these positive developments

The ILO has also provided:

- guidance to member States on preparing national reviews and action plans on youth employment;
- guidance to partners on designing, implementing and evaluating youth employment policies and programmes.

Apart from their immediate contribution to the preparation of documents and policies, these advisory exercises have produced an improvement in the capacity to formulate policies and plans. Government actors interviewed during the evaluation acknowledged the role played by the ILO in strengthening and making their policy formulation capacity more reliable.

Some problems arose in terms of implementation and continuity of implementation. This was because of low national capacity and the magnitude of the problem of youth employment, and because the policy responses needed were quite large so that action plans could only be partially implemented once the responsibility of implementation was shifted to national institutions.

Policy implementation monitoring has not emerged as a major feature of the national action plan interventions to date, though many of the recently finalized NAPs call for systematic monitoring and reporting of progress on implementation as well as independent evaluation. From the evidence gathered, it seems that the lack of built-in national systems for policy monitoring accompanied by reliable indicators agreed on by all the stakeholders has exerted a negative influence on mainstreaming policies and programmes on youth employment. However, the NAPs may have a positive influence on this in future.

From the review of important projects and NAP documentation, including reviews or evaluations, it has emerged that many countries cited national statistics on the various dimensions of youth employment while others reported a need to improve their capacity. However, only a few so far have reported on the establishment of indicators or customized analysis linked to policy interventions to measure progress. Even fewer have mentioned an evaluation approach linked to assessing the performance of YE-related policies and programmes. Many countries mentioned the importance of monitoring without a discussion of how they are proceeding to deal with it. The situation is likely to improve, however, given that monitoring and reporting on progress is now regularly integrated into NAPs.

Within the case studies, Indonesia's youth employment National Action Plan acknowledges the need for an appropriate statistical framework that can enable the IYEN to monitor its implementation of the programme. The IYEN has invited the Central Bureau of Statistics to publish annual reports on the youth employment situation in Indonesia based on the National Labour Force Survey and the National Socio-Economic Survey. However, statistics alone do not provide the high level of insight needed to monitor the effects of specific changes in policies and programmes on the youth employment situation. This is particularly the case when assessing causal links on specific socio-economic, geographical and sectoral groups. Similarly, the importance of developing capacities and practices to monitor and assess youth employment changes is prominent in the Kosovo case.

Long-term implementation of national youth employment policies and plans has been shown to be uneven due mainly to external factors at the country level where support for YE has been strong at the political level, but less so at the operational one. In many countries, governments have not taken the necessary steps to address the magnitude of the youth employment challenge.

PC 6.2. ILO stakeholders are satisfied with ILO's support but social partners have unmet needs for capacity building, and the need for more reliable follow up to activities.

Level of satisfaction of constituents and ILO partners

Governments have shown the highest level of satisfaction in their partnership with the ILO on youth employment issues.

All government stakeholders met underlined the high potential related to the tripartite nature of the ILO and its technical capacity. The only complaints raised related to speed of implementation, continuity and sometimes to the mix of activities which privilege training and capacity building instead of policy-making and specific services to final beneficiaries.

Social partners are satisfied with ILO interventions, but both workers' and employers' organizations demand more support in capacity building on the specific issue of YE as a way of improving the quality of national policy debates on youth employment.

The representatives of youth beneficiaries met at various levels communicated a high level of satisfaction given that interventions are producing employment opportunities, improvement of their employability and adaptability and, in many cases, positive career dynamics (e.g. the PREJAL project).

The ILO's partners put a high value on ILO's technical expertise and contribution, but they expressed concern that ILO's contribution is often conditioned by ILO's organization and management capacity. At the local level, this concern has a direct effect on their entrusting the ILO with the role of administering agent.

PC 6.3. The ILO has been shown to unevenly report on results beyond delivery of outputs for many of their technical cooperation projects. This is in part due to the slow or incomplete formation of results frameworks, with realistic and specific indicators and targets against which to report outcome-oriented results. A number of exceptions can be sited at project level, however, where innovative monitoring and impact assessment methodologies have been developed and used.

ILO's capacity and practices related to monitoring and assessing impact.

The ILO has been found to give uneven attention to the monitoring of YE changes as they relate to specific policy and programme interventions supported by ILO projects, such as monitoring cost effectiveness and documenting the effects on various socio-economic groups of youth. In general terms, weak ILO-supported monitoring systems have contributed to inadequate measurability of impact. This in turn has affected the visibility of ILO interventions, thereby lowering impact.

However, innovative monitoring and evaluation methods are being applied on a project-by-project basis. Building the capacity of labour market institutions to support the monitoring and evaluation of youth employment strategies and plans will be a key factor in the success of this effort. In some projects, such as the Skills Training for Gainful Employment Programme (STAGE) in Timor Leste, integration of monitoring methodologies is considered critical in enabling capacity building and promoting national ownership. A good practice emerging from the case is the steering committee's regular review of project progress against plans as a means of reaching agreement for future action. Another method is the meticulous monitoring and reporting of women's participation against target levels that led to deliberate initiatives being taken to promote women's equal access and resulted in the high involvement of women (48.5 per cent).

Overall findings regarding impact

	Poor	Good	Excellent
To what extent has the ILO's intervention on YE improved the capacity of Member States to develop policies and programmes focused on youth employment?			→
PC 6.1: Development of stable national capacity to devise policies and initiatives on youth employment.		→	
PC 6.2: Level of satisfaction of beneficiaries and stakeholders.		→	
PC 6.3: ILO capacity and practices related to monitoring and assessing impact.		→	

Summary 6

ILO action has undoubtedly improved member States' capacity for policy-making and implementation on youth employment. Yet many countries still face capacity gaps in: (i) developing youth employment policy and programmes; (ii) identifying the main youth employment institutional problems and needs; (iii) devising strategies for youth employment, (iv) allocating appropriate human and financial resources; and (v) monitoring and assessing performance of YE-focused policies and programmes.

3.7 Sustainability

EQ 7	To what extent has the ILO's intervention on youth employment produced long-term sustainability of activities at the level of the countries targeted by interventions?
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Youth employment is a long-term challenge and the initiatives to tackle it are expected to produce durable solutions, which include the incorporation of good practices and models of action within an institutional framework, and the mobilization of constituents to assure continuative initiatives. This evaluation question examines the sustainability of the outcomes, institutional capacity and willingness to mainstream the outcomes, and social partners' capacity and readiness to cooperate in a tripartite effort to promote youth employment in a decent work framework.

The findings are based on the following performance criteria:

- PC 7.1. Level of institutional sustainability among ILO constituents.
- PC 7.2. Level of financial sustainability as evidenced through national planning and budgets.

Findings related to the evaluation question

PC 7.1. Institutional sustainability has been improved by ILO action both as a single intervention and within the YEN initiative. The NAP process has helped institutional consolidation and the attainment of some results in policy-making and long-term planning. Attention has to be paid to assisting the governments in mobilizing resources to fund their plans.

Level of institutional sustainability among ILO constituents

Institutional sustainability is ensured by the creation of competent, stable and committed institutional partnerships. In the case of youth employment, one of the features of ILO's action has been institution strengthening. There are many cases where the Office's activities on policy advice and advocacy have contributed to raising institutional awareness of the potential negative effects of youth unemployment on the political stability and social cohesion of a country.

Thus, in these cases, ILO policy advice and advocacy, institutional support, and the production and mainstreaming of best practices has contributed to the creation of ad hoc structures, and the handing over of roles and responsibilities, thus increasing institutional sustainability.

The evaluation found that a number of member States' national action plans on youth employment contain measures aimed at entrusting responsibility for specific actions to existing ministries, specialized bodies and the social partners, or at creating organizational units in charge of youth employment. However, some steps will have to be taken to improve the effectiveness of the institutional bodies in charge of the implementation of these NAPs for information sharing, etc.

Both ILO technical cooperation and policy advice activities, and inter-agency action have contributed to better positioning youth employment within governments' medium and long-term planning on employment and on youth development, though there are no widespread examples of changed policies, budgets and key performance indicators to better address youth employment issues. Most of the NAPs are being implemented as medium-term national plans and this implies a certain degree of ownership by the governments and the political will to give priority to the issue both at sectoral level (employment policies) and in general. Moreover, the projects awarded under ILO technical assistance by the Spanish MDG-F will help implementation and policy consolidation in specific areas, most of which are related to institutional strengthening and long-term planning.

PC 7.2. Improvement in institutional planning and budgeting (mostly the growing approval and implementation of national action plans on youth employment) can support financial sustainability and facilitate the positioning of youth employment in a more structured support framework, but requires development with the donor community's support, such as with sector-wide approaches or sector budget support.

Level of financial sustainability as evidenced through national planning and budgets

The existence of multi-annual national action plans can help to better position youth employment initiatives within Medium-Term Expenditure Frameworks (MTEFs) and Employment Sector budget supports or SWAPs since many of the NAPs provide a comprehensive analysis of policy needs, identify the suitable strategies to target those needs, and the means of action, level of financial resources to be mobilized and interaction with other policies (macro-economic framework, support to production, human resources strategy, etc.).²⁵

The evaluation could not find situations supporting the assessment of financial sustainability in the case studies since most of the youth employment interventions are still ongoing or very recently finalized. Nevertheless, financial sustainability is influenced by the level of priority given to youth employment in national public policies. Institution strengthening, planning and policy-making efforts addressed the issue of financial sustainability by taking into consideration the funding mechanism to be adopted once support from donors was phased out. However, specific information regarding how governments have acted to improve financial sustainability is absent.

²⁵ See the cases of East Timor, Egypt, Indonesia, Kosovo and the Youth Employment Windows of the MDG Achievement Funds of Albania, China, Ecuador, Kosovo, Nicaragua, Peru and Sudan.

The mainstreaming of programmes into government interventions varied because several of the countries' programmes which were adopted through donor support have since been mainstreamed into national plans and funded by public budget resources while, in other countries and for other programmes, competing priorities and budget constraints have limited this opportunity.²⁶

Overall findings with regard to sustainability

	Poor	Good	Excellent
To what extent has ILO's intervention on youth employment produced long-term sustainability of activities at the level of the countries targeted by interventions?	→		
PC 7.1: Level of institutional sustainability among ILO constituents.	→		
PC 7.2: Level of financial sustainability as evidenced through national plans and budgets.	→		

Summary 7

Sustainability of the results is satisfactory but is conditioned by external factors, which are out of the ILO's control. Institutional sustainability is the most critical element due to capacity issues. Financial sustainability will be helped by a growing will to mainstream youth employment in the wider employment and macro-economic policy framework. Social sustainability needs to be supported by building the capacity of the social partners whose awareness is growing, although their low level of capacity limits the effectiveness of their participation.

4 SWOT ANALYSIS

The table below summarizes the SWOT analysis for ILO interventions on YE in global ILO action. It has to be noted that there could be a certain degree of overlap in the strengths, weaknesses, opportunities and threats identified by the evaluators: thus some strengths could also be a weakness while in the same way there are opportunities which could also be threats, if they cannot be positively managed or seized.

Table 11. Summary of SWOT analysis

STRENGTHS	WEAKNESSES
High level of technical expertise	Internal coordination is weak in terms of information sharing, communication, ensuring coordination and integration of activities
Good level of comprehensiveness of the intervention	Weakness of actual tripartism and different vision between ACTRAV and ACT/EMP
Liaison between youth employment and Decent Work Agenda	Weak monitoring system on YE that limits measurability of impact and progress of implementation
Good effort to act at policy level to increase impact and sustainability of the action	
Very good level of knowledge produced	
Positive action at tripartite level to mainstream youth employment in social dialogue at national level	
Good level of impact	

²⁶ The case of Indonesia is a flagrant example: while KAB has been mainstreamed into official training curricula and is funded by State resources, in some cases this has not happened due to budget constraints.

OPPORTUNITIES	THREATS
High level of expectation towards ILO as technical and networking agent	Institutional problems, changes and shortfalls hindering the implementation of many actions
Growing attention to YE issues globally	Too high level of expectation towards ILO
Growing tripartite initiative	Low level of experience of social partners in the field of YE
Growing awareness of the need to mainstream YE issues in the social dialogue at national	

5 CONCLUSIONS AND LESSONS LEARNED

5.1 Conclusions

Conclusions are clustered according to the major issues raised in the evaluation questions that are of overall relevance for the ILO youth employment strategy and for learning from experience: (i) strategic approach and design; (ii) coherence and coordination; (iii) ILO added value; (iv) internal management and coordination; (v) impact. A table assesses the importance of the conclusions (XXX=very high, XX=high, X=moderate), the strength of the supporting evidence (XXX=very high, XX=good, X=limited), the possibility to generalize the conclusion as lessons, and indicates the evaluation questions to which it is referring and which recommendations are founded on the conclusion.

Strategic approach is relevant and responsive to the needs.

Conclusion 1: The overall ILO youth employment approach appears highly relevant to the needs of youth employment, is comprehensive and able to cover different elements, such as policy support, technical cooperation, production and dissemination of knowledge and advocacy, and to serve the needs of the constituents. Some of the elements of ILO's added value could become threats to ILO's overall standing if expectations related to its responsiveness in providing technical leadership are not well managed.

No.	Priority	Strength	Generalization	Recommendations
1	XXX	XXX	Yes	1-2-4

JUSTIFICATION

ILO action on youth employment has been highly relevant both in a bottom-up perspective (focused on addressing the needs of youth in their search for employment) and in a top-down perspective (recognizing governments' needs, constraints, plans and policies).

ILO action has covered all the components of the ILO youth employment approach: creation of youth employment opportunities and facilitation of transition to employment; policy support; technical assistance (governments have been assisted not only in planning but also in mobilizing resources and funds to act on youth employment); production of a copious and highly relevant knowledge base, which has boosted technical cooperation tripartite action; and support to the UN joint initiative on youth employment, the Youth Employment Network.

There also appears to be widespread global recognition of ILO's comparative advantage but also expectations that the ILO will provide technical leadership in youth employment initiatives. This poses both an opportunity and a threat to the Office, given its limited organizational capacities in many of the countries where initiatives are being launched.

High coherence with ILO policies and approach but coordination is problematic.

Conclusion 2: ILO action has been coherent with the overall ILO approach on youth employment and with the most important global policy documents such as the Global Employment Agenda and the subsequent “vision document” as well as with all UN resolutions on YEN strategy and mission. Coordination has been somewhat problematic mainly with regard to formulation and implementation of an integrated approach to youth employment.

No.	Priority	Strength	Generalization	Recommendations
2	XXX	XXX	Yes	1-2-4-5-6-6

JUSTIFICATION

ILO global and country interventions on youth employment have been coherent both with the GEA and ILC youth employment documents, and with regard to UN approaches for youth employment. Coordination activities by YEP to support internal coherence and complementarity have been hindered by its limited empowerment and lack of dedicated human resources. This is a major constraint in trying to technically anchor the large and growing portfolio of projects, people and agencies involved in ILO youth employment initiatives.

As regards the attention and approaches aimed at addressing youth employment, there is coherence at regional levels and good alignment with the current youth employment approach being pursued by the Office. However, some bottlenecks exist, including those linked to the PPP approach and mismatches between youth employment as a priority and regional capacities for supporting it, particularly in Africa.

The coherence between ILO and national government interventions addressing youth employment needs improvement. The degree of youth employment coordination among various ministries, government agencies and the social partners has been reported as generally low for many of the countries where the ILO is working on youth employment.

ILO effectiveness in knowledge, building technical capacities and integrating tripartism and social dialogue as integral to the process.

Conclusion 3: ILO effectiveness is based on its technical characteristics, knowledge and best practices, and on its tripartite nature. All these elements are very important to work effectively in a cross-cutting sector such as youth employment.

No.	Priority	Strength	Generalization	Recommendations
3	XXX	XXX	Yes	1-2-3-6-7-8

JUSTIFICATION

The highly comprehensive body of knowledge produced by the ILO and its international best practices are considered by all the stakeholders as specific, in-depth, and operationally geared to build policies, plans and projects. As a consequence, the ILO is called upon to act as a main technical agent in multi-stakeholder processes on youth employment.

Youth employment interventions have produced best practices in the field of new partnerships, integrated approaches with complementary policy fields (e.g. youth policies), public-private partnerships, youth enterprise development and other fields, but these best practices have not been studied, classified, and systematized enough for dissemination and mainstreaming.

The ILO’s promotion of the methodology of social dialogue is essential for effective implementation, impact and institutional sustainability. Knowledge production has been timely, comprehensive, responsive to needs, and able to orient actions and support the beneficiaries (mostly the constituents)

in decision-making, negotiation, policy formulation, etc. But the needs identified for youth employment require more steps to be taken towards availability of information and ILO networking in this field.

Internal management and coordination as a limitation to a sufficiently integrated approach.

Conclusion 4: The integrated and multi-sector approach called for by the cross-cutting characteristics of youth employment has been somewhat limited by the low level of capacity available for coordinating an integrated approach. In this sense, the empowerment of YEP and confirmation of resources earmarked for YE in the regions could increase the effectiveness and impact of ILO action, and improve ILO capacity to take the lead in UN initiatives on youth employment and better guide inter-agency implementation of country-level youth employment initiatives.

No.	Priority	Strength	Generalization	Recommendations
4	XXX	XXX	Yes	1-2-5-6

JUSTIFICATION

Limited human resources are made available for YEP coordination functions, and YEP does not have the means to hold collaborating internal departments accountable for their planned work on YE.

This situation is compounded by the recent addition of UN joint programmes, which normally produce higher transaction costs compared to ILO implemented initiatives. This condition increases the need for a more empowered responsibility for YE action. Several YE initiatives have shown that the flow of funds is rather insufficient and irregular. Resource mobilization for integrated approaches (including both supply and demand-side interventions) is also proving rather difficult.

Good potential impact but difficult to measure and, in some cases, limited by institutional shortcomings, and uneven application of monitoring and evaluation good practices.

Conclusion 5: The impact of ILO initiatives on YE has been generally satisfactory and is possible to trace through ex-post analysis of information. The weakness of national monitoring systems has limited the measurement of results to mostly activity-based elements. The impact of ILO project-level actions is limited compared with the magnitude and social incidence of youth employment. This condition highlights the important role of the ILO as the main agent for advocating the scaling up of positive actions at policy level. However, to have impact, governments need to address their constraints related to ministerial structures, planning and budgeting processes, which have sometimes hindered continuity and the consolidation of the policies.

No.	Priority	Strength	Generalization	Recommendations
5	XX	XX	Yes	1-2-8

JUSTIFICATION

Outcomes of technical cooperation are of high quality and target important beneficiary populations and relevant problematic areas, but, at national level, the policies and means of action need to be integrated into government planning, budgeting and operations to have an impact. National monitoring of policy and programme effects is also uneven and tends to be too aggregate to link outcomes to specific policy and programme interventions. The ILO’s monitoring of youth employment changes as they relate to specific policy and programme interventions in projects supported by ILO has also been unevenly performed.

On the whole, ILO’s advocacy has been successful and policy advice has addressed the root causes of the youth employment challenge by producing viable solutions, but, in several cases, the outcomes of policy analysis and advice were found not to have been implemented or enacted by government.

The formal adoption of national action plans and tripartite agreements, including in many PREJAL countries, is another successful example of the policies for promotion of youth employment. These support the sustainability of future plans and programmes, so require consistent follow up by ILO to assure the participation and commitment of the constituents.

5.2 Lessons learned

For national youth employment initiatives to advance, governments will need to make progress to address inter-ministerial constraints to policy and programme planning.

Integrated stakeholder networks help to ensure that interventions are catering to both the needs of individuals and the broader labour market situation. They also encourage tighter links between the public sector, service providers and private enterprises, thereby allowing for a better understanding of market needs and policy responses.

Labour-intensive infrastructure projects remain one of several promising means of boosting employment demand for youth, and can contribute considerably to achieving results within national YE strategies.

Self employment and entrepreneurship are part of the solution to supporting productive and decent work amongst young people, however not all young people are cut out for this. Just as important is to ensure that any initiative or strategy for skill development is linked to industrial demand.

For YE knowledge and tools to be more effective at national levels, they need to be specific enough to be used for policy-making, planning and design of interventions.

The effectiveness and impact of YE initiatives can be significantly improved by linking to policies beyond those focused on employment and employability.

The successful management of joint programmes and interagency approaches require development of agency-specific know-how on the various modalities involved.

The experience of the ILO in supporting a cross-cutting programme like youth employment points to the need for well-defined management practices for handling multi-department, matrix approaches to programming and implementation.

Documentation through project reporting and evaluation leaves gaps that make it difficult to relate YE project outcomes to the larger decision processes at the national policy and budgeting levels.

National partners can sometimes regard themselves more as beneficiaries of ILO assistance than as accountable partners in the pursuit of common goals. It is crucial that all remain aware of the Office's roles as facilitator and provider of technical assistance and knowledge but dependent on national partners to make effective use of their support.

6 RECOMMENDATIONS

This chapter presents a set of recommendations to the ILO. They are arranged in four clusters:

1. strategic recommendations addressing issues of relevance, coherence, strategy and programme design;
2. internal coordination and management recommendations;
3. learning recommendations related to learning potential and the dissemination of best practices;
4. operational recommendations related to implementation modalities.

Recommendations are assessed with respect to their priority (▲▲▲= high, ▲▲= medium, ▲= low) and the recipients to which they are addressed. The recommendation is operationalized in respect to short and medium-term aspects of implementation. Also mentioned are the conclusions on which the recommendation is based.

6.1 Strategic recommendations

Recommendation 1: Improve youth employment policy coordination, design and implementation of interventions between ILO departments and programmes that identify priority areas of focus, means of action and implementation arrangements based on the ILO's comparative advantage in a given country.

No. 1

Priority: ▲▲▲

Recipient: YEP, ILO EMP/ED

Suggested short-term implementation

- Identify intra-sectoral areas for joint implementation.
- Strengthen the role of YEP in coordination of activities and contribution from different departments.
- Improve cooperation between YEP and Partnership and Development Cooperation Department (PARDEV) to raise extra-budgetary funds to operationalize priorities and outcomes of DWCPs through technical cooperation programmes on youth employment.
- Expand YEKSP by making available other coordination opportunities and tools.
- Improve cooperation between YEP and programmes in other sectors which cover technical areas relevant to youth employment (e.g. Social Dialogue Sector (DIALOGUE), Conditions of Work and Employment Programme (TRAVAIL), Strategies and Tools against social Exclusion and Poverty (STEP).

Recommendation 2: Develop an ILO youth employment operational plan for supporting an integrated multi-agency approach and build ILO modalities and internal capacity for more efficient support with inter-agency planning and implementation.

No. 2

Priority: ▲▲

Recipient: EMP/ED/YEP, EMP/POLICY, technical departments, field offices

Suggested short-term implementation

- Prepare and disseminate a comparative analysis of YE policies and action at the country level.
 - Assign YEP the mandate to work with other sectors in devising YE windows for all of them as well as an integrated strategy, and identifying resources to be mobilized jointly with PARDEV to fund this process.
 - Improve coordination between child labour and youth employment work at headquarters and in the field.
-

- Improve YEP coordination with technical cooperation programmes on youth employment that are implemented by field specialists of the Bureaus of Employers’ and Workers’ Activities and, at the same time, improve participation of both bureaus in the formulation and implementation of YE activities.
- Appoint YE regional coordinators in all ROs and strengthen coordination of YE initiatives at the country level by identifying a coordination position.
- Develop a specific modality for addressing YE issues in initiatives at national and local levels.
- Develop a Youth Employment Programme Operations Manual:
 - develop a model for youth employment joint implementation within the UN family;
 - develop ILO capacity to cooperate with the implementation partners and to promote actual joint implementation.

Recommendation 3: Accelerate the roll out of recent initiatives to promote social dialogue and capacity building of social partners on youth employment.

No. 3	Priority: ▲▲	Responsible units: YEP, ACT/EMP, ACTRAV, field offices
Suggested short-term implementation	<ul style="list-style-type: none"> – Promote the mainstreaming of YE issues in social dialogue and negotiation in all the countries. – Promote capacity building activities for social partners on YE. 	

Recommendation 4: Improve the coherence between national development frameworks, youth employment and youth development policy-making.

No. 4	Priority: ▲▲	Responsible units: YEP, EMP/CEPOL, field offices
Suggested short-term implementation	<ul style="list-style-type: none"> – Involve institutions in charge of youth policy-making in the debate and course of action on youth employment. – Clarify the objectives of ILO technical assistance, and outline the modalities of cooperation and agree upon the work to be done prior to an in-depth engagement at country level. – Work to improve coordination between ministries of labour, education and youth. 	

6.2 Internal coordination and management recommendations

Recommendation 5: Empower the Youth Employment Programme in the coordination of ILO youth employment action through better-defined capacity and clearer authority.

No. 5	Priority: ▲▲▲	Responsible units: EMP/ED
Suggested short-term implementation	<ul style="list-style-type: none"> – Strengthen and complete YEP central structure filling the missing positions with full-time professionals. – Provide administrative support to the YEP. – Assign to YEP the mandate to coordinate all initiatives on YE on the basis of an integrated approach. 	

Recommendation 6: Develop organizational and management tools for internally supporting integrated country-level approaches to youth employment.

No. 6	Priority: ▲▲▲	Responsible units: EMP/ED/YEP, EMP/POLICY, technical departments, field offices
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Suggested short-term implementation	<ul style="list-style-type: none"> – Improve work organization and methods, and coordination/cooperation between headquarters and field offices. – Identify joint work items and modalities of implementation with technical departments relevant to youth employment action. – Establish a YEP roster of experts in cooperation with other departments.
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6.3 Learning recommendations

Recommendation 7: Analyse and systematize best practices and lessons learned related to youth employment policies and programmes, for dissemination and mainstreaming.

No. 7 **Priority: ▲ ▲** **Responsible units: EMP/ED/YEP, technical departments, field offices**

Short-term implementation	<ul style="list-style-type: none"> – Identify good practices of current partnerships and mainstream them into joint work and UN inter-agency work and cooperation with other organizations. – Organize reviews of youth employment programmes in various regions and countries.
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Recommendation 8: Revamp the youth employment knowledge-strategy to better support cross-learning between countries and regions and streamline communications and the interface between various electronic information platforms.

No. 8 **Priority: ▲ ▲ ▲** **Responsible units: EMP/ED/YEP, Technical departments, YEN Secretariat**

Short-term implementation	<ul style="list-style-type: none"> – Redesign knowledge strategy with the user as the main means for organizing and presenting material. – Make country sub-folders oriented around the substantive information about YE in the country, and unbundle ILO-specific work from project documentation. – Provide more links to non-ILO information on YE at country level.
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6.4 Operational recommendations

Recommendation 9: Strengthen ILO's technical expertise to build national monitoring and evaluation systems to better support national policy-level decision-making on youth employment.

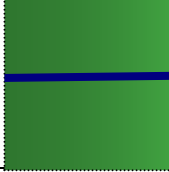
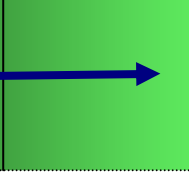
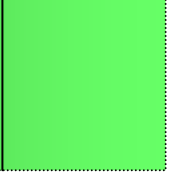
No. 9 **Priority: ▲ ▲** **Responsible units: EMP, YEP**

Short-term implementation	<ul style="list-style-type: none"> – Introduce built-in activity-based and results-based monitoring systems for each project. – Build the capacity of labour market institutions to develop sound policy and programme monitoring and evaluation systems.
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7 SYNTHESIS JUDGEMENT

The following table offers a synthetic graphic judgement of ILO work on youth employment:

Criteria	What is meant	RATING		
		Poor	Good	Excellent
Relevance, internal and external coherence	<u>Relevance</u> relates to the objectives of a development intervention as regards: consistency with beneficiaries' requirements, country needs, and global priorities.			→
Complementarity/coherence	<u>Coherence/complementarity</u> is concerned with the consistency and continuity of ILO's overall and specific Youth Employment strategies and policies.			→
ILO added value	<u>Added Value</u> is the added benefit of an ILO intervention. Criterion relates to the specific characteristics of ILO as technical partner for employment policies, thus to the nature of ILO as a partner for Member States in devising YE policies and actions.		→	
Internal coordination and management	<u>Internal coordination and management</u> refers to the organizational and management arrangements adopted by ILO for YE work in the region.		→	
Effectiveness	<u>Effectiveness</u> is the extent to which the development intervention's objectives were achieved, or are expected to be achieved, taking into account their relative importance.			→
Efficiency	<u>Efficiency</u> measures how economically resources/inputs (funds, expertise, time, etc.) are converted into results.		→	
Impact	<u>Impact</u> : primary and secondary long-term effects produced by a development intervention, and the long-term changes in the situation, which justified the intervention.		→	

Sustainability	<p><u>Sustainability</u> is the continuation of benefits from a development after major development assistance has been completed (perennial benefits).</p>	Poor	Good	Excellent
				

ANNEXES

Annex 1. Terms of reference

Terms of reference

Independent evaluation of the ILO's strategy to increase member State capacities for youth employment

January, 2009

INTRODUCTION

The ILO is conducting an evaluation of its strategy to increase member State capacities to develop policies or programmes focused on youth employment. The thrust of this strategy is to strengthen the ILO constituents to translate global commitments to make productive employment and decent work a fundamental component of economic and social policies and/or development strategies into national action.

The evaluation will address several objectives. First, it will provide an account to the Governing Body regarding strategy results. Second, it will be an opportunity to learn what works and does not work, and why. Third, it is intended to be used to support decision-makers in charting future direction for ILO's work on youth employment.

The evaluation will review the relevance, effectiveness and efficiency of ILO support for youth employment in a selection of countries and at the global level. It will take stock of the scale and content of ILO's work addressing youth employment but also address key questions and identify useful lessons for future work.

BACKGROUND ON THE ILO'S STRATEGY

History and organizational context

Youth employment is a global issue: worldwide, the opportunities for productive employment for youth and young adults fall far short of growing demand. In 2008, the ILO estimated that worldwide youth made up 40.2 per cent of the total unemployed population although they account for only 24.7 per cent of the total working-age population. High youth unemployment is primarily concentrated in developing countries. In Sub-Saharan Africa, a 2008 World Bank report estimates that 3 in 5 of the unemployed are youth.

For many youth living in developing countries, the opportunities to acquire basic education and skills training to secure a decent job are being missed. In addition to education, employment opportunities for young persons are also limited by factors such as gender, age, ethnicity, family background, location, health status and disability, making some much more vulnerable than others.

Youth unemployment and underemployment also cost governments and societies, which are called on not only to integrate youth aspects into their overall employment policies and programmes but also to design and support targeted initiatives specifically aimed at vulnerable youth. Over-arching within this is the need to address both supply and demand sides of the labour markets, rural and urban, formal and informal, and mobility between the two, and to target interventions that break down

disadvantages. Many national governments are responding by designating youth employment as one of their priority development initiatives.

Vision, strategy and objectives

This evaluation will assess the ILO's primary strategies to support its operational objective 2a and outcome 2a.1: (SPF 2006-2009).²⁷ This strategy is built from work leading up to and stemming from the June 2005 93rd Session of the International Labour Conference (ILC), which considered the need for the ILO to build upon the work already underway through the UN Secretary General's Youth Employment Network (YEN) and the 2002 UN General Assembly resolution on 'promoting youth employment', and set out in an ILC Resolution the main means by which to step up ILO's technical work in support of youth employment. The Youth Employment Programme (YEP) complements the work being carried out globally under the auspices of the YEN.

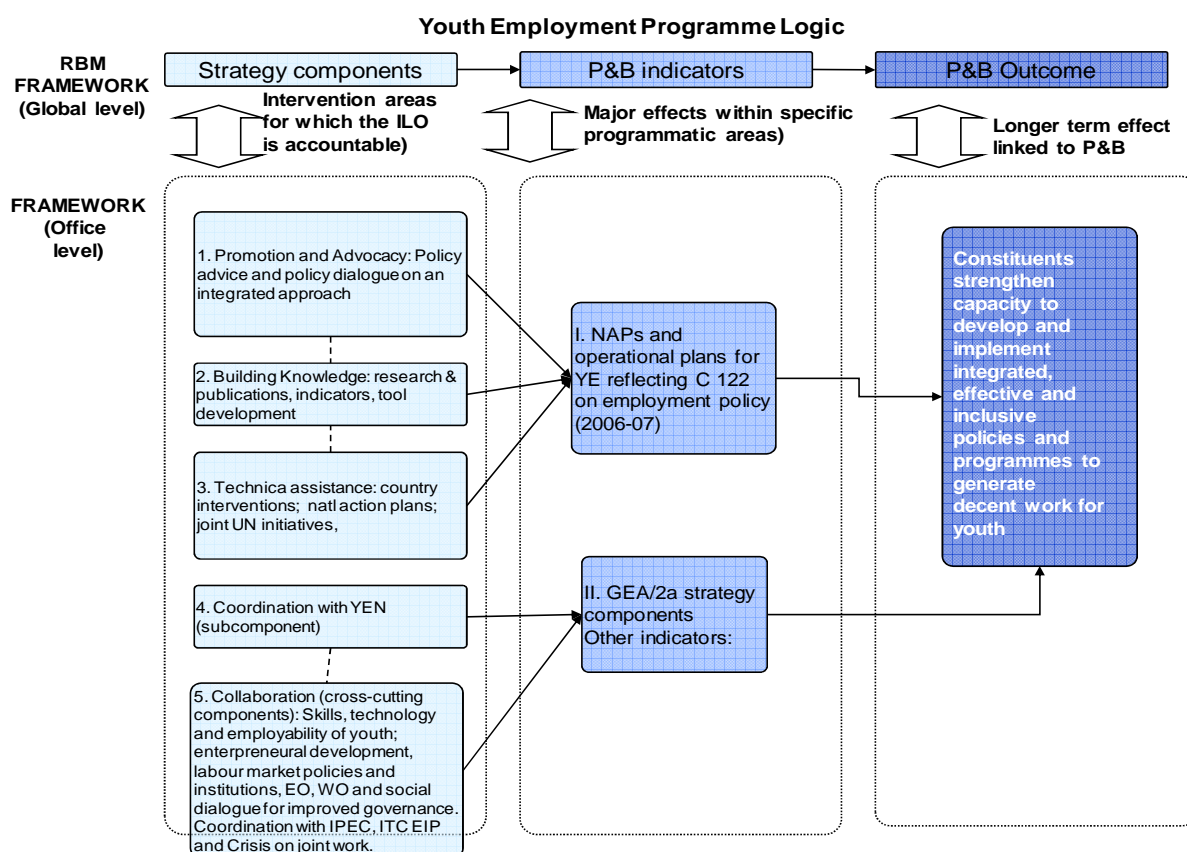
The ILO's youth employment initiatives fall within the broad aim of providing effective support to ILO constituents to adopt and implement employment, labour market and skills policies and programmes that promote decent employment. Youth as a specialized group were referenced in the 2002-03 Programme and Budget, under the knowledge, skills and employability operational objective, which specifically identified youth as persons with special needs regarding access to training and skills development. For 2004-05, youth remained a targeted segment but with a widening of interventions so that implementation included incorporation of labour market strategies and employment services to promote increased labour market participation.

From its formation as an ILO programme and budget outcome in P&B 2006-07, ILO's youth employment programme has been integrated into the Global Employment Agenda (GEA) with its emphasis on policy support for employment generation, economic growth and poverty reduction, and is considered to cut across its 10 policy pillars. More specifically, the strategy would build on the work set out during the Tripartite Meeting on Youth Employment (November 2004) and the ILC general discussion, through an integrated approach which would draw on interdepartmental and intersectoral work, field-headquarters collaboration, involvement of constituents and development of partnerships.²⁸

Specific ILO action was to improve the coordination and effort to integrate decent work, including youth employment, into the international development agenda, expand the knowledge base on the nature and magnitude of the youth employment challenge, develop a set of tools that could be used flexibly and adapted by member States in the formulation of employment policies and programmes, special consideration of HIV/AIDS as it impacts youth, and innovative GB-level exchange on national experiences related to youth employment. Within this framework, additional focus was given to enterprise promotion, youth in crisis response and reconstruction, and employment intensive approaches.

²⁷ The operational outcome for this objective is that, *ILO constituents adopt and implement employment, labour market and skills policies and programmes that promote decent employment for women and men*, Programme and Budget for 2006-07, March 2005, para 195.

²⁸ GB.297/ESP/4 (November 2006).



Prior to 2004, the Office approach for supporting youth employment was to situate primary responsibility within EMP/SKILLS, and specifically within its technical cluster on disadvantaged groups. In 2004, a multi-sector task force was established, with focal persons designated in each of the Employment Departments and coordination emanating directly from the ED's office. Beginning in 2006, the set up of the cross-cutting programme helped to define a resource base and portfolio of work, primarily through project initiatives.

In 2006-07, an estimated \$7 million of regular budget was earmarked for supporting the outcome, which was followed by \$3.6 million for 2008-09. In terms of extra budgetary resources, since 2004, an estimated \$30-40 million of extra budgetary resources were earmarked for implementing this strategy.

CLIENT

The principal client for the evaluation is the Governing Body, which is responsible for governance-level decisions on the findings and recommendations of the evaluation. The evaluation is also intended to provide a basis for improved leadership and decision-making by ILO management and those working to support youth employment policies and programmes. It is also to serve as a source of information for the ILO partners and national policy makers.

PURPOSE AND SCOPE

The evaluation is to provide impartial insight on the continued relevance, effectiveness and efficiency of the youth employment strategy, as well as results achieved. This will include consideration of how the ILO's strategy should be continued or modified. The recommendations and lessons learnt generated from the evaluation exercise are intended to be used in improving ILO's support to constituents for promoting youth employment and related initiatives.

The strategy evaluation will cover the period 2004-2008. The scope of the evaluation will involve review of:

- (i) The evolving role and relevance of the ILO within the global effort to address youth employment (MDG, YEN);
- (ii) Evidence of how the Office has increased the coherence and effectiveness of its support to member States through the programme approach (design and implementation);
- (iii) Thematic review of the main means of action: promotion and advocacy, building knowledge, and technical services and advice;
- (iv) The Office's capacities and performance in supporting the strategy, including management arrangements and national partnerships involving constituents and other UN agencies;
- (v) Consideration of the results-based framework, choice and use of indicators, and reviewing and reporting of progress within the P&B framework as well as DWCP;
- (vi) Coordination across the ILO to maximise the support to a cross-cutting or shared outcome (field offices, field specialists, technical programmes).

Implementation of the strategy is shared across many parts of the ILO, with some direct links more pronounced than others. The ILO also supports a wide range of global and national actions that have indirect links to youth employment. These aspects of the Office's work will be addressed within this evaluation to the extent possible given the timing and resources available.

EVALUATION METHODOLOGY

The terms of reference have been prepared in line with the ILO's evaluation framework, endorsed by the Governing Body in November 2005 (GB.294/PFA/8), taking into account particular characteristics of the ILO's operational strategy for youth employment (Outcome 2a.3 in 2006/07 Programme and Budget). In accordance with ILO guidelines for independence, credibility and transparency, responsibility for the evaluation will be based in the Evaluation Unit. The evaluation team will be composed of one or more external consultant(s) and an ILO independent evaluator without prior links to the programme and strategy. The evaluation will also benefit from the input of a senior evaluation advisory committee. The evaluation process will adhere to the international norms and standards for independent evaluations by the United Nations Evaluation Group.

The evaluation will be participatory. Consultations with member States, international and national representatives of trade union and employers' organizations, ILO staff at headquarters and in the field, UN partners, and other stakeholders will be done through interviews, meetings, focus groups, and electronic communication. An evaluation network mailing list for distribution of documents and messages as well as a dedicated electronic mailbox for the evaluation for stakeholder comments and inputs will be established.²⁹ Final versions of all evaluation documents will be the responsibility of the evaluation team.

A review of strategy, including partnerships and main means of action, with focus on evolution of the programme over time will be supported through a series of interviews and review of related documentation. The interviews will explore the extent of positive changes in policies and practices that can be attributed to ILO advocacy and service efforts.

A desk-based review will analyze selected reporting and other programme documentation, key performance criteria and indicators to compare and assess the coherence, continuity and evidence of results over time. Attention will be given to main means of action, implementation performance, perceptions of major progress and significant achievements, as well as notable products and outputs in the main means of action. Application of good practices, including a results-based management approach, and use of lessons learned will also be considered.

Electronic surveys and national case studies will provide additional means of documenting the usefulness of technical work within member States. Cases will be selected according to where the ILO

²⁹ The evaluation team and secretariat can be reached at the following contact points: eval_youthemp@ilo.org; telephone (022) 799-7055; fax: (022) 799 6219.

has worked over a longer period of time, and also where its work is considered innovative with need to know more about its effects (approximately three regions for case studies). Case studies will also consider strategies and approaches at the country-level around the broader decent work and national employment agenda, and will consider the roles and responsibilities of others within and outside the ILO in reinforcing the process.

Drawing from available country and global programme documents, reporting and evaluations, an analysis of how results are being planned, monitored and progress reported will be prepared and policies and practices reviewed.

OUTPUTS

The following written outputs will be produced:

- A summary report of findings and recommendations, prepared by the Evaluation Unit, to be presented to the November 2009 Governing Body, including a written response from the Office.
- A more detailed evaluation report to be prepared by the evaluation team and made public.
- Background documentation and analysis on which the findings, conclusions and recommendations are based.

TIMEFRAME AND MANAGEMENT ARRANGEMENTS

The evaluation will be conducted by senior evaluators with support from the ILO Evaluation Unit. The ILO Evaluation Unit will be responsible for the overall management of the evaluation. Approximately US\$80,000 (including staff costs of the Evaluation Unit) is budgeted for the evaluation.

The evaluation timeframe is from February to September 2009. A timetable is shown below.

Task	Time frame
Consultations on draft TOR	January 2009
Formation of evaluation team	February 2009
Desk review	February 2009
Finalization of TOR	March 2009
Staff and constituent interviews	March 2009
Case studies/field missions	April 2009
Draft findings report	May 2009
Final evaluation report	August 2009
Summary to the GB prepared	September 2009
Governing Body discussion	November 2009
Follow up plan of action	December 2009

At evaluation start up, the detailed set of questions will be finalized to address issues raised during desk reviews and an initial round of interviews.

Annex 2. Indonesia case study

Employment Creation for Poverty Reduction and Livelihood Recovery, especially for Youth: Indonesia Case Study

1. Youth employment in Indonesia

Indonesia has one of the world's largest youth populations, which contributes substantially to the country's work force. Despite this, with an estimated 10.5 per cent of the work force population unemployed (2006, Sakernas LFS), youth face difficulty finding decent work. In 2006, 62 per cent of the total unemployed in Indonesia were youth between the ages of 15 and 24. However, the data does not fully capture the added dimension of underemployment and informal employment, the latter of which was estimated in 2006 to account for nearly 60 per cent of youth's jobs.

Indonesia was one of the first countries to take a lead in the UN Youth Employment Network (YEN), by which it signaled a political commitment for taking practical action. In 2003, the Indonesia Youth Employment Network and Indonesia Youth Employment Action Plan 2004–07 were established. The action plan identified youth employability as a key policy issue for their successful entrance into the labour market. School-to-work transition surveys revealed that employers flagged inadequate education and training as a major obstacle. The quality of public education, including the quality of teaching, the fragmented and supply-driven technical and vocational training, and weak preparedness for job searching were identified as underlying factors.

On the demand side, the quantity of productive jobs available for youth falls short of the number of youth in search of work, and there is evidence that the economic slowdown beginning in 2008 will aggravate the situation much further. Self-employment as entrepreneurs of both micro and small-sized enterprises involves high risks and many youth are shut out of credit markets because of their lack of assets and financial history, as well as regulatory barriers. Gender gaps in education, employment and social capital also reflect the added difficulties facing young women in the job market.

From a policy perspective, IYEN's youth employment strategy and action plan encompassed four pillars:

- ensuring quality basic education for all young men and women, and developing a demand-driven vocational and technical education system;
- focusing on the generation of formal sector jobs, with attention on the needs of the poor and disadvantaged youth;
- empowering youth and facilitating their entry into business, and gradual transformation of the informal economy to formal sector activities, to create more and better jobs; and
- ensuring equal opportunities for young women and men regarding opportunities for productive employment.

Through the ILO's country strategy in Indonesia, there has been a concentration of ILO support to the ILO constituents to design and prepare a national plan and implementation strategy for short and medium term programmes aimed at addressing the significant barriers to decent work encountered by nearly a third of the country's work force—young persons between the ages of 15 and 29 years old. The ILO's support in the area of youth employment is multi-faceted and strongly embedded within a broader set of initiatives to support a comprehensive national employment strategy underpinned by policies and programmes with emphasis on pro-poor employment growth and enterprise development. Youth education and skills development is also integrated into the ILO's DWCP.

To review the ILO’s effectiveness, the Indonesia case study considers the appropriateness and effectiveness of the ILO’s work from a careful desk review of the ILO portfolio of work in Indonesia and with the view of key individuals and organizations within the country partnering with the ILO.

The ILO’s main means of action in Indonesia have been concentrated in several areas of work:

- promoting appropriate policies and legislation to create an enabling environment for youth employment;
- building capacity and demand for processes that identify appropriately integrated policies and programmes based on the needs of youth with regard to employment and livelihoods;
- promoting youth employment and entrepreneurship through education and training systems;
- raising awareness and generating understanding of the situation of youth and employment through data and research;
- social dialogue and capacity development among constituents to enhance their participation and influence in national initiatives.

Over the past five years the ILO’s strategy for supporting Indonesia has been implemented through a series of projects:

- Entrepreneurship Culture and Business Creation for Youth Employment in Aceh
- Employment-intensive Growth for Indonesia: Job Opportunities for Youth
- Education and Skills Training for Youth Employment project
- Youth Employment in Indonesia: Policy & Action
- Employment for Youth in Indonesia: Employable Skills and Enterprise Development
- Boosting Youth Employability in the Construction Industry.

2. Conclusions and lessons learned

2.1 Conclusions

2.1.1 Strategic approach and design

Conclusion 1: The ILO’s policy advisory support and technical cooperation are well aligned to the needs of youth in Indonesia, as articulated in the IYEAP, and ILO’s sustained period of YE support has meant a steady advancement nationally in testing and mainstreaming policy and programmatic interventions to address employment demand and supply side constraints facing youth.

No	Priority	Strength	Generalisation
1	XXX	XXX	Yes

The government of Indonesia’s 2010-14 MTDP sets out four priorities, one of which calls for improving the quality of human resources—a continuation from the previous period. This mixes with other priorities to reinforce government decentralization, improve technical capacities, and strengthen economic competitiveness.

Within its labour market policy priorities, no single component explicitly addresses youth employment but all affect youth, who account for nearly 50 per cent of the working population and who are over-represented in the informal economy, hazardous work, contracted labour, and in the ranks of those needing training and competencies to improve productivity.

The ILO, through its facilitating role within the IYEN and through its four+ projects that have specifically targeted youth, has favourably supported national recognition of the importance of specifically addressing youth in national and provincial employment policies and programmes in Indonesia. ILO has also targeted and designed well the individual projects directed at supporting specific components of national development plans affecting youth employment. These areas are wholly consistent with the ILO strategy and means of action laid out in section 1. The ILO's projects appear to be working effectively across sectors and at different levels of government, partnering with government organizations as well as non-governmental organizations (NGOs) provincially.

Because the government positions YE as cross-cutting, it is not yet clear how their policy framework to address youth employment will take shape in the upcoming MTDP. A strong YE policy and strategy will need to come from national planners, however, the planning processes between national, provincial and local levels are not widely understood. At provincial levels Indonesia has no clear map for the planning and budgeting processes and is planning to change the system again. As well, at provincial levels there is a major scarcity of labour market information and disaggregated studies. There is, however, good potential for more targeted analysis of the labour market situation for various categories of youth. This includes a means to better articulate the gender aspects to be embedded in national strategies.

2.1.2 Coherence with overall ILO approaches and policies

Conclusion 2: The ILO strategy in Indonesia is coherent across projects and interventions, fully consistent with the IYEN plan of action and fitting within ILO capacities and approaches for addressing youth employment. ILO's work demonstrates an integrated approach for supporting constituents at multiple levels through an impressive mix of policy, technical cooperation and targeted studies. YE in Indonesia is well integrated into the Asia regional strategy and outputs. Operationally, EAST as an integrated project is complex but not unwieldy.

No	Priority	Strength	Generalisation
1	XXX	XXX	Yes

The ILO is well positioned and the primary advisor on YE to the government, which brings a high level of coherence to ILO's work. It has worked effectively with constituents to align its technical cooperation and policy-related studies with their expressed needs. The Office has also reinforced YEN through technical advice and information and has consistently responded to issues raised within this network.

ILO Jakarta achieves an integrated approach by making YE a priority within the DWCP and a cross-cutting issue for ILO Jakarta's other technical programmes. ILO Jakarta has also designed projects to match the progress being made by constituents, and to round out the strategy through design of complementary projects (e.g. EAST and JOY).

2.1.3 ILO added value

Conclusion 3: ILO is working in areas that directly reflect its comparative advantage, and which support national partners in addressing priority youth employment-related policy and programming issues.

No	Priority	Strength	Generalisation
1	XX	XX	Yes

Youth employment will become one of the more important issues to be mainstreamed in Indonesia's next MDTP, according to the Ministry of National Development and Planning. Currently, discussions are underway regarding how to better monitor the youth employment situation; this is currently linking strongly to education and vocational training efforts where emphasis is placed on employability.

ILO's YE initiative was launched initially through targeted studies aimed at influencing thinking at the policy level, including a well targeted analysis of youth employment trends.

The ILO has conducted several school-to-work surveys profiling the employment situation in districts, including a profile of constraints, job trends, sectoral analysis and local development. These studies have shed light on the nature of the problems to be addressed. ILO continues to study aspects of why youth are disadvantaged in the labour market compared to other groups, and the related implications for setting and implementing policies that have a stronger impact on youth than would otherwise be the case. (Indonesia, like many countries, does not distinguish between policies for youth, vs. other unemployed, displaced, or disadvantaged persons).

The government has identified a handful of high-potential export-oriented industrial sectors for what will become a national sectoral strategy, however, only a few of these have notably favourable elasticities of demand for labour and growth within these sectors may have a small effect on job creation. The Indonesian government is also taking steps to link their VET or skills strategy to their policy for industrial development. The ILO in response is profiling the employment potential linked to predicted growth in selected industries but also working through backward linkages with employment services facilities and TVET institutions to upgrade capacities and curricula to better meet industrial demand and.

The ILO currently supports studies and LED initiatives to shed light on how local-level support can generate jobs and local economic growth. It is also working to incorporate such aspects into a more defined policy framework for promoting youth employment.

The ILO has been instrumental in adding clarity to how the skill/employment strategy can also be linked to economic growth needs and in championing the effort to develop a more effective qualification framework, including for assessed competencies.

The government is currently taking steps to overhaul employment services centers (ESC) to better advise on job vacancies and qualifications and competencies demanded, and to facilitate migrant workers to obtain better employment situations. Indonesia's ESCs are developing internet-based interfaces and launching a 3-in-1 kiosk approach where info on jobs, training and certification, and market information will be combined. ILO has provided technical advice and is collaborating to reorient ESCs into offering services in line with their capacities (career counselling, sector and job profiles, predictions, etc).

To address a serious scarcity of labour market information ILO is working in several provinces to strengthen employment centres and to respond to the kinds of needs expressed by youth in the vicinity seeking jobs. ILO is also working with the Ministry of Manpower in setting up a monthly index of jobs on offer to capture trends in job openings.

The devolved authority to provinces has made it necessary to pilot the education initiatives in multiple provinces and numerous districts, which has added to the costs and management complexity of ILO's EAST project. Strengthening vocational training frameworks and practices in selected facilities has been slowed by bureaucratic snags linked to procurement of supplies, which has consumed the time and energy of ILO's resource persons for these activities.

Decentralization poses major problems for the expansion of vocational training at the provincial level. Local governments typically are less concerned about youth employment as evidenced by a massive

reduction of TVETs available after decentralization. The importance of adequate training has to be further advocated among local governments.

The ILO has not delved much into supporting public-private initiatives to address youth employment though it is well positioned for facilitating these.

2.1.4 Expectations from constituents and other stakeholders

Conclusion 4: Expectation towards ILO from constituents and other stakeholders identify ILO's role as technical agent to provide assistance, guidance, capacity to IYEN, and their expectations are largely being met, however, the IYEN itself is in need of reform; ILO's capacity is heavily dependent on extra budgetary resources and some stakeholders are concerned that ILO is not dedicating enough attention to approaches for upgrading the skills and employment situations of youth already working.

No	Priority	Strength	Generalisation
1	XX	XX	Yes

Indonesia has the most developed and active YEN in Asia and the ILO has been instrumental in keeping it active and on track for implementing its action plan, the IYEAP. Though comprehensive, its implementation remains limited. In the area of education, for example, the government of Indonesia has made efforts to improve education, but skills programmes and activities on preparing the youth for entry into the labour market reaches far short of what is called for.

Likewise, IYEAP is not a time bound plan and has no clear Key Performance Indicators (KPI). There is a demand that IYEAP 2009-2012 provide more structured guidance and a step-by-step plan of action.

Another factor reported to have affected the implementation has been low awareness about the existence of IYEN and IYEAP among stakeholders. This is partly due to the mobility of persons involved in IYEN, who were responsible in the development of the IYEAP. Information dissemination on the goals and precepts of IYEAP has also been reportedly weak, resulting in the lack of or minimal awareness about the action plan.

Collaboration among stakeholders could be improved and there is a need to strengthen the role of IYEN in coordinating and mainstreaming YE, perhaps through more recognized authority.

IYEN provides an important platform for knowledge sharing and strategizing and to facilitate a stronger linkage between stakeholders and information generation, but is in need of additional mandate to facilitate improved monitoring. Likewise, a joint campaign on youth entrepreneurship between IYEN and the private sector has been suggested to get more attention in advocating and gaining support for young women and men.

IYEN members want to see increased membership and activities with industry. The World Bank is planning to finance YE initiatives to target school drop outs for private sector training, primarily for entrepreneurship development, with links to business services, with quality assurance systems for training providers, and provincial labour market information, analysis and monitoring systems.

As specified in its DWCP document, ILO is the lead agency and perceived as effective in coordinating the UN's initiatives under an United Nations Development Assistance Framework (UNDAF) sub-outcome on employment. In addition, an inter-agency working group technically supports implementation of the UN strategy. ILO is collaborating with UNICEF and the Education for All initiative to profile youth employment in the 2009 EFA report. Indonesia is also planning to

integrate a new indicator into EFA in Sulawesi to measure life skills know-how for ages 13-29 and percent of students who get jobs after schooling.

The UN system collectively supports Indonesia's lead role in the IYEN and IYEAP, linking it towards the achievement of MDG Goal 8, Target 16 , and more recently MDG1's employment target. To support the government's plan for Aceh and North Sumatra recovery, the UN system supports agriculture and fisheries based livelihoods, food for work and food for assets programmes, small enterprise development (including support to local cultural industries) and business skills training.

The Employers' Association of Indonesia (APINDO) has been actively involved in upgrading young people's skills through training organized with the support of its members, and providing more input to schools and TVET regarding jobs in demand. Indonesia Business Links has programmes on building employability and entrepreneurship skills through local NGOs in Central Java, Yogyakarta and West Java.

Indonesia's workers organizations are concerned about the large numbers of unskilled workers in poorly enumerated and unproductive jobs. Unions are interested in seeing low-skilled but employed youth also benefiting from skills training, and call for a reversal in the declining number of TVET centres.

Some efforts to tackle youth employment, if abused by employers can run counter to ongoing efforts by Indonesia's trade unions to address the growing informality of employment and the rapid increase on contract labour, many of whom are young, but who replace older industrial workers either retired or laid off. Through social dialogue, the ILO has supported constituents in addressing these broader issues, however, little direct action is found in project-level activities.

2.1.5 Effectiveness of technical interventions

Conclusion 5: Technical interventions have been effective in raising awareness of country-specific interventions and have been integrative within an overall national approach. Gender aspects of youth employment have been unevenly developed.

No	Priority	Strength	Generalisation
1	XXX	XXX	Yes

In response to the tsunami, the ILO implemented projects supporting labour- intensive rural road construction, which targeted rural populations for short term employment and training. The Aceh-based project did not explicitly target youth but young women and men benefited from jobs through local economic development (LED) and recovery schemes, and from associated training and support for starting small businesses. Likewise, persons with disabilities were included in these initiatives.

Additional job creation initiatives have been aimed through the SIYB programme and related initiatives with business associations and cooperatives. For the latter, the current LED project targets small farmer associations for business capacity development. Interventions aim at identifying supply chain segments at local level with potential for profitable business opportunities. Capacity building focuses on management and entrepreneurship, market access, and financial services.

In nearly all job creation initiatives there has been limited direct targeting or a specific programming approach for youth, which is partly explained by the fact that over half the population is under 35 and the majority of those benefiting from interventions are in the target group; therefore, approaches for linking LED to youth employment are implicit and largely unmeasurable.

Gender aspects of youth employment have not been convincingly articulated in the various strategy initiatives, including the current projects, which may explain why operational activities linked to gender aspects, for the most part, also have not taken form. This holds for the work at national level carried out through IYEN where presentations during the 2009 conference largely missed consideration of gender aspects. The YE discussion of issues appears somewhat gender blind, and treat target groups as largely homogeneous from a gender perspective.

2.1.6 Coordination and management

Conclusion 6: ILO Indonesia coordinates well internally, with the rest of the region’s YE initiatives and with ILO headquarters technical units. For the latter, direct support for YE has been reported as uneven, with the brunt of support coming from within the region. The current YE strategy and projects do not yet have a strong results framework.

No	Priority	Strength	Generalisation
1	XX	XX	Yes

In 2007, ILO Jakarta received US\$ 5.55 million for a 4-year second phase of the Indonesia project, to address child labour targeting an additional 6,000 children for withdrawal and 16,000 for prevention from exploitive work in domestic service, commercial agriculture, drug trafficking, and trafficking for commercial sexual exploitation. In support of the national Time-bound Program, ILO also received US\$ 6 million for Child Labour Education Initiative project to combat child trafficking in Indonesia that aims to withdraw 1,500 child trafficking victims and prevent 17,932 children from being trafficked. A new US\$ 22.6 million youth employment and child labour project focuses on six provinces in the eastern part of Indonesia (EAST). One of the six components of this project targets support to youth between 12-15 years who are victims of child labour, or at high risk.

The EAST project relies on 33 to 41 implementing partners to deliver on six major components, one of which addresses child labour. The main points of intersection for youth employment and child labour are at the policy levels and where life skills and other less formal training are means of action. At provincial level, government officials were unconvinced regarding the logic in combining strategies to address child labour and youth employment within one project, since they saw the programmatic work (partners and entry points) as fairly distinct and did not find an added value for linking YE to CL in project levels.

The ILO does not have a means of increasing core technical capacities because currently projects do not have a budget line in which to finance capacity building, and ILO Jakarta and the Bangkok Regional Office have scrambled to provide adequate technical backstopping for the youth employment projects. Sustainability of regular coordination remains an issue. One suggestion is to have 5 per cent of projects set aside for this—to finance regional networking, communications, and coordination of trainings, which are deliverables in various projects.

The shifts in Geneva-based coordination since 2007 are also seen to have weakened and fragmented YE support to the Asia region more generally.

Results framework, monitoring and evaluation

The current youth employment projects have not yet put in place methodologies to measure and monitor the employability of targeted youth or the job outcomes or job performance of those reached through various educational and vocational services, although the EAST project is in the process of developing the information base upon which to conduct tracer surveys on sampled participants and the methodology is known. Other tools, such as the school to work transition surveys and labour

market information on youth employment, also provide high-potential means of monitoring but these could be used more effectively for this purpose. In addition, monitoring tools linked to SIYB and entrepreneurship training have been used to good effect in previous projects.

The ILO employment specialists both in the field and Geneva can make more accessible information and technical support on various tools and approaches for monitoring the outcome-level of key youth employment interventions. Likewise, national partners would benefit from improved information on cost-effectiveness of those interventions found to link to employment improvements.

2.1.7 Impact

Conclusion 7: The ILO has had a clear impact on national awareness and capacities to address the issues surrounding youth employment, foremost through support for skills and training, and on the demand side through initiatives that help to create jobs for youth. The ILO’s impact has been hampered at the policy level in part due to structural difficulties within government in developing an integrated approach, and lack of hard results linked to the IYEN. Employment trend analysis has also been largely limited to national levels, whereas the country’s employment situation for youth is highly differentiated geographically and by sector.

No	Priority	Strength	Generalisation
1	XXX	XX	Yes

Specific evidence of ILO’s influence is notable in the quality and form of analysis of national employment data, which now breaks out and reports on youth as a sub-group. Also, the more clearly articulated national development plan recognizes where youth unemployment is highest, and addresses what has been found by ILO as the main causes—education that is poorly aligned with the labour market and poor preparation of youth to develop the skills and professionalism to find and hold employment. The ILO is developing new indicators for monitoring quality aspects of youth already employed, and these could provide the impetus for roll out of new interventions to address the large segment of youth working under unfavourable terms and conditions.

At country level, the main component of the YE policy agendas are the criteria for making policy choices, which are not yet well informed by disaggregated studies on sectors and industries, provinces, and gender aspects of youth employment. The ILO has comparative advantage in providing support on how to conduct relevant research and analysis within countries to make informed policy choices but currently the scale of support is limited due to capacity limitations. However, the evaluator did not find that financial resources were a constraining factor on the ILO’s side since current projects could provide funds for such work. Instead, there seems to be a missing pathway to connect resources with know-how within the Office. On the implementation side, such analysis could better inform Indonesia’s YE strategies as to how to more explicitly target segments of the young population for bundled interventions. Also important would be sharing of examples of how governments have achieved integrated policies to address youth employment and inter-ministerial implementation strategies and accountabilities, which the ILO has been doing to some extent.

Mainstreaming of youth as a cross-cutting priority already extends to Indonesia’s provincial planning levels but will need to be reinforced with proposed means of monitoring the situation at this level. The Ministry of planning already monitors and reports annually on the national employment trends for youth and there are plans underway to work with ILO to strengthen the analysis of national labour market data to link it more closely to monitoring and assessing the country’s YE situation.

2.2 Lessons learned

YEN success partly depends on the strength of government’s endorsement, the capacity and clout of the Ministry of Economic Affairs in providing core support, and the commitment of that Ministry to seeing it made successful. As an inter-ministerial committee, it has not been easy to make IYEN take hold.

YE initiatives cannot advance far on developing an inclusive process for policies and programmes without addressing horizontal and vertical inter-ministerial constraints.

‘Employability’ includes having a positive attitude and professional work habits, the absence of which is thought to lead to high turnover rates of young employees.

Labour-intensive infrastructure projects remain one of several promising means of boosting employment demand for youth. In future, ILO can specifically profile in these how youth are targeted, participate, and benefit.

Self employment and entrepreneurship are part of the solution to supporting productive and decent work amongst young people, however not all young people are cut out for this. Just as important is to ensure that any initiative or strategy for skill development is linked to industrial demand.

Most strategies claim to be demand-led, but in reality there is weak understanding of employment demand or what skills are needed. As a consequence YE strategies tend to start from a supply-side perspective in which entrepreneurship and technical skills training is often provided as a solution to solving employment constraints

3. Summary of SWOT Analysis

The table below summarises the SWOT analysis for ILO intervention on youth employment in Indonesia.

<p>STRENGTHS</p> <p>ILO’s projects appear to be working effectively across sectors and at different levels of government, partnering with government organizations as well as NGOs provincially. The ILO is well positioned and primary advisor on YE to government</p>	<p>WEAKNESSES</p> <p>The distinction between YEN and YEP within Indonesia not well understood, particularly since UNDP and World Bank advancing their own initiatives at country level.</p>
<p>OPPORTUNITIES</p> <p>The policy framework to address youth employment to take shape in the upcoming MTDP. IYEAP to be updated in 2010 to include stronger emphasis on results and progress monitoring.</p>	<p>THREATS</p> <p>The accountability frameworks for line ministries not explicitly addressing YE, a situation that continues at the provincial levels.</p>

4. Final Judgement

Criteria	What is meant	RATING		
		poor	good	excellent
Relevance, internal and external coherence	<u>Relevance</u> relates to the objectives of a development intervention as regards: consistency with beneficiaries' requirements, country needs, global priorities			→
Complementarity/ Coherence, ILO Added Value	<u>Coherence/ Complementarity</u> is concerned with the consistency and continuity of the ILO's overall and specific Youth Employment strategies and policies aiming.			→
	<u>Added Value</u> is the added benefit of an ILO intervention. Criterion relates to the specific characteristics of ILO as technical partner for employment policies, thus to the nature of ILO as partner for member states in devising YE policies and actions.		→	
Internal Coordination and Management	Internal coordination and management refers to the organizational and management arrangements adopted by ILO for youth employment work in the region			→
Efficiency, effectiveness, intermediate of ILO's interventions in the field Youth Employment	<u>Efficiency</u> measures how economically resources/inputs (funds, expertise, time, etc.) are converted into results.		→	
	<u>Effectiveness</u> is the extent to which the development intervention's objectives were achieved, or are expected to be achieved, taken into account their relative importance.			→

Impact, Sustainability	poor	good	excellent
<p><u>Impact</u>: primary and secondary long-term effects produced by a development intervention, and the long-term changes in the situation which justified the intervention.</p>			
<p><u>Sustainability</u> is the continuation of benefits from a development after major development assistance has been completed (perennial benefits)</p>			

Annex 3. Latin America and the Caribbean case study

Youth Employment in Latin America: The Case of Peru.

Youth employment is a burning issue in Latin America as well as in the Caribbean. Youth unemployment rates are high throughout the region and remain so even in growing and relatively successful economies: young people account for about half of the unemployed in nearly every country of the region.

The purpose of the mission to Peru was to document the relevance, efficacy, efficiency, impact and sustainability of the ILO youth employment initiative in the Americas. Since ILO youth employment-related interventions in the region have mainly been within the scope of the PREJAL, the case study has focused on this particular programme. The analysis also looks into the kinds of improvements that can be made in the ILO's overall strategy and approach to support constituents and national partners' efforts to integrate youth employment concerns into public and private policy and programmes.

Most of the comments and elements of the analysis are relevant to all the countries of the Latin America and the Caribbean region. Peruvian specificities in the operationalization and implementation of the PREJAL have been stressed whenever appropriate.

1. ILO support

The Hemispheric Agenda³⁰ is the overall strategic framework to which all ILO actions refer in supporting the constituents, carrying out technical cooperation, producing and disseminating knowledge and advocating for youth employment in a decent work perspective. The Agenda identifies the most important phenomena to tackle and policy directions to take as:

- measures to strengthen the linkage of the youth to the labour market;
- incentives for the recruitment of youth in formal employment;
- measures to promote youth entrepreneurship;
- measures to promote the recognition of skills; and
- measures to improve youth's knowledge and ICT skills.

The goal is to halve the percentage of youth of age who neither study nor work in ten years.

In the case of Peru, the ILO and its Andean SRO's contribution has primarily consisted in accompaniment and technical assistance to the Ministry of Labour as well as advocacy for an integrated approach and specific measures to strengthen existing initiatives (e.g. PROJOVEN, and CONSTRUYENDO PERU). One of the final outcomes has also been the elaboration of the youth employment plan.

1.1 PREJAL (2005-2009)

The PREJAL programme's objectives are:

- to capitalise on the commitment of governments, employers, workers and civil society organizations to devise and implement YE policies and actions to create a youth employment promotion network in Latin America;
- to analyse, discuss and implement employment creation policies and programmes catering to the youth in the countries covered by the project; and

³⁰ ILO Trabajo decente en las Américas: una agenda hemisférica- Informe del Director General 2006.

- to foster demand-based training and employment initiatives for disadvantaged youth: those initiatives are to be led by enterprises in the fields of innovative technologies, communication, information, energy, banking and human resources.

Expected results are:

1. the creation of a youth employment network
2. improvements in youth entrepreneurship
3. improvements in the youth employment situation in relation to the informal economy
4. increases in YE as a result of the strengthening of youth's ICT skills
5. increases in YE in the finance, energy, security, human resources and sports sectors

Since start up in 2005, the US\$5.5 million YE programme has encountered several problems related to the relevance of the programme and the viability of some of the expected results. Assumptions on the level of maturity and stage of development of policies, institutional maturity and on the readiness of the social partners on youth employment have proved unrealistic. The speed with which national actions plans could be designed and acted upon has been overestimated and the efforts needed to ensure the viability of the youth employment network underestimated.

The programme was co-financed not by a constituent, but by a group of enterprises through a public-private partnership. These enterprises were also expected to play a prominent role in the implementation. Yet, the nature and the specificities of their role were not clearly established. This turned out to be quite challenging for the ILO.

The ILO has not shown a strong capacity for reaction, and its initial efforts to tackle the abovementioned issues were neither particularly adapted nor quick. A regional workshop organised in Cartagena has since contributed to overcoming these problems by identifying the needs of vulnerable youth and priorities for youth employment, thereby establishing youth-focused strategy as a driving approach to YE problem-solving in the region. Additional staff has also been recruited to improve internal communication thanks to a financial contribution from Spain.

The promotion of employability, training and employment opportunities, as part of the PREJAL, has consisted among other things in (i) general purpose and general competence training on employability provided by ADECCO and (ii) technical and sector-specific skills training and on-the-job training. These activities have generated specific employment opportunities: many of the trainees have been retained by the enterprises and others have enriched their potential for employability. The general training has also increased youths' capacity to devise and implement strategies for employment search. The enterprises have seen their participation as an opportunity to demonstrate their social responsibility.

In terms of specific targets, the objectives have been widely exceeded: 16,790 beneficiaries have been trained out of the expected 12,000.

1.2 Production and dissemination of knowledge

As a contribution to the implementation of the Hemispheric Agenda, the ILO has produced an important knowledge-base on YE in the region:

- I. A regional report on decent work and youth containing an in-depth analysis of the phenomenon along with an analysis of the policies and institutional responses and an analysis of the role of the social partners in the area;
- II. Four national reports, including one for Peru.

The aforementioned contributions are a milestone in the framework of the overall ILO cooperation with its constituents and an important addition to the knowledge of the quantitative and qualitative dynamics of youth employment and unemployment in the region. All the information is available on an “ad hoc” webpage.

In addition, the ILO Regional Office in Lima has translated the guidelines for the preparation of national action plans on youth employment and an annex on implementation of the guidelines.

Research and studies have also included:

- a. a document on the effect of the current financial and economic crisis on youth employment (which is under preparation and is expected for July 2009) and recommendations for the formulation and implementation of anti-crisis plans on youth employment;
- b. a research and comparative analysis on “first employment laws” aimed at analysing innovations and good practices contained in these law acts;
- c. a study on VET and youth employment whose final draft is expected for August 2009.

These knowledge contributions not only represent a substantial effort to disseminate knowledge on YE, but are also highly in line with the efforts carried out in other sectors, to which they contribute in creating synergies (tripartite actions, policy support, and technical cooperation).

ILO co-organised the seminar and added on to the publication on “Democratic Governance and Employment in the Andean Sub-Region” (2006). CINTERFOR regularly updates its web page on youth, training and employment, which provides extensive information on initiatives and documents relating to youth-oriented topics and associations. It has also set up an observatory of employability training for young people in the form of case studies. In addition, CINTERFOR organizes virtual seminars on training and employment of youth.

Constituents and members of the UN system have come to expect ILO to generate intensive and extensive knowledge on issues that fall within its areas of competence. ILO has been effective and has clearly responded to their expectations. The knowledge it has produced has been characterised by:

- analytical capacity both at the regional and at the national level on general issues related to youth employment;
- comprehensive coverage of the different aspects related to YE;
- links with strategic lines, which have been supported by analysis and sharing of data and best practices;
- link with specific programmes (e.g. PREJAL) and activities (e.g. tripartite action and policy support);
- good level of updates and links to relevant trends and processes (in this case it is very important to highlight the relevance, timeliness and appropriateness of the study and subsequent recommendations on the effects of the current global crisis on youth employment at the regional level).

1.3 Tripartite action

A regional tripartite meeting to promote decent work for the youth is to be held in October 2009. Participants are scheduled to include Ministries of Labour and Employment, trade unions, employer organisations and youth secretaries.

The youth-centered approach is taken on board to link youth employment to a comprehensive consideration of youth working conditions and related youth policy aimed at promoting active citizenship, participation, and social responsibility of the youth.

The main objective of the tripartite meeting is to launch a process to reach a bipartite agreement between workers' and employers' organizations that could serve as the framework for national negotiation on youth employment and decent work for the youth.

The innovative element is to give voice to the youth in the tripartite initiative on YE, involve the public bodies in charge of youth policies and youth organizations and create an alliance with OIJ (the Regional Ibero-American Youth Organization) to promote, through this "quadripartite" approach, an Ibero-American youth plan. The authors of the section on YE will receive technical assistance from the ILO.

Issues have been detected with regard to the involvement of trade unions. The trade unions themselves have expressed a moderately positive judgement but also pointed out the general weaknesses of the programme with regard to youth's rights at work, decent work and the right to information, participation and social dialogue on youth employment about the programme. The reservations of ACTRAV are important and focus on decent work (scarcely considered), the preponderance of employers' interest in the programme which is considered a tripartite initiative, and lack of voice for trade unions and the workers.

1.4 Connection between youth employment initiative and child labour initiative (life-cycle approach)

The most critical issues have been first employment and second apprenticeships. ILO action and technical assistance have helped advance knowledge throughout the region through support to national statistics institutes to introduce child labour modules into national family enquiries. These efforts have contributed to identifying and describing the phenomenon and to determining its magnitude, extension and qualitative characteristics.

In terms of policy support, the leading wire of ILO's action has been the mainstreaming of child labour issues into national policies. This endeavour has in most cases succeeded in terms of policies and national strategies, but not in terms of institution building. This has often limited the implementation of the strategies conceived.

Another important ILO contribution has consisted of incorporating child labour issues into national education policies at both policy formulation and technical assistance levels to extend conditional cash transfers to the families. ILO has also worked on specific themes related to child labour as the major determinant of intergenerational transmission of poverty such as:

- child domestic labour with the issue being analysed and debated with particular emphasis on the characteristics of dangerous domestic labour for the children³¹ and ILO is putting forward the idea of a new covenant;
- impact of migration on child labour with the knowledge contribution being about the mechanisms, routes, social dynamics, and capacity to condition poverty;
- indigenous child labour where knowledge contribution is to identify the phenomenon, to help formulate specific policies and action to tackle it;
- thorough attention to awareness raising of public opinion, and advertising of child labour as a highly negative social phenomenon;

³¹ The conclusion is that "sleeping in the employer's house" is the most dangerous threat for the child domestic workers.

- children and adolescents involved in harmful activities such as illegal practices (smuggling, drug trafficking, robberies, violence etc.): in-depth analysis of the phenomenon; advocacy toward the governments, local governance bodies; tracking of children in conflict with the law etc.

ILO action has focused on facilitating access to educational opportunities and providing support to the relevant stakeholders in overcoming the “quality breach” in education.

1.5 Gender

Though gender and the obstacles young unemployed women face are mentioned in several policy and project documents, the gender dimension has not been particularly mainstreamed in project actions.

2. Conclusions and lessons learned

2.1 Conclusions

2.1.1 Strategic approach and design

Conclusion 1: The ILO’s overall intervention appears highly relevant to the YE needs in the region. It is also comprehensive and able to cover different elements such as policy support, technical cooperation, production and dissemination of knowledge, advocacy, and to serve the needs of the constituents. The only strategic limitation is the fact that not all the pillars of the youth employment strategy have been equally touched since employability and employment are privileged at the expense of enterprise creation and equality of opportunities.

No	Priority	Strength	Generalization
1	XXX	XXX	Yes

ILO action has covered all the components of the ILO employment strategy: policy support, technical assistance (governments have been assisted not only in planning but even in mobilising resources and funds to act on YE such as the resources made available by the MDG Achievement Fund financed by the Government of Spain) and the production of extensive and highly relevant knowledge which has boosted technical cooperation, policy making and tripartite action.

Most of the initiatives are related to specific employment creation or to employability interventions both concrete action and policy support, and interventions to scale up project results and tripartite action at policy level to increase impact and sustainability. The PREJAL programme in particular strengthened the youth linkage to the labour market and improved the youth knowledge and ICT skills by providing general purpose and general competence training on employability, as well as technical and sector-specific skills training and on-the-job training.

These activities have resulted in specific employment opportunities. The general training has also increased the youth’s capacity to devise and implement strategies for employment search.

2.1.2 Coherence with overall ILO approaches and policies

Conclusion 2: ILO action has been coherent with the overall ILO strategy on youth employment and with the most important global policy documents such as the “Global Employment Agenda” and the subsequent “vision document” and with the “Hemispheric Agenda.” Bringing enterprises into the implementation and funding of the PREJAL has been an important innovation, which will need to be

further studied for mainstreaming once the programme is finalised.

No	Priority	Strength	Generalization
1	XXX	XXX	Yes

The Global Employment Agenda underlines some elements likely (among others) to produce improvements in the employment situation, namely:

- acting at the regional level as well as at the national level to give effects to the Agenda;
- improving the productivity of working men and women;
- fostering employability and adaptability; and
- promoting social dialogue on employment to attain sustainable development, employability, or crafting other policies.

The ILO action in Latin America and the Caribbean has adapted the above principles to the specific situation of youth employment in Latin America by producing:

- An advocacy stimulus and technical/policy support for national policy making on YE through NAPs on YE and other similar strategy documents;
- Through PREJAL component 3, a contribution to promote employability and adaptability by utilising direct responsibility of the enterprises in the implementation of a training and on-the-job training strategy. Moreover, the action in innovative sectors for the youth was a contribution to promoting productivity of work of the youth, what can likely produce best practices to be mainstreamed in the ILO global action on YE;
- The overall ILO action at the tripartite level aimed at gaining tripartite and bipartite agreements to mainstream YE into national negotiation and social dialogue for policy making; and
- In the field of social dialogue, an important innovation has been to bring into the process institutions in charge of youth policy making and youth organizations at the national and regional levels, thereby producing a sort of sector-specific form of social dialogue to frame youth policy making.

2.1.3 ILO added value and expectations from constituents and other stakeholders

Conclusion 3: The ILO added value at the regional level stems from its technical characteristics, its knowledge and best practices capital and its tripartite characteristics. Some of the elements of added value could become threats to ILO's overall standing in case expectations related to these elements are not fulfilled.

No	Priority	Strength	Generalization
1	XX	XX	Yes

Knowledge produced by the ILO and its international best practices expertise are considered by all the stakeholders a specific, in-depth, operational know-how upon which it is possible to build policies, plans and projects. As a consequence the ILO is expected to act as a main technical agent in multi-stakeholder processes.

The ILO's tripartite nature is an important door opened to the promotion of the methodology of social dialogue for addressing YE issues to ensure effective implementation, impact, and social and institutional sustainability. Trade unions³², linking the debate on YE to the debate on decent work for the youth, have underlined the importance of having a voice in the YE initiative and to disseminate and debate information. Employers stressed the potential of enterprises to participate in the national dialogues on YE to avoid conflictual labour relations and identify common positions.

Social partners have expressed a high level of expectation on the ILO's role as a "depository of best practices and knowledge" at the international level and "creator of unity" between social partners. They have also acknowledged the role of ILO in producing and disseminating knowledge and information to take decision and participate in decision-making and project implementation. Specific acknowledgements have been awarded with regard to the current tripartite initiative under preparation aimed at promoting agreements for national action on YE and liaise with the institutional bodies in charge of youth policies and youth organizations at national and regional level (OIJ) to promote mainstreaming of YE in the definition, updating and implementation of youth policies.

The trade unions expect the ILO to fulfil:

- a networking role between the different stakeholders of YE;
- a technical role for integrating the different facets of youth conditions focussing on YE;
- a technical, advocacy and policy advice role to promote decent work for the youth;
- a role as a support agency for the mainstreaming of YE in social dialogue (establishment of YE social dialogue initiatives and boards and mainstreaming of best practices already adopted); and
- a role in the dissemination of information and knowledge on youth employability and employment promotion.

The employers' organizations expect the ILO to:

- gather existing international knowledge on YE and especially about the role of enterprises in youth employability and employment promotion, and active labour market measures related to YE; and
- emphasize the role of corporate social responsibility.

2.1.4 Coordination and management

Conclusion 4: Coordination has been satisfactory since there are synergies between different kinds of activities but there are specific problematic elements such as the issue of integration of IPEC action with the overall YE initiative and the different views and level of appropriation expressed by ACTRAV and ACTEMP.

No	Priority	Strength	Generalisation
1	XX	XX	Yes

The synergies existing between different kinds of activities show a certain degree of coordination. The life-cycle approach to stimulate decent work and qualified employment for youth provides an excellent illustration. In this field, the ILO has adopted a pragmatic stance with the aim of acting on the interlinking and connection points between the two phenomena. The overlapping related to the age

³² A focus group discussion has been organised with the members of several trade unions who were participating in a regional meeting in the ILO premises in Lima during the evaluation field visit.

group 14-17 years, has conditioned the legislative action with a very differentiated situation, from hyper-protectionist countries to non-protectionist ones. The development of decent work strategies has been the driving principle of the action, based on education for the youth and an action against dangerous child labour.

IPEC has pointed to the difficulty and the effort made to integrate its action with the YE initiative to cover overlapping areas and to tackle the effects of child labour on YE and decent work of the youth and inter-generation transmission of poverty.

While ACTEMP has expressed a high degree of appropriation for PREJAL, the same did not happen for ACTRAV whose criticisms about the voice of workers in the project and the level of resources invested to foster tripartism have been crystal-clear.

2.1.5 Consistency between programming and implementation

Conclusion 5: Programming needs to be based on realistic evaluations of the situation on the ground to avoid ongoing adaptations which cause delays and implementation difficulties. The quality of programming documents needs to be upgraded since logframes need to be reliable project management dashboards. Institutional constraints have conditioned implementation, often producing delays.

No	Priority	Strength	Generalisation
1	XXX	XXX	Yes

The PREJAL project has had to be officially reformulated through a review in January 2006. Lack of realism in the formulation had produced over-ambitious objectives and goals as compared with the level of resources, the time-span, and the level of innovation in institutional and implementation arrangements.

The viability of the critical process of communication/dissemination within the PREJAL had not been adequately assessed in the formulation and the problems have had to be “fixed” during implementation. Moreover, several policy measures and plans produced with the support of the ILO or as a result of ILO action have not been implemented or have been only partially enacted due to institutional constraints that had not been previously considered as risks for successful implementation of the policies.

2.1.6 Impact

Conclusion 6: The progress towards impact of ILO initiatives on YE so far has been generally satisfactory and can be identified through analysis of ex-post data. Nevertheless it has to be said that this condition is quite differentiated between the actions and also between different components or different locations of the same programme (e.g. PREJAL). Weaknesses of monitoring systems have limited the measurement of impact to ex-post and mostly activity-based elements. The impact of action is limited as compared with the magnitude and social incidence of YE in Latin America. This condition stresses the role of the ILO as the main agent for scaling-up at policy level all positive actions.

No	Priority	Strength	Generalisation
1	XXX	XX	Yes

The PREJAL component 3 has produced important results in all countries and the target number of beneficiaries has been attained and widely exceeded, but the same cannot be said for other components. The difficulties in the establishment and operationalization of the YEN and the difficulties in the support to policy formulation and planning on YE demonstrate the existence of issues that could have been previously flagged as risks. Remedial actions could then have been conceived and implemented. The creation of the national YENs and drafting of NAPs have indeed been characterised by:

- a. problems related to the functioning and activities of the institutional levels in charge of the problems of youth;
- b. low level of commitment on YE; and
- c. difficulties in communication.

Knowledge production has been timely, comprehensive, responsive to the needs, able to orient actions and support the beneficiaries (mostly the constituents) in decision-making, negotiation, policy formulation etc.

Advocacy has been in many cases successful but the outcomes of policy support are in several cases not implemented or enacted upon.

2.2 Lessons learned

YE policies in Latin America are mostly based on employment and in a growing number of cases have more recently adopted employability as a strategic orientation. This can be considered an important limitation of ILO actions which mirrors the most diffused attitude of the governments of Latin American countries.

The effectiveness and impact of the YE initiative can be significantly improved and increased by the adoption of a revamped project/programme strategy and a policy-making orientation based on:

- promoting equality of opportunities;
- promoting employment creation mostly focused on innovative sectors which could (on the basis of an appropriate TVET support) provide important opportunities for the youth;
- promoting employability and adaptability as a strategy to increase flexibility and capacity to adapt to the work environment; and
- promoting enterprise creation, entrepreneurship and self-employment, helping the youth formalise their enterprises or business.

The coordinated adoption of the above principles widens the beneficiaries target population, offers different opportunities for employment, and paves the way to increase impact by scaling-up interventions at the policy level. In the cases taken into examination this overall approach has not been identified as an option and this is likely to limit impact.

Projects and activities have produced in most cases satisfactory outcomes but the impact is limited as compared with the magnitude of the phenomenon. This also limits the impact of government specific programmes. Up-scaling best practices at the policy level and widening the course of action to measures likely to produce impact on the pillars of the YE initiative is probably the best way to increase impact. As a consequence the ILO is called upon to strengthen its capacity for policy advice, and to foster conditions for the implementation of the policies conceived by creating institutional conditions favourable to implementation.

Promoting social dialogue on YE can help attain the objectives identified in the Hemispheric Agenda. Both the creation of knowledge, and social partners' agreement, awareness, capacity and willingness to participate in the process are important contributions to promoting social dialogue on YE.

Constituents and members of the UN system have come to expect the ILO to generate intensive and extensive knowledge on issues that fall within its areas of competence (e.g. the role of enterprises in promoting youth employability and employment as well as in YE related labour market initiatives in general) and it is in the ILO's interest to ensure that adequate human and financial resources are set aside for knowledge development and dissemination.

It is critical that such knowledge remains specific enough to be used as a tool for policy-making, and project design and planning.

3. Summary of SWOT Analysis

The table below summarises the SWOT analysis for the ILO intervention on YE in the Latin America and the Caribbean region.

<p style="text-align: center;">STRENGTHS</p> <ol style="list-style-type: none"> 1. High level of comprehensiveness of the intervention 2. Liaison between youth employment and Decent Work Agenda 3. Good level of integration and synergy between different kinds of interventions 4. Adoption of the innovative approach of public and private partnerships 5. Involvement of youth policy instances and youth organizations at regional level 6. Good effort to act at the policy level to increase impact of the action 7. Good level of knowledge produced 8. Positive involvement of enterprises in the implementation of actions to improve employability and employment of the youth 9. Positive action at the tripartite level to reach framework agreements for negotiation and national level on youth employment 10. Positive support to several governments in the obtainment of funds from the Spanish MDG fund 	<p style="text-align: center;">WEAKNESSES</p> <ol style="list-style-type: none"> 1. Weakness of actual tripartism and different vision between ACTRAV and ACTEMP in PREJAL project 2. Lack of monitoring system on youth employment 3. Gender approach is not explicit and does not appear as a main cross-cutting priority 4. Internal coordination is unproven with regard to the need of inter-agency approach and to coordinate interministerial and inter-stakeholder action 5. In spite of the focus on the policy level programme and project initiative insist only on the pillars of employment and employability, thereby reproducing the limitations of the policy approach normally adopted by governments in Latin America 6. Limited experience with public and private partnerships
<p style="text-align: center;">OPPORTUNITIES</p> <ol style="list-style-type: none"> 1. High level of expectation towards the ILO as technical and networking agent 2. Growing attention to YE issues in the region 3. Growing tripartite initiative 4. Regional commitment generated by regional meetings and summits (Mar del Plata and Sonsonate) 5. Growing awareness of the need to mainstream YE issues in the social dialogue at the national level supported by important agreements and documents (Argentina, Chile) 6. Growing attention on first employment regulations 	<p style="text-align: center;">THREATS</p> <ol style="list-style-type: none"> 1. Institutional problems, changes and shortfalls hindering the implementation of many actions 2. The effects of the global crisis are affecting Latin American employment and youth employment perspectives 3. Too high a level of expectation towards the ILO 4. Low level of experience of social partners in the field of youth employment 5. Resistance and potential conflict on some issues such as: apprenticeships and first employment

4. Final Judgement

The following table offers a synthetic graphic judgement of the youth employment initiative in the Latin America and the Caribbean region.

Criteria	What is meant	RATING		
		poor	good	excellent
Relevance, internal and external coherence	<u>Relevance</u> relates to the objectives of a development intervention as regards: consistency with beneficiaries' requirements, country needs, global priorities			→
Complementarity/coherence, ILO added value	<u>Coherence/ Complementarity</u> is concerned with the consistency and continuity of the ILO's overall and specific Youth Employment strategies and policies aiming.			→
	<u>Added Value</u> is the added benefit of an ILO intervention. Criterion relates to the specific characteristics of ILO as technical partner for employment policies, thus to the nature of ILO as partner for member states in devising YE policies and actions.		→	
Internal coordination and management	<u>Internal coordination and management</u> refers to the organisational and management arrangements adopted by ILO for youth employment work in the region		→	
Efficiency, effectiveness, intermediate of ILO's interventions in the field youth employment	<u>Efficiency</u> measures how economically resources/inputs (funds, expertise, time, etc.) are converted into results.		→	
	<u>Effectiveness</u> is the extent to which the development intervention's objectives were achieved, or are expected to be achieved, taken into account their relative importance.			→
Impact, sustainability	<u>Impact</u> : primary and secondary long-term effects produced by a development intervention, and the long-term changes in the situation which justified the intervention.			→
	<u>Sustainability</u> is the continuation of benefits from a development after major development assistance has been completed (perennial benefits)		→	

Annex 4. Liberia case study

Youth Employment in West Africa: The Case of Liberia

Though Liberia is steadily recovering from 14 years of civil war, it understandably still faces considerable challenges. According to the 2006 National Human Development Report, half of the estimated 3.6 million Liberians (51 per cent of whom are youth aged 15 to 35) live on less than half a dollar a day. Only 32 per cent of Liberians have access to safe drinking water and less than 24 per cent to adequate sanitation.³³ The country does not fare better in terms of un- and underemployment in general and youth un- and underemployment in particular. Liberia's overall unemployment rate is indeed about 85 per cent; its youth unemployment rate is as high as 88 per cent. One of the most important goals of the new Government of Liberia (GOL) is therefore *"to promote the rapid creation of productive employment that will reduce poverty, ensure peace and stability, and enhance the overall wellbeing of the Liberian population."*³⁴

Major challenges and constraints to increasing employment, many of whom are direct consequences of the war which raged from 1989 to 2003, include:

- outdated labour laws, weak labour administration machinery and poor communication between employers and employees;
- lack of labour market information systems and labour market data including unemployment data;
- inadequate and inappropriate skills and knowledge in the labour force;
- weak linkages between education and labour market needs;
- unequal and limited opportunities for women, youth, and persons with disabilities; and
- the impact of malaria, HIV/AIDS, and other diseases on the productive segments of the population.

Rapid job creation is central to maintaining security, reducing poverty, and generating income for women, persons with disabilities, and other marginalised groups. Yet, robust economic growth alone will not guarantee widespread job creation, especially to the extent that growth is concentrated in relatively capital-intensive sectors such as mining.

A successful **youth-centered** response to the challenges outlined would entail (i) the promotion of employment-intensive growth and sectoral approaches, (ii) entrepreneurship support, (iii) skills training, (iv) improvements in the quality of employment services and guidance and counselling in particular, (v) provision for the conduct of school-to-work transition surveys and the gathering of labour market information in general, (vi) fostering of dynamic social dialogue to enhance the voice of youth, and (vii) the promotion of young worker's rights.

GOL's intended response framework is detailed in the Ministry of Youth and Sports' 2005 National Youth Policy (NYP). Youth with disabilities, street youth, as well as those affected by HIV/AIDS, unemployed, out of school and ex-combatants are meant to be specifically targeted. The proposed areas of intervention include (i) **education and training** (with a focus on tackling issues related to access, affordability and quality); (ii) **mitigation of unemployment and underemployment**: creation of an entrepreneurial development programme focussing on youth; development of a programme linking vocational and technical training to the job market; stimulating employment for youth with disabilities; establishing an affirmative action plan for women; elaborating an industrial development plan that creates linkages between the primary and secondary sectors in order to increase production capacity and create jobs; and revision of labour laws.

³³ World Food Programme, *"Liberia Comprehensive Food Security and Nutrition Survey"* (CFSNS) 2006.

³⁴ Republic of Liberia, Chapter 7.8: Poverty reduction strategy.

Private sector involvement is to be boosted through ensuring that the environment is favourable for business and investment. Public-private partnerships are to be promoted in designing and implementing education and vocational programmes. Donor participation is to produce best practice and generate a transfer of information and sharing of global experience, which would clearly benefit Liberian youth.

This case study is meant to document evidence of the relevance, effectiveness, efficiency, impact and sustainability of the ILO youth employment initiative in Liberia with particular focus on the UN Joint Programme for Youth Employment and Empowerment. The main motivation for looking into the case of Liberia is not ILO's lengthy presence in the country, but rather its relatively innovative approach and its leading role in the UN agencies' efforts to "deliver as one." The analysis also takes into consideration the wider efforts of the Office to address post-crisis employment issues.

1. Leading the UN joint approach to youth employment

UNDAF Liberia 2008-2012 states that wherever feasible, implementation will increasingly be facilitated in Liberia through joint United Nations programmes where UN agencies work closely in preparation, implementation, and evaluation. That includes undertaking joint needs-assessments, joint planning, joint implementation, joint monitoring and evaluation, collaborative decision-making, and a streamlined dialogue with partners.³⁵

Youth being such an important component of the population many United Nations actors work with youth as a target group. The UN does thus deem important to set up joint programmes that would bring interventions together under a comprehensive approach, with improved access to youth employment as a priority area. There has been a strong initiative from the UN Resident Coordinator to promote a UN inter-agency approach to the issues at hand. His leadership has resulted in the set up of a technical coordination thematic group to which the following members of the UN family participated: ILO, UNMIL, UNESCO, UNFPA, UNOPS and UNHCR.

A number of the commissioned studies have been carried out by ILO (one with UNIDO, one with FAO and one with UNHCR). These technical studies were praised for their superior quality and ILO has become the lead agency i.e. the agency in charge of overseeing and coordinating the work of the group. The group has discussed youth employment issues and conceived an intervention modality based on the adoption of a comprehensive approach to link youth employment and youth empowerment as mutually dependent issues and different facets of the same approach aimed at improving youth's condition in society.

All the agencies involved have contributed, with relation to their mandate and specific capabilities, by exploring means to contribute to the attainment of the objectives related to youth identified by the PRS and contained in the UNDAF. The work of the group has focused on producing a shared vision which incorporated the contents of the specific agencies' vision and has produced a major breakthrough by identifying the driving concept of "self-support of the youth." A subsequent agreement has been signed by ILO, UNDP, UNESCO, UNICEF, UNFPA, and the World Bank to implement a programme whose strategy for youth employment is mainly based on employability, not job creation.

The Joint Programme's focus on the supply side of the labour market is a deliberate effort to ensure coherence and avoid overlaps with other ILO and joint programmes which specifically address the labour market's demand side (e.g. the Joint Programme on Food Security and Nutrition (JPFS&N), and the Gender Equality and Economic Empowerment Joint Programme (GEWEE)). It also caters to

³⁵ UN Liberia: *Consolidating peace and national recovery for sustainable development*, UNDAF 2008–2013.

youth who the 14 years of war have prevented from investing in their human capital and gaining the skills necessary for transition into the labour market.

ILO leadership in YE issues has been hindered by factors such as difficulties in providing technical backstopping and ensuring continuity, as well as organizational weaknesses of the ILO Country Programme. The ILO has, as a remedy, put in significant regular budget supplementary account resources to enable technical lead in further developing and directing the programme. The Joint Programme is coordinated by ILO (through an ILO staff member seconded to the RC Office) but administered by UNDP given that this agency has the organizational and administrative capacity to manage the process.

2. ILO projects and programmes

Although the ILO is a non-resident agency in Liberia, with only a technical cooperation office, dedicated staff efforts (as well as the aforementioned high quality technical studies carried out) have helped make the ILO an integral member of the UN family. Its youth employment initiative in Liberia is made up of projects and programmes which belong to two distinct yet linked categories: generic programmes designed to fight underemployment and unemployment in general but catering to youth (e.g. the final phase of the Disarmament Demobilization Rehabilitation (DDRR) programme and the Poverty Reduction through Decent Employment Creation programme), and projects and programmes specifically targeted at youth and articulated around the JPYEE programmatic logic (e.g. the Mano River Union (MRU) project).

2.1 The final phase of the Disarmament Demobilization Rehabilitation and Reintegration programme (2008-2009)³⁶

The Disarmament Demobilization Rehabilitation and Reintegration programme was crafted as an outcome of the 2003 Comprehensive Peace Agreement in Accra, Ghana and implemented in conformity with the UN Security Council Resolution 1509. The final phase of the DDRR programme (also known as the “Reintegration Assistance to Liberia DDRR Programme Residual Caseload Beneficiaries”) was designed to provide support to up to 8,789 ex-combatants who had not received any assistance from the DDRR programme. The main goal was to increase their probability for employment across Liberia. The programme catered mainly to youth. Activities included career counselling, apprenticeship, and on-the-job and vocational skills training based on job opportunities identified in the labour market.

The two main pillars of the programme’s strategy were job placement and self-employment assistance. Job placement referred to job placement and internships in both the private and public sectors and apprenticeship in the formal and informal sectors. Other Government and UN initiatives were expected to absorb some of the trained beneficiaries.

Self-employment assistance was facilitated through the following five areas of assistance:

- micro and small enterprise development;
- cooperatives;
- business development services;
- provision of mentorship, business advice and information; and
- micro financial assistance.

³⁶ Although the DDRR programme is presented herein as an ILO programme, it benefited from the involvement of agencies such as UNDP, United States Agency for International Development (USAID), the EC and the United Nations Mission in Liberia (UNMIL).

The programme was implemented from February 2008 to July 2009 and is now officially closed.

2.2 Poverty reduction through decent employment creation in Liberia programme (2007-2008)

The poverty reduction through decent employment creation in Liberia was a Dutch-funded US\$ 4.2 million programme which essentially addressed the demand side of the Liberian labour market. It consisted in assisting the Liberian government in taking action to:

- strengthen overall labour policy and administration (i.e. revitalization of the Liberia Chamber of Commerce, the National Tripartite Committee and social dialogue in general);
- elaborate a new national employment policy;
- review the Liberian Labour Code to make it more responsive to the needs of employees, employers and investors, but also promote fundamental human rights and other workplace standards;
- complete the transformation of the post war Liberia Emergency Employment Programme (LEEP) into the Liberia Employment Action Plan (LEAP).

The ILO also helped GOL in its efforts to boost employment through labour-intensive public works projects (i.e. labour intensive road works and cooperative development; and solid waste management projects) within the scope of the programme.

On Tripartite Action

Liberian social partners are rather weak, the industrial sector is still underdeveloped, and it is quite difficult to regroup micro-enterprises. Trade unions do not yet represent a critical mass since the long-lasting civil war has reduced their constituency from the 42,000 before the war to the current 6,000. Social dialogue has mainly been based on contractual and labour issues and was considered successful (although very limited and at its initial stage).

The fostering of tripartite action (through strengthening of the roles of the tripartite constituents) has been an essential component of the programme. Staff's efforts have resulted in the merger of two competing workers' federations into one central body, the LCC. Their support to the LEEP secretariat as well as the Ministries of Labour and Public Works, Monrovia City Corporation, trade unions, employers' organizations, NGOs and CBOs has taken various forms, including workshops and advisory services from the ILO workers' education technical specialist based in Dakar.

Particular attention to building capacity for social dialogue at the national level should now be supplemented by attempts to promote social dialogue at the sectoral and enterprise levels.

Employment Services, Labour Inspections and Labour Statistics

The Office assisted the Ministry of Labour in strengthening Employment Services and reinforcing their capacity for linking job-seekers to employers in particular. The initiative's implementation was however delayed by several constraints among which Ministry of Labour contingent constraints, and the formal establishment of a National Bureau of Employment has been postponed. Yet, the ILO has succeeded in (i) providing technical assistance to strengthen labour inspection by advising on the drafting of manuals and regulations and organising the Labour Inspection Section, but also in (ii) advising the Ministry on the establishment of a labour statistics system.

2.3 The Joint Programme for Youth Employment and Empowerment (2009-2011)

The Joint Programme's objective is to empower youth by providing them with the necessary life skills, vocational training and employment support services. The intent is to enable youth to become productive citizens and offer them the opportunity to make significant contributions to the country's

reconstruction. The US\$ 27.6 million Joint Programme also recognizes that special efforts are needed to ensure that young women are employable and have access to decent work. It emphasizes community participation in the planning of activities and takes into account the needs and skills of displaced people who have returned to Liberia.

The rationale for the adoption of a joint approach is that an inter-agency programme for youth is likely to widen the impact in the field by enabling a harmonized, holistic approach through mutually reinforcing expertise. This type of joint approach has shown elsewhere to enable more effective sharing of partner-specific expertise, minimize duplication and harmonize the UN's efforts with GOL priorities and the UNDAF.

By conceiving a programme based on the fact that empowering the youth can be considered as a means for facilitating employment, the two major areas that employment and empowerment of the youth are (the former "belonging" to ILO, the latter to UNICEF) have been gradually "married," and the programme concept turned into a programmatic approach.

The JPYEE is organized around five components to address UNDAF Outcome 2.2 (i.e. "to increase access to productive employment and equal opportunities for sustainable livelihoods, especially for vulnerable groups and in consideration of conflict factors") and Decent Work Country Programme Outcome 2 (i.e. the consolidation of national reconciliation and reintegration with a focus on youth empowerment). The programme components are:

1. Youth policy review and institutional support to the Government of Liberia and civil society, especially youth-led organizations;
2. Skills training for employment;
3. Facilitation of the transition of young people to employment;
4. Empowerment and social cohesion of young people; and
5. Promotion of decent work for youth in the informal economy and in agriculture and through special employment schemes in waste management and construction.

The programme is also meant to be careful in addressing youth as a heterogeneous group and in catering to the needs of young women.

Government participation and ownership have been promoted by involving the Government in the formulation and somewhat offering to GOL a concrete platform to articulate its priority and thus stimulating the Government to provide conceptual inputs and identify resources to contribute to the process. ILO's role has been conceived as a technical one, especially related to its experience in articulating social partner's views and roles and in producing and mainstreaming knowledge and best practices so as to produce local innovation or "innovation locally feasible."

On Technical and Vocational Education and Training/UN Joint Programme for Youth Employment and Empowerment component 2

The JPYEE's component 2 includes provision for the revival/upgrading of informal apprenticeships and initiation of the reform of Liberia's TVET system. The system should be given an acceptable degree of formality, better curriculum structure and to be added functional literacy and numeracy modules and training on entrepreneurship for the youth.

The programme is still in its early implementation phases and a consolidated Action Plan is expected to be approved by the end of June. The CTA (ILO funded and seconded to the RC Office) has been recently recruited and is speeding up the pace of implementation. The current problem is the operational identification of delivering modalities and on how to "deliver as one." The evaluator has had the opportunity to participate to an inter-agency meeting aimed at discussing implementation issues and identifying a deadline for the finalization of the Project Action Plan.

The meeting has given the opportunity to take a snapshot of the difficulties in the operationalization of the inter-agency approach, since each agency represented has exposed its own point of view and has kept responsibility for its own component.

2.4 The Mano-River Union project (2008-2012)

The multi-stakeholder (ILO, UNIDO and UNDP) project for productive and decent work for youth in Mano River Union countries (MRU project) is a sub-regional initiative that is to be implemented in the countries of the Mano River Union (Liberia, Guinea, Sierra Leone) and in Côte d'Ivoire. The US\$ 23.9 million project comes under the broad framework of the Joint Programme although it operates thanks to parallel funding and is sub-regional in nature. It aims to create employment opportunities for youth in the MRU countries and Côte d'Ivoire, contribute to social and political stability as well as economic growth in the region, and:

- complement national youth employment initiatives by fostering sub-regional cooperation among key actors;
- provide additional employment opportunities for youth through outreach to marginalized poor youth, particularly in urban areas;
- enhance youth entrepreneurship and empowerment through youth-led projects and cross-border initiatives;
- provide additional financing for youth-led projects through a sub-regional financial scheme;
- generate labour market information at the sub-regional level; and
- share information and experiences for policy and programme harmonization and development.

A recent mission (held in February 2009) has discussed how to (i) achieve a common understanding of the MRU project, (ii) revisit the planned activities in the work plans, and (iii) fully integrate activities in existing (or emerging) Decent Work Country Programmes and national youth employment responses, and thus (iv) decentralize the responsibility for effective and timely delivery to respective country offices.

It has been established that each country will have 2-3 export-oriented sectors in which an in-depth analysis will be conducted. In the case of Liberia, those sectors are the rubber, mining, and palm oil sectors.

The project is still in its first operational phase and the experts recruited (skills expert and employment services expert) are not working according to its framework. Coordination and administration were entrusted to UNIDO although the agency does not have any representative in Liberia or in any other targeted country. The project operates in 4 countries and the ILO was allocated all but US\$200,000 for operations during the first year.

3. Internal coordination and management

Although the difficulties that arise from operating in a post-crisis environment should not be ignored, it is fair to say that internal coordination and management issues are the main constraints and limitations to ILO action in Liberia.

a. Current situation:

The country programme is currently affected by several management, organizational, administrative and logistic problems and the situation appears quite critical in the sense that the current arrangements are not suitable to cover the needs of the projects and initiatives currently being carried out. The problems can be summarised as follows:

- Insufficient administrative support: one administrative member of staff is supporting eight professional staff working on several different programmes from three locations (ILO office, MOL, MOYS).

- Insufficient logistical support: cars do not allow staff to travel smoothly since operational locations are far from one another; intermittent and deficient workspace at ILO and inefficient access to office equipment and internet connection.

The new CTA’s efforts to mobilise additional resources, though encouraging, are unlikely to fully remedy all the issues.

b. Evolving situation and needs related to youth employment:

As it has already been said YE is a cross-cutting, interdisciplinary issue. It cannot be tackled with the current arrangements. There is an urgent need for clearer coordination and leadership to ensure “containment” and ownership of the process within both JPYEE in general and MRU in particular. The lack of a visible pivotal role to integrate in a matrix shape all the actions and performances of the experts involved is an outstanding risk for the future implementation of project activities.

The ILO’s leading role calls for a well-organised structure, with clear responsibilities and with a high level of capacity to ensure management and containment of organization dynamics and to have clear visibility, at any time and with a high level of detail, of what the situation is for the specific project activities. Activities are currently implemented as “stand alone” activities. ILO is considered very weak from the organizational point of view and the capacity for backstopping has been insufficient so far: the implementation of both the JPYEE as a whole and the MRU project are significantly delayed.

The fact that the CTA for the JPYEE has been entrusted (in a recent meeting held in Abuja) with the responsibility of the whole youth employment initiative is at the same time an advantage and a possible challenge:

- an advantage as the whole initiative has been put under a unique coordinating responsibility who will be called to play an integration role;
- a challenge, since this responsibility risks to be carried out in a very disabling organizational environment given the current strategic, management, administrative, and logistical constraints.

4. Conclusions and Lessons Learned

4.1 Conclusions

4.1.1. Strategic approach and design

Conclusion 1: The ILO intervention seems relevant to the needs of Liberian youth. It is also coherent with the priorities identified by the government in its poverty reduction strategy and national youth policy. The programmes target important needs in the region by accounting for the social dimension of YE, the problems related to the post-war context as well as institutional issues at the national and sub-regional levels by taking on board all the pillars of a youth employment strategy for action. The most important limitation is the top-down characteristic of the inter-agency approach whose level of appropriation by the agencies is extremely differentiated.

No	Priority	Strength	Generalization
1	XXX	XXX	No

The Liberian government has set productive employment generation as one of the key goals of its development strategy and PRS. Most of the root causes of unemployment identified by the PRS are targeted by ILO interventions, mostly in the field of institution strengthening and modernization.

Employability is taken on board as an important instrument to increase YE and facilitate the task of young job searchers and it is promoted by adopting different strategies such as traditional training and skills building and on-the-job training strategies. A high level of participation of the private sector as potential employer of the youth is ensured to provide effective inputs to the decision-making process (MRU project) and the apprenticeship and specific training with high occupational potential (DDRR and JPYEE).

Entrepreneurship and enterprise creation are accounted for both by financing the start-up of youth-led business initiatives (DDRR and MRU) and by facilitating the access to BDS and providing support for the preparation of bankable business plans, the access to infrastructure and value chains services (DDRR and JPYEE).

Labour market institutions and policy related issues are addressed within the framework of the Poverty Reduction through Decent Work Creation programme and its efforts to revitalise the LCC, review the Liberian Labour Code and transform the LEEP into the LEAP in particular.

The threatening potential for security, stability and peace, represented by a high level of youth unemployment in country where youth is the vast majority of the population and the youth condition in this post-war country are dealt with through a comprehensive approach to youth empowerment.

4.1.2 Coherence with overall ILO approaches and policies

Conclusion 2: ILO action has been coherent with the overall ILO strategy on YE and with the most important global policy documents such as the “Global Employment Agenda” and the subsequent “vision document.” Coherence with UNDAF is ensured mostly by the inter-agency approach. By adopting the combined strategy aimed at boosting the employability of the youth through their empowerment and addressing the specific needs of young women and men, ILO action has contributed to the production of an innovation which links YE promotion to the overall youth condition and makes them both important human development issues.

No	Priority	Strength	Generalization
1	XXX	XXX	Yes

The Global Employment Agenda underlines some elements likely (among others) to produce improvements in the employment situation, namely:

- Acting at the regional level as well as the national level to give effect to the Agenda;
- Improving the productivity of working men and women;
- Fostering employability and adaptability; and
- Promoting social dialogue on employment to attain sustainable development, employability, or crafting other policies.

The projects and programmes described herein, jointly with other contributions, (although delivered in a “stand alone” way) have a good level of coherence with the above characteristics:

- In the Mano River Union project, the ILO (and its partners) acts at the most relevant sub-regional level, targeting bordering countries affected by high levels of poverty, political instability and in most cases by post-war situations and where youth unemployment represents a threat to stability, peace, democracy;

- By identifying critical sectors where to produce innovation and foster increases in productivity and sectors with highly promising occupational perspective (JPYEE and MRU in particular);
- By providing market oriented VET, developing apprenticeships, community-based training for employment and income generation, and promoting temporary jobs (volunteering schemes, internships within the enterprise corporate social responsibility as tools to foster adaptability and employability);
- By targeting the overall policy level (TVET sector reform) and the institutional level (employment services and LMIS) as means for facilitating youth transition to employment; and
- By promoting self-employment through financing schemes or services for micro-enterprises and the structuring of value chains (JPYEE and MRU in particular);
- By promoting youth social empowerment as a means to foster social cohesion of the youth as general policies to ensure mainstreaming and inclusion of the youth and combat marginalization.

4.1.3 ILO added value

Conclusion 3: ILO added value resides in the characteristics of the Office as a depository of knowledge and best practices and of the experience to develop social dialogue on YE and to mainstream YE into the general employment strategy and youth policy of the country. Organizational weaknesses of the ILO, delayed implementation and the fact that an adequate backstopping from the Headquarters has not yet been deployed for the JPYEE in general and the MRU in particular, have impeded the teams' efforts and reduced the effective added value.

No	Priority	Strength	Generalization
1	XXX	XX	No

Only one mission has been recently held to speed-up the implementation of the MRU project and stimulate UNIDO action. The mission has contributed to clarifying roles and activities, to identifying sectors of intervention, to setting timelines for implementation.

A CTA has been recruited only recently for JPYEE and the starting of activities of the CTA are clearly speeding up the implementation process.

Liberia is the only country where a Youth Employment Technical Officer (YETO) has been recruited but used for different tasks than those identified by the MRU project (mainly assisting JYPEE start-up process).

No specific operation activity has started and ILO organizational weaknesses are common knowledge among partner organizations.

4.1.4 Expectations from stakeholders' interventions

Conclusion 4: ILO constituents and other stakeholders are aware of the ILO's potential role as a technical agent to provide assistance, guidance, capacity to network and scale-up best practices, but ILO capacity is unsatisfactory.

No	Priority	Strength	Generalization
1	XXX	XX	Yes

The ILO has shown important organizational and management shortcomings in Liberia, due to the fact that the current arrangement is not adequate to the challenges at hand, the volume and qualitative characteristics of the activities, as well as the expectations nourished by beneficiaries and implementation partners.

Implementation partners are aware of ILO weaknesses so all of them have referred to technical expectation towards ILO (capacity to mobilise expertise and technical backstopping or resources and funding from development partners), but none of them has acknowledged to ILO the capacity to manage or administer joint programmes.

4.1.5 Coordination and management arrangements

Conclusion 5: Coordination and management are the weakest points of the ILO intervention in Liberia. This element hinders the ILO from taking the lead in the initiatives and speeding up the implementation in a situation where the issue of capacity of counterparts is highly critical. The ILO is assuming a new role by implementing a growing volume and quality of interventions in Liberia. This development is inadequate with regard to the current organizational and management arrangements.

No	Priority	Strength	Generalization
1	XXX	XX	No

Physical means are inadequate (office facilities are shared and very poor, transport is problematic and inadequately organised, vehicles are insufficient).

Physical means are inadequate (office facilities are shared and very poor, transport is problematic and inadequately organised, vehicles are insufficient).

Administrative backstopping and secretarial support is highly limited.

Information circulation is unsatisfactory and day-by day management is very difficult.

ILO country programmes need to be upgraded to another level (intermediate between SRO and Country Programme) and the CTO given a wider and more stable and long-term perspective.

4.1.6 Consistency between programming and implementation

Conclusion 6: Consistency between programming and implementation has been quite low in the case of the JPYEE. Its implementation is delayed. This delay is attributable to the specific inter-agency characteristic of the programme and to the difficulties in taking the lead in this kind of process, but also related to the low capacity of government partners.

No	Priority	Strength	Generalization
1	XX	XX	No

The implementation of a Joint Programme involves consensus building, and it may be particularly difficult to make the synthesis between the different approaches to themes brought by different partner agencies.

The capacity of government partners is also extremely low in the case of Liberia. The formulation process for JPYEE has therefore been quite lengthy.

The MRU project is not implemented yet.

The issue of implementation modalities for operationalizing the inter-agency approach is clearly a major constraint for the JPYEE as a whole and the MRU project in particular since best practices are not available and the capacity to work in joint implementation rather than simultaneous

implementation of stand-alone components resulting from a “division of work” between agencies is rather low.

4.2 Lessons Learned

A specific know-how has to be produced about joint programmes or inter-agency approaches. Staff’s dedication, commitment and efforts to mobilise resources to guarantee an acceptable level/quality of project delivery are insufficient and adequate modalities for joint formulation, undertaking joint needs-assessments, joint planning, joint implementation, joint monitoring and evaluation, collaborative decision-making, and a streamlined dialogue with partners are needed.

The cross-cutting nature of youth employment has to be addressed through a holistic, comprehensive, multi-sectoral integrated approach. By nature YE requires a multi-department matrix approach within the ILO and as far as it is possible an inter-agency approach within the UN family to tackle all the issues. In this situation organisation and management resources are fundamental for ILO capacity to take the lead and convey technical capacities towards implementation.

5. Summary of SWOT Analysis

The table below summarises the SWOT analysis for the ILO intervention on Youth Employment in Liberia.

<p>STRENGTHS</p> <ol style="list-style-type: none"> 1. Inter-agency approach clearly supported by UNDAF 2. Proactive role played by UN resident coordinator 3. Previous work of the technical coordination group to clarify the characteristics of the joint approach 	<p>WEAKNESSES</p> <ol style="list-style-type: none"> 1. Organizational situation is confused and management arrangements are somewhat unable to ensure containment and integration 2. Inter-agency approach since ILO capacity does not fit with these needs 3. ILO action is not <u>visibly</u> comprehensive 4. UN agencies tend to put into practice inter-agency approach only in terms of coordinated stand-alone components entrusted to different agencies
<p>OPPORTUNITIES</p> <ol style="list-style-type: none"> 1. The PRS consider employment (and YE) as an important pillar of the country development process 2. High level of expectations towards ILO technical and integration role 	<p>THREATS</p> <ol style="list-style-type: none"> 1. Low level of awareness and capacity of the social partners on YE 2. Low capacity at the ministerial level

6. Final Judgement

Criteria	What is meant	RATING		
		poor	good	excellent
Relevance, internal and external coherence	<p><u>Relevance</u> relates to the objectives of a development intervention as regards: consistency with beneficiaries' requirements, country needs, global priorities</p>			→
Complementarity/Coherence, ILO Added Value	<p><u>Coherence/ Complementarity</u> is concerned with the consistency and continuity of ILO's overall and specific Youth Employment strategies and policies aiming.</p> <p><u>Added Value</u> is the added benefit of an ILO intervention. criterion relates to the specific characteristics of ILO as technical partner for employment Policies, thus to the nature of ILO as a partner for member states in devising youth employment policies and actions.</p>			→
Implementation			→	
Cross-cutting issues (includes gender, environment, HIV/AIDS, capacity building, institutional development)	<p><u>Cross-cutting Issues</u> touch on general principles applicable to all initiatives and demand multi-level response. Cross-cutting issues are at once objectives in themselves and vital factors in strengthening the impact and sustainability.</p>		→	

Annex 5. Desk case studies

Desk Case Study 1 – The Case of the Philippines

Youth Employment in the Philippines

51 per cent of the Philippine working age population are aged 15 to 34 and about 30 per cent fall within the 15-24 age group, yet young people are twice more likely to be unemployed than those in older age groups. In 2007, half of the 2.7 million unemployed workers were youth. There was also room for improvement of the match between skills and employment opportunities. Among the unemployed, 14.2 per cent had elementary education, 45.5 per cent had high school level qualifications and 39.4 had received a college education.³⁷ The higher incidence of unemployment among those with higher educational attainment is a particularly disturbing feature of the Philippine youth labour market that needs to be addressed.

ILO support to the Philippine government, governmental and non-governmental agencies has essentially been within the scope of a project (i.e. Promoting Youth Employment in the Philippines, PYEP). A joint programme (i.e. the Youth Employment and Migration programme, YEM) has also recently (January 2009) been launched. The participating agencies for the 3-year US\$5.9 million YEM are the ILO, IOM, UNICEF and UNFPA. About US\$2.2 million are to be allocated to the ILO. The desk case study has concentrated on the ILO project rather than the YEM programme and drew information mainly from the 2007 independent evaluation of the project.

Promoting Youth Employment in the Philippines (PYEP) (2005-2007)

PYEP was a two-year US\$ 990,000 project that has sought to facilitate the creation of employment opportunities for young women and men aged 15 to 30. It aimed to:

- improve the national youth employment strategy and action agenda, and work in partnership with the Government of Philippines to elaborate a National Youth Employment Action Plan (NYEAP);
- strengthen the capacity of institutional partners to provide employment services to a growing number of youth, by promoting inter-agency and multi-sectoral coordination at the local level as well as among key government agencies and non-government institutional partners;
- enhance the knowledge base on youth employment through improved documentation and foster the adoption of best practices in the delivery of youth employment support services to key youth target groups (i.e. school drop outs, young people with low skill jobs, unemployed youth in the informal economy and young entrepreneurs);

Policy research, analysis, discussion and advocacy were fostered in an effort to support policy and action agendas which complement, replicate, disseminate and scale up the delivery of tried and tested employment support services (e.g. entrepreneurship training packages such as KAB and Generate Your Business (GYB)/Start Your Business (SYB), training packages for out-of-school youth and demonstration programmes' tools in general) throughout the country.

Relevance

PYEP was motivated by the Philippine employment situation and addressed the lack of or weak capacities, coordination and collaboration among relevant institutions and stakeholders. The approach has been consistent with the objectives and policy priorities outlined in the Decent Work Country

³⁷ Data from the National Statistics Office Labor Survey, July 2007.

Programme (DWCP). It has also been in line with and contributed to outcome 1 which is a 'strengthened provision, by local institutions and partners, of employment and entrepreneurship services to young men and women.'

The PYEP project carried out a challenging array of macro and micro interventions all geared to providing an environment conducive to the expansion and improvement of youth employment. PYEP represents an effort to boost youth employment in accordance with the ILO's global youth employment strategy (i.e. through improvements in the policy environment, building of relevant institutions' capacity, demonstration of effective interventions at the local level, and dissemination of knowledge).

Results and effectiveness

The project time span might have been too short to attain all objectives. Although most of the project's objectives have yet to be fully achieved, good progress has been made. By the end of the period of implementation, an adequate momentum of activity had been secured. As of December 2007, the formulation of the NYEAP was coordinated and supervised by the Department of Labor and Employment (DOLE) and its elaboration was under way. Links to and consistency with the various national plans of action for YE (e.g. The National Framework for Youth Development also known as the Philippine Medium-Term Youth Development Plan 2005-2010) were being investigated so as to maximize complementarities and synergies.

PYEP has served and benefited a wide range of key national and local, governmental and non-governmental institutions. Tangible impacts and palpable benefits were the following:

- the creation of a network for youth employment policy;
- the widening of the support for the youth employment strategy among private sector employers;
- the creation and expansion of a nation-wide network of entrepreneurship trainers;
- the facilitation of follow-through on entrepreneurial training with start-up financing and other support services;
- the improvement of career guidance services in schools and public employment service offices; and
- leadership training for young trade unionists.

The knowledge base of local and national agencies (including Local Government Units, LGUs) has been increased through the provision of baseline information on the youth employment profile in their respective localities. Demonstration programmes (e.g. KAB, GYB/SYB) were organized in partnership with LGU offices. These programmes created domestic employment opportunities; trainee-welders and welding trainers have also been recruited for work abroad.

Knowledge generated by the project also included sex-disaggregated labour data which is now relatively accessible and could (and should ideally) contribute to future initiatives' design and implementation. PYEP training sessions, meetings and demonstration programmes have been accessible to women.

The project could have been more effective if not for the lack of 'buy in' into the PYEP project at the national level. There was in particular apparent weak ownership by DOLE and the National Youth Commission (NYC). The change in political leadership in the NYC but also in the municipalities of Angono and Concepcion that occurred mid-way through the project had dramatic consequences on the effective execution of demonstration programmes. New leaders felt no strong ownership of a project that had been associated with their predecessors.

Coordination and partnership

Communication lines have been opened among key government agencies concerned with YE, but closer coordination remains a challenge. There was indeed successful inter-agency and multi-sectoral coordination at the local level. In Davao city, for instance, the multi-sectoral agency technical coordination committee set up for PYEP turned into a cohesive group that could potentially be institutionalized into a “City Youth Employment Coordination Council.” Setting up similar groups in Concepcion, Iloilo and in the province of Guimaras would not be much of a challenge either.

Coordination at the national level has proved particularly difficult as agencies such as DOLE, NYC, the Department of Education (DepEd) and the National Economic and Development Authority, though convinced of the need for a special focus on YE, have not seen fit to further collaborate. They seemed to regard themselves more as beneficiaries of ILO assistance than as accountable partners in the pursuit of project goals.

Efficiency of operations

Information on the efficiency of operations was not available. This aspect has been overlooked in the final independent evaluation of the project.

Management arrangements

PYEP demonstrated that in the quest for a balanced top down-bottom up approach to the challenge of youth employment, efforts on the bottom-up approach can be more productive and rewarding when the challenges and constraints to the top-down approach are formidable. In the case of the Philippines, municipalities and provincial government and non-government agencies are key actors in the promotion of the Decent Work Agenda and of the ILO youth employment strategy. Champions for YE and capacity are readily found at the local level as opposed to the national level.

Knowledge development (publication, workshop, etc)

The material generated by the project has been well-received. The series of studies and policy papers commissioned to known experts and advocates on the field have been commonly described as useful; the local partners expressed appreciation for the studies and indicated that they helped them contextualize their work and understand their contribution to the wider YE policy paradigm.

Lessons learned

Documentation through project reporting and evaluations leaves gaps. In the case of the Philippines, there was no information on the efficiency of operations as this particular aspect has been overlooked even in the independent final evaluation. This stresses the need to ensure that all evaluation reports address efficiency as per ILO evaluation policy.

Efforts on the bottom-up approach can sometimes be more productive and both champions for YE and capacity can be more readily found at the local level as opposed to the national level. In the case of the Philippines, municipalities and provincial government and non-government agencies are key actors in the promotion of the Decent Work Agenda and of the ILO youth employment strategy. National agencies such as DOLE, NYC, the Department of Education (DepEd) and the National Economic and Development Authority, though convinced of the need for a special focus on YE, have not seen fit to further collaborate.

National partners can sometimes regard themselves more as beneficiaries of ILO assistance than as accountable partners in the pursuit of project goals. It is crucial that all remain aware of the ILO’s role as a facilitator and a provider of technical assistance and knowledge and not some sort of contracted consultancy firm delivering outputs and outcomes on demand.

Desk Case Study 2 –The Case of Kosovo

Youth employment in Kosovo³⁸

Joblessness is the primary cause of poverty in Kosovo. The situation of youth is particularly worrisome as prolonged unemployment and inactivity early in life predict lower employability and wage in adulthood as well as risky behaviour and exposure to violence. Youth unemployment (49.5 per cent), discouragement (21.2 per cent) and non-participation in the labour market (11 per cent) are higher in Kosovo than in neighbouring countries.³⁹ Youth informal employment and flagrant violations of fundamental labour standards do also persist.

The ILO's YE intervention in Kosovo is mainly within the scope of its *Skills Development for the Reconstruction and Recovery of Kosovo* project. The ILO's part in the youth employment and migration programme jointly implemented with IOM, UNDP, UNICEF, UNV and the World Bank has not been investigated.

The *Skills Development for the Reconstruction and Recovery of Kosovo* project was implemented by the ILO in two distinct albeit connected phases (from 2001 to mid-2004 and from the end of 2004 to mid-2007). The first phase's main objective was to create labour market institutions (i.e. a Ministry of Labour, PES as well as a network of regional training institutions). The second phase's focus has been on the elaboration of a youth employment policy and action plan as well as on the piloting of active labour market programmes targeting disadvantaged youth (i.e. a variety of school-to-work transition programmes as well as wage and self-employment measures sponsored by the project's employment and training fund). About \$800,000 were allocated towards the implementation of the second phase of the project.

Relevance

The project has been highly relevant to the needs of the post-conflict Kosovo and has addressed the various needs of the different project partners. It has indeed contributed to remedying the lack of infrastructure for delivering training and employment services. It has helped increase the capacity to provide employment-oriented and competency-based programmes and strengthened the labour-related institutions mandated to assist young job seekers (e.g. the Ministry of Labour and Social Welfare, the Ministry of Culture, Youth and Sport, and the Ministry of Education of the UN Interim Administration Mission in Kosovo). The pilot programmes, enterprise-based training (in-company training and apprenticeship) and work placement schemes, have contributed to facilitating the transition to work of their participants.

Core labour standards and other ILO instruments of particular significance for YE have also been used as benchmarking tools for the governance and fairness of the youth labour market. The strategy has aimed at producing more *and* better jobs. The second phase of the project did, indeed, address the youth predominance in precarious and poor quality jobs in the informal economy.

The project has been influential in setting the policies and practices of projects financed by other donors. Its intervention logic has been realistic and administrative, technical and political support from ILO headquarters and specialists have been coherent and adequate. All key labour market players have been targeted (e.g. managers and trainers of training institutions, local government, employers' and workers' associations), through, for instance, capacity building workshops on modern labour inspection techniques and informal employment-related issues, but also baseline data

³⁸ This case study is relative to Kosovo as defined under UN Security Council Resolution 1244.

³⁹ Data from MDG-Fund joint programme for youth employment and migration concept note: "MDGF-1858: KOSOVO: From Migration Options to Decent Work for Youth (2007)".

collection on the working conditions of young workers and their participation in trade unions. A number of activities were also organized with the Chamber of Commerce to promote self-employment among youth.

The implementation approach adopted allowed the project to be flexible and thus to retain its relevance to Kosovo's rapidly changing needs.

Results and effectiveness

The project achieved its objectives. Its outputs (among which, the Kosovo youth employment policy and action plan, policy and research documents, training tools and material and information booklets) as well the level of services were of high quality; the technical inputs have been particularly timely. Among active labour market programme trainees, the placement rate for interns was 52 per cent.

Indicators of achievement were realistic and targets were exceeded in many instances. The placement rate for participants to the programmes was 46 per cent overall which compares very favourably to the placement rate for non-participants (less than 10 per cent).

The project did, in addition, succeed in setting up the training and employment infrastructure of the Ministry of Labour and Social Welfare (i.e. a network of 7 training centres delivering competency-based programmes and self-employment training, as well as decentralized government employment offices offering job search advice and placement services).

The project was able to keep a developmental approach, bridging the reconstruction phase with long-term policy and institutional development objectives.

Capacity and institution building were always at the forefront of project implementation and this guaranteed sustainability and helped planning exit strategies and modalities that strengthened the sustainability of project's outcomes.

The combination of education, training and employment in a coherent whole was another key feature of the success of the project. In addition, the achievements of the first phase of the project allowed moving to more targeted and specific policy and programme priorities of the government and the social partners.

Coordination and partnership

The project achieved positive results offering advice and assistance to all ministries and organizations. The list of partner organizations has constantly grown throughout the life span of the project. The project has contributed to the establishment of a youth network and internal ILO relationships during the implementation were exemplary. The close links established with all the stakeholders have indeed allowed them to voice their needs. The project succeeded in catering to those needs. The project has also managed to create a positive dynamic and fruitful collaboration with the IPEC project on the elimination of child labour in Kosovo. The two ILO projects shared premises and coordinated activities involving the Ministry of Labour and Social Welfare's civil servants.

Box 1 - Promoting social dialogue on employment and training in Kosovo

Being the main actors in the labour market, employers' and workers' organizations have an important contribution to make in the design and implementation of policies and programmes promoting decent employment. Social dialogue at all levels on employment and training can provide a mechanism to balance, through consensus, the interests of governments, employers' and workers' organizations. Often, however, capacity building is necessary to enable employers' and workers' organizations and their youth networks to effectively participate and contribute to the shaping of national employment and training agendas.

Against this backdrop, the ILO project in Kosovo adopted an approach that envisaged both tripartite activities and needs-based assistance to each partner. The project worked closely with the coordinators of the youth networks of employers' and workers' organizations and supported them in the design and monitoring of activities aimed at promoting youth employment. Such learning-by-doing approach built the capacity of the youth networks vis-à-vis their organizations and the government, empowered them to contribute to the shaping of the youth employment agenda, fostered dialogue between employers' and workers' organizations and ensured broader consultation and participation in policy and programme formulation and implementation.

Source: Report of independent project evaluation, ILO, 2008

Efficiency of operations

The financial situation was constantly monitored and external funding or co-sharing sought whenever possible. The funds were used in an extremely efficient way and both project funds and activities were delivered in a very timely manner.

There was ample evidence to show that the project achieved leverage far in excess of its funding. This was done through the establishment of co-sharing and partnership mechanisms. This practice became a model that the Government expects other projects to follow.

Management arrangements

The project has been managed in a very professional manner. Cooperation with project partners was effective. The Government of the UN Interim Administration Mission in Kosovo delivered most of the promised human resources, provided the funds and co-financed the employment and training fund for the implementation of the active labour market programmes.

There was a very clear understanding of the roles and responsibilities of all the parties involved and the project made good use of coordination and collaboration opportunities in the implementation when they arose.

Knowledge development (publication, workshop, etc)

The activities resulted in the establishment of a new framework for the registration of unemployed individuals and vacancies.

The efforts of the project in the development and the dissemination of training material, management tools and policy guidelines in the local language have been praised. They have undoubtedly been a key added value of the overall project. The design of the Kosovo youth employment policy and action plan is being used as a model for other countries in the region.

Lessons learned

Added value and higher placement rates in particular can stem from networks that link employment and training institutions and services, as well as from the provision of a mix of theory and practical work experience. Integrated networks do indeed help ensure that interventions are catering to both the needs of individuals and labour market requirements/demand. They also encourage relationships and tighten the links between public employment and training services and enterprises and thereby allow for a better understanding of market needs and more specific and well-designed policies and programmes.

Methodologies and tools that are context-related and locally owned need to be developed as they add considerable value to YE related interventions. In the case of Kosovo, the value added of the Project resided in the development of local human resources able to design and/or adapt existing

methodologies. The efforts of the Project in the development and the dissemination of training material, management tools and policy guidelines in the local language, in particular, have been praised and are essential elements in securing momentum, sustainability and replicability of the reforms introduced.

Desk Case Study 3 – The Case of Azerbaijan

Youth Employment in Azerbaijan

Despite overall positive trends in job creation, most of the labour force remains in low productivity sectors such as agriculture. Those registered as unemployed are generally young men and women. In 2003, 69.1 per cent of unemployed were 35 years old or younger. 23.8 per cent of those within the 20-24 age group were unemployed.⁴⁰The labour force participation of young women was lower than that of men. Also, according to a 2005 school-to-work transition survey, 57 per cent of youth employed would like to change jobs so as to have better career perspectives.

Youth employment creation has been identified by both Government and Azeri social partners as a national top priority. The country joined the group of lead countries in the YEN in 2003 and a national plan of action on YE is in preparation.

Boosting Youth Employment (BYE) using an integrated approach in the framework of DWCPs in Azerbaijan (2006-2010)

BYE, a US\$3 million project implemented both in Azerbaijan and in Kyrgyzstan, is designed to operate directly within the DWCP framework and contribute to its priorities. In the case of Azerbaijan, its main objectives are to ‘improve employment policies, and create decent jobs.’ The project implementation strategy focused on capacity building and reinforcement of the social partners and their advisors’ ability to promote effective youth employment policies and build on best practices and new lessons and experiences. It also acknowledged the need for youth to be better informed on the world of work.

ILO tools and methodologies were implemented in an attempt to:

- reinforce labour market institutions on the demand as well as the supply side (i.e. enhance the employability and entrepreneurial skills of young men and women, and support conducive labour market policies and environment for safe job creation)
- promote better assessments and monitoring of the youth labour market and better dissemination of youth labour market information

Entrepreneurship training packages such as the Start and Improve your Business and Know About Business packages have been introduced. The Modular Skills Training (MST) methodological approach to skills development has been adopted. Active labour market policies have also been piloted (e.g. employment intensive upgrading of rural road by the local community in the Ismaili region).

Relevance

There is no doubt as to the relevance of the ILO intervention since the project is in line with the priorities of national development and, by design, with the DWCP. The project was also designed to capitalize on the work already done (within the scope of the “Increasing employability of disadvantaged young women and men and other marginalized groups in the Caucasus and Central

⁴⁰ Data from 2003 ILO/UNDP Labour Force Survey.

Asia through skills development and entrepreneurial education” project) and consolidate the tools and instruments piloted elsewhere, as well as proceed with larger-scale implementation of recommendations derived from the independent evaluation of previous YE related projects.

It finally responds to the need for measures aimed at decreasing imbalances in the Azeri labour market and the need to provide job seekers with demand driven and high-productivity-sectors-oriented training, vocational guidance and skills development.

Results and effectiveness

The project has been able to facilitate a first round of situation analysis on YE and data collection further reinforced by the initiating of relevant local assessments. All three core packages or ‘flagship’ methodologies – modular Skills Training (MST), Start and Improve your Business and Know about Business – have been adapted, and are now duly implemented.

The *Capacity-building kit on gender mainstreaming in TC projects* and the *Manual on conducting gender training for journalists* were available courtesy of ILO Moscow. The *Women entrepreneurship development capacity building guide* has also been widely used as part of the project conferring to the ILO good visibility among Azeri constituents and other partners for boosting youth employment in terms of gender mainstreaming.

Coordination and partnership

The project team has worked in close partnership with the UN Gender Thematic Group as well as UNFPA (the leading agency for the UN GTG) and helped strengthen their capacity to address gender equality, youth employment and decent work issues. The cooperation with OSCE and other partners created new opportunities for BYE and ensures that the delivering of SIYB training material and of ILO publications in general remains a priority. Yet, social partners did not always feel fully involved in the various processes. They may be to blame as they failed to secure continuous participation/representation at all stages in the formulation of project components (e.g. planning and implementation exercises).

Communication and cooperation between the ILO SRO Moscow and all the technical units involved in the implementation of the project POLICY, ELP, ENT, SKILLS, SafeWork and Gender has been exemplary and support from ACTRAV, ACTEMP and DIALOGUE timely and essential in ensuring as wide a participation as possible in and local ownership of the project.

Efficiency of operations

There were delays in the implementation. The Chief Technical Advisor (CTA) and national experts were recruited 6 to 9 months after the official launch of the project and although the team has performed consistently and is particularly effective in its use of ILO resources and tools, the time lost at the initial stage has not been compensated for.

Management arrangements

All activities have been carried out on a consultative basis according to a strategy laid out in the project document and overseen by the national project Steering Committee.

Knowledge development (publication, workshop, etc)

Knowledge sharing on initiatives related to UN reform, tripartism, gender mainstreaming, socially responsible businesses and the promotion of safe work held a prominent place in the project’s implementation strategy. SIYB and KAB have good outreach levels in remote areas. Workshops were

very substantive: a lot of information was received by participants, the results were productive, the experts from ILO showed high level of competency.

A series of studies on the textile and construction sectors have been undertaken to better understand all YE aspects from a sector viewpoint. For both sectors, LMI (e.g. data on the need for training, informality/decency of employment, potential for developing the sectors through market, skills and entrepreneurship development) is now available.

Lessons learned

Designing projects on the basis of national development priorities including DWCP priorities as well as as a response and follow-up to evaluation lessons learned and recommendations is an excellent way to secure take-up, continued and sustained efforts as well as impact.

Annex 6. Youth Employment Project portfolio

Project title		Donor	Budget US\$	Project duration	Countries covered	Branch	Project document	Progress reports	Evaluation
Africa									
1	Appui institutionnel et operationnel à l'agence emploi jeunes (APEJ) pour la mise en œuvre des deux projets pilotes HIMO [MLI/04/02M/LUX Insertion des jeunes dans la vie professionnelle à travers les investissements à haute intensité de main-d'œuvre (HIMO) en milieu rural et en milieu urbain (PEJIMO)]	Luxembourg	2 265 735	April 2005 - December 2010	Mali	EMP/INVEST	X	X	
*2	Effective school to work transition through Career Information and Guidance for Youth	Italy	1 008 300	December 2008 - November 2011	Egypt	EMP/SKILLS	X		
3	German Funded Project on Youth Employment, Consolidating the legal and institutional foundations of social dialogue (phase II)	Germany	728 863	June 2008 - December 2009	Mozambique	EMP/ENT	X		
4	Joint Programme on Youth Employment. One UN found for Mozambique	Multi-donor UNDP	2 000 000	2007 - 2011	Mozambique	EMP/ENT	X		
5	MRU: Multi-stakeholder Programme for Productive and Decent Work for Youth	Multi-donor	23 906 681 (year 1, funded by Japan to UNIDO (5 million) of which the ILO was allocated 1 million)	2008-2012	Guinea, Liberia, Sierra Leone and Côte d'Ivoire	EMP/STAT EMP/CEPOL	X		X
6	Programme conjoint d'appui à l'emploi des jeunes	UNDP	288,687	October 2007 - February 2008	Democratic Republic of Congo	EMP/SEED	X		

Project title		Donor	Budget US\$	Project duration	Countries covered	Branch	Project document	Progress reports	Evaluation
7	Programme d'appui à l'insertion des jeunes	Luxembourg	1 861 531	January 2008 - December 2011	Mali	IFP/SEED	X		
8	Projet d'assistance technique pour la mise en œuvre du programme national d'action pour l'emploi des jeunes en vue de réduire la pauvreté ²	UNDP	233 419	August 2003 - March 2009	Mali	EMP/CEPOL SRO-Dakar			
9	Promotion of Decent Employment of Youth through Development of Micro and Small Enterprises	Italy	1 023 980	September 2008 - August 2010	Algeria	EMP/SEED ILO-Algiers	X		
10	Promover el empleo productivo y el trabajo decente de los jóvenes en Argelia, Mauritania, Marruecos y Tunes	Spain	500 000 (Euros)	December 2008 - December 2009	Maghreb	ED/EMP/MSU	Xs		
11	SETYSA Social Entrepreneurship targeting youth in South Africa	Belgium	1 250 000	August 2008 - August 2010	South Africa	EMP/SEED ILO pretoria	TC proposal +CN		
12 *	SAY-JUMP (South African Youth - Jobs for the Unemployed and Marginalized to escape from Poverty)	Belgium	579 746	February 2006 - December 2009	South Africa	COOP	X + phase II	X	
13	Youth Enterprise Development component of the Youth Employment Scheme (YES) Programme	UNDP	500 000	August 2008 - December 2009	Sierra Leone	ILO ABUJA and SRO DAKAR EMP/ENT	X		
Americas									
14 *	PREJAL, Promoción del Empleo Juvenil en América Latina	Spain	5 500 000	2005-2009	Argentina, Brasil, Chile, Colombia, Honduras, México, Perú y República Dominicana	EMPS/ELM RO-Lima EMP/STRAT	X	X	X
Arab States									

Project title		Donor	Budget US\$	Project duration	Countries covered	Branch	Project document	Progress reports	Evaluation
15	KAB	Direct Trust Fund; UNDP	110 000 200 000	Sept.2006 - June 2008; Jan. 2009 - Dec. 2012	Syrian Arab Republic; Palestinian Territory	IFP/SEED EMP/SEED	X X		
16	Establishment of Sheikha Fatima Bent Mubarak Vocational Rehabilitation Centre for People with Disabilities and Youth with special needs in Hebron2	Other NSA	1 057 647	August 2001 - December 2008	Palestinian Territory, Occupied	IFP/SKILLS			
17	Establishment of Sheikha Fatima Vocational Rehabilitation Centre for People with Disabilities and Youth with special needs in Palestine	Islamic Development Bank	550 000	September 2008 - June 2009	Palestinian Territory, Occupied	EMP/SKILLS	X		
	Asia and Pacific								
18*	ILO-FAO Jobs for Peace, 12,500 Youth Employed and Empowered through an integrated approach	UNDP	1 851 785	March 2009 - December 2012	Nepal	ED/EMP/MSU SRO New-Delhi	X		
19*	Sri Lanka - Promotion of Decent Work for Youth	Japan	1 600 000	2008-2011	Sri Lanka	EMP/CEPOL EMP/POLICY EMP/SKILLS ED/EMP/MSU RO-Bangkok	X	X	
20*	Promoting Youth employment in the Philippines (PYEP) - Policy and action	Canada	989 283	April 2005 - November 2007	Philippines	ROAP	Xs	X	X
21*	Promoting Decent and Productive Work for Young Women and Men (YEN)	Republic of Korea	3 000 000	August 2006 - December 2008	Asia and the Pacific region	EMP/CEPOL	X	X	X
22	Promoting Decent and Productive Work for Young Women and Men in Asia	Republic of Korea	200 000	2005-2007	Asia	EMP/STRAT	X	X	
23*	Youth Employment in Indonesia: Policy and action (INS/04/M50/NET)	Netherlands	1 700 000	July 2004 - March 2006	Indonesia Sri Lanka	ACT/EMP, Turin Centre	X X		X

Project title		Donor	Budget US\$	Project duration	Countries covered	Branch	Project document	Progress reports	Evaluation
	<p>Youth Employment in Sri Lanka (SRL/04/M50/NET)</p> <p>Youth Employment in Vietnam (VIE/04/M50/NET)</p>				Vietnam		X		
24	Indonesia - EAST project, Education and Skills Training for Youth Employment	Netherlands	22 675 772	2007-2011	Indonesia	ILO-Jakarta	X	X	
25	Entrepreneurship culture and business creation for youth employment in Aceh	Canada	1 022 481	December 2006 - March 2008	Indonesia	EMP/ENT ILO-Jakarta	X	X	
26	Employment for Youth in Indonesia: Employable Skills and Enterprise Development	Netherlands	3 500 000	July 2006 - March 2010	Indonesia	EMP/ENT	X		
27	Indonesia: JOY - Employment-intensive Growth	Netherlands	2 482 980	2006-2010	Indonesia	ILO-Jakarta		X	
28	Pacific Islands - Sub-regional Programme on Education, Employability and DW for Youth	Netherlands	2 500 000	April 2006- June2010	Kiribati, Papua New Guinea, Samoa, Solomon Islands and Vanuatu	EMP/ENTERPRISE ILO-Suva	X	X	
29	Youth Employment Promotion Initiation Project (YEPIP)	UNDP	339 246	November 2007 - March 2008	Timor-Leste	IFP/SKILL	X		
30	Youth Employment promotion programme	Australia	5 850 219	March 2008 - January 2012	Timor-Leste	EMP/ENT	X		
31	Europe and Central Asia Azerbaijan and Kyrgyzstan: Boosting Youth Employment (BYE) using an Integrated Approach in the Framework of DWCPs	Netherlands	3 000 000	July 2006 April 2010	Azerbaijan and Kyrgyzstan	EMP/ENTERPRISE SRO-Moscow	X	X	X
32	CAR Capacity Building Project:	US	US DoL	2004	Kazakhstan,	IPEC			X

Project title		Donor	Budget US\$	Project duration	Countries covered	Branch	Project document	Progress reports	Evaluation
	Regional programme on the worst forms of child labour and Combating the worst forms of child labour in Central Asia through education and youth employment (EYE Project)1	Department of Labor (US DoL), Federal Republic of Germany (FRG)	2 500 000 (PROACT); FRG 1 300 000 (EYE)	(PROACT) 2005 (EYE)-- (PROACT) 2007 (EYE)	Kyrgyzstan, Tajikistan and Uzbekistan				
33	Youth employment promotion (partnership) in Serbia (YEPS)	Italy	1 200 000	December 2007 — November 2009	Republic of Serbia	ED/EMP/MSU SRO-Budapest	X	X	
34	Reducing Poverty by Promoting Employment of Youth and Other Vulnerable Groups in the Informal Economy of Central Asia and Caucasus	The United Kingdom	2 250 000	January 2004 - May 2006	Kyrgyzstan, Kazakhstan, Azerbaijan, Georgia	ILO SRO for Eastern Europe and Central Asia	X	X	X
Inter-regional & Global									
35	Norwegian programme on Social Dialogue and YE ACTRAV	Norway	4 060 510	2006-2009	India, Cambodia, Vietnam, Nepal, Indonesia, Uganda	ACTRAV	X	X	X
36	Norwegian programme on Social dialogue and YE ACT/EMP	Norway		2006 - 2009		ACT/EMP	X		X
37	Child Labour and Youth Employment Linkages	Sweden	828 040 (Phase 1+) 400 000 (Phase 2)	January 2006 - March 2008	Inter-regional	IPEC	X	X	
38	Creating Youth Employment through improved Youth Entrepreneurship	Switzerland	981 240	September 2007 - September 2010	Global	EMP/SEED	X	X	
39	Employers' Organizations - Good Governance in the Labour Market and Youth Employment	Sweden	671 886	January 2006 - March 2008	Inter-regional	ACT/EMP	X	X	
40	Regulatory Framework to protect Rights and Create Decent Jobs	Sweden	331 886	1 year	Ghana, Angola, Swaziland,	ACT/TRAV	X		

Project title		Donor	Budget US\$	Project duration	Countries covered	Branch	Project document	Progress reports	Evaluation
					Cambodia, Pakistan, Philippines, Colombia, EI Salvador, Paraguay				
41	Workers Education Programme on Social Dialogue	Norway	2 415 008	February 2004 - December 2006	Inter-regional	ACTRAV	X	X	X
42	SIDA's Support to YEN Promoting Decent and Productive Work for Young Women and Men through Support to the UN Secretary-General's Youth Employment Network (YEN), West Africa	Sweden	3 000 000	2006-2009	YEN Lead Countries and West Africa	YEN	X	X	
43	MDG-F Youth Employment and Migration Programmes	Please refer to annexes 9 and 10.							

Annex 7. List of youth employment advocacy activities

Item and main duties.	Date
International Tripartite meeting on Youth employment, Geneva. Technical assistance and background report.	October 04
Symposium of Globalization and the Future of Youth in Asia. Technical Inputs and coordination.	December 04.
ILO VII European Regional Meeting. Comments on background report and conclusions, and assistance to media	February 05
GB 292nd Session, Completed GB 292/16/3 on Tripartite Meeting on Youth Employment. Technical and Administrative assistance.	March 05.
GB 294/3 document on effects to be given to the resolution on youth employment. Technical inputs.	March 05
G8 Labour and Employment Ministerial Conference. Contributed paper on YE, inputs for conference' s conclusions	March 05
ILC 2005. Comments on background report & technical assistance during the ILC provided	June 05
ILC 2005 – YEN related events. Organized event on “Building collaboration: technical exchange among partners”	June 05
ILO subregional tripartite meeting on youth employment for the Southern African region. Technical support for background paper.	October 05.
Pilot Campaign “You have rights at work” (Kosovo). Material begot and disseminated.	December 05
Videos “Managing transitions: Youth employment” and “Youth voices from Kosovo”. Videos prepared and presented at Tripartite Meeting and VII ERM	December 04 and September 04.
Brochure “Youth Employment: A global goal, a national challenge”	March 2006
ECOSOC preparatory meeting and HLS. Inputs to issue paper and Mr. Salazar address to Ministerial breakfast	April 06
Sub-regional tripartite meeting for labour administrations in MENA region (Tunis, 8-9 May 06). (Presentation)	May 06
General Advocacy Brochure for Youth Employment and YEP prepared.	June 2006
ILO-MTV campaign in South East Europe consisting in public service announcement and material distributed during music festival in Belgrade.	June 06
Global Compact Conference: Combating Discrimination and Promoting Equality for Decent Work: The Role of GC Stakeholders (London, October 06). Coordination of and participation in session.	October 06
United Nations Youth Leadership Forum (New York,, October 2006). Mr. Salazar keynote address.	October 06
UNIDO/UNOWA/YEN HL Consultative Meeting on Youth Employment in Mano River Union, Ghana, 19-20 February 2007 + Inter-agency meeting on 18 February. Assistance in preparatory work and Mr. Salazar keynote address.	February 07
ILO African Regional Meeting, Addis Ababa. April 2007. Active participation in parallel session on Child Labour & Youth Employment.	April 07
World Bank Conference on Youth in Europe and Central Asia (Rome, 24-27 May 07). Mr. Salazar keynote address.	May 07

Item and main duties.	Date
International Trade Union Confederation Conference on Decent for Young People – Preparatory meeting G8 (Berlin, 1 June 07). Keynote address.	June 07
Launch of the Youth Employment Knowledge Sharing Platform. Initially conceived to assist ILO submission of the MDG_F YEM window, the platform then became an active tool for linking the ILO community and sharing YE-related material	June 07
ATD-Q Dialogue on Youth Employment (Geneva, 16 August 2007). Administrative and technical assistance.	August 07.
GIAD Global Forum on Youth and ITC (Geneva, 24-26 September 2007). Administrative and technical assistance.	September 07
Subregional tripartite meeting of experts on Decent Employment for Young People (Ljubljana, Slovenia)	December 2007
Meeting on Gender and Knowledge Sharing, Bangkok. Active participation.	December 2007
EU Presidency of Slovenia: Youth Employment Events on youth employment (Brdo, Slovenia)	April and May 2008
ILO Gender Brochure on Youth Employment. Provided inputs and comments for leaflet “Youth Employment: Breaking gender barriers for young women and men - Gender equality at the heart of decent work”, Campaign 2008-2009	May 08
2008 ILC Event; Informal Meeting of Ministers in charge of employment of EU and Western Balkan countries on youth transitions to decent employment	June 2008
Membership in the UN Youth Development Network and occasional provision of inputs for the UN Youth newsletter. Active participation since the launch of the initiative in June 2008.	June 08-
Participation World Youth Congress, Quebec City, August 2008. Active participation, sponsoring of one young participant, presentation/distribution of ILO/YEP products and interview with the CNBC.	August 08
Gender Brochure on Youth Employment. Provided inputs for Leaflet “Youth Employment: Breaking gender barriers for young women and men - Gender equality at the heart of decent work”, Campaign 2008-2009	September 08
UN General Assembly side-event of the High level Meeting on the Development Needs of Africa, “Youth: Development and Education”. Provided inputs for ILO declaration and provided CD-ROMs with ILO material on youth and employment in Africa.	September 08
Arab Forum on Development and Employment Doha, Qatar. Comments on technical theme paper drafted by ILO Beirut.	November 2008
ASIA-Pacific YouthNet Workshop, Bangkok. Promotion of YEP and active membership on the Youth Net platform..	December 08
New ILO/YOUTH web site Website is fully operative and constantly updated.	December 08
Employability “Youth” Opportunity- Congress (International Youth Foundation, YEN), Amman. Active participation as resource persons.	January 09

Annex 8. MDG-F Fund: Youth Employment and Migration, as of August 2009

No.	Country	Title	Budget US\$	Budget to the ILO (approx.) US\$	Skills	Entrepreneur- ship and enterprise/ cooperative development	Employ- ment services	Employ- ment intensive	Institution building and social dialogue	Active labour market policies	Stat.
47	Albania	Youth migration: Reaping the benefits and mitigating the risks in Albania	3 309 750	1 290 000	1	1	1	...	1	1	1
48	China	Protecting and Promoting the Rights of China's Vulnerable Migrants	6 592 895	1 970 000			...	...	1	1	...
49	Costa Rica	Joint Programme on Youth, Employment and Migration: A One-Stop Shop for Youth Employment	4 716 000	1 400 000	1	1	1	...	...	...	...
50	Ecuador	Youth, Employment, Migration – Reducing Inequalities in Ecuador	5 667 000	1 100 000		1	1	...	1	...	...
51	Honduras	Human development for youth: overcoming the challenges of migration through employment	6 372 000	960 000	1	1	1	...	1	...	...
52	Kosovo	Kosovo: From Migration options to Decent Work for Youth	6 661 607	1 200 000	...	...	...	...	1	1	1
53	Nicaragua	National Development Capacities for Improving Employment and Self-Employment Opportunities for Young People	5 610 000	1 100 000	...	1	1	...	1	...	...
54	Paraguay	Youth: Economic Capacities and Opportunities for Social Inclusion in Paraguay	3 672 018	1 410 000	1	1	...	...	1	...	1

55	Peru	Promotion of Employment and MSEs for youth and management of juvenile labor migration	3 025 000	1 490 000	...	1	1	...	1	...	...
56	The Philippines	Alternatives to migration: Decent Jobs for Filipino youth	6 000 000	2 200 000	...	1	1	...	1	1	...
57	Serbia	Support to National Efforts for the Promotion of Youth Employment and Management of Migration [rd2]	6 143 000	1 400 000	...		1	...	1	...	1
58	Sudan	Creating opportunities for Youth Employment in Sudan	9 000 000	1 650 000	...	1		...	1	...	...
59	Tunisia	Engaging Tunisian Youth to Achieve the MDGs	3 115 000	670 000	1	1	1	...	1	...	...
60	Turkey	Growth with Decent Work for All	3 980 000	1 500 000	1	...	1	...	1	...	1
Total MDG YEM					6	10	10	0	13	4	5
Total TC YE portfolio (60 projects)					21	39	19	6	24	7	11

Annex 9. Comparative table MDG-F Youth Employment and Migration, as of August 2009

ID	UN country team	Title	Budget US\$	Status	Agencies involved	Areas of focus	Target group/geogr. focus	Outcomes (key words)	Innovative areas
1	Albania	Youth migration: Reaping the benefits and mitigating the risks in Albania	3 309 750	Under implem.	ILO IOM UNDP UNICEF	Statistics, labour market institutions, policies, integrated programmes, Funding mechanisms (YE fund), informal employment, rural-urban migration, PPPs, CSR	Young workers in the informal economy exposed to migration; two pilot regions for programmes	1. Capacity building youth employment policy and action planning; 2. integrated employment programmes targeting disadvantaged youth (in the informal economy) exposed to migration; 3. management of migration and contribution to development of communities abroad	Nexus between informality and migration, funding mechanisms PPPs and YE funds), capacity building and development of M&E system; impact evaluation of employment programmes, mobilizations of communities abroad
2	Bosnia and Herzegovina	Youth employability and retention programme	6 000 000	Under implem.	IOM UNDP UNFPA UNICEF	Education, employability, employment services, migration services	Inactive young men and women	1. Increased capacity of education system and local communities to improve youth employability; 2. Enhanced capacity of the Public Employment Service and civil society to develop and deliver integrated youth employability measures; 3. Positive impact of youth migration maximized and irregular migration minimized	Outreach strategies for inactive young people

ID	UN country team	Title	Budget US\$	Status	Agencies involved	Areas of focus	Target group/ geogr. focus	Outcomes (key words)	Innovative areas
3	China	Protecting and promoting the rights of China's vulnerable migrants	6 592 895	Under implem.	ILO UNDP UNESCO UNFPA UNICEF UNIFEM WHO	Employment creation (pre-employment education and training, policy-dialogue on migration, rights of migrants, social services, PES/PrEAs	Out-of-school youth, and young migrants, particularly young female migrants	1. Improved policy development and implementation 2. Better access to decent work for vulnerable young people through pre-employment education and training; 3. Rights of vulnerable young migrants protected through improved social services and labour conditions	Knowledge-sharing (development of platform for sharing research and info on migration policy at national and local levels), rights of young workers and migrant workers
4	Costa Rica	A one-stop shop for youth employment	4 716 000	Under implem.	FAO ILO IOM UNDP UNESCO UNFPA UNICEF	NAP, integrated programmes (employment services, employability, entrepreneurship) PPPs	Migrants youth, especially young women in vulnerable situation; Rural areas	1. Integrated employment programmes providing access to employment through one-stop-shops; 2. Improved coordination and coherence of youth employment policies	Integrated services combining education and training for work, employment services and entrepreneurship
5	Ecuador	Reducing inequalities in Ecuador	5 667 000	Under implem.	ILO IOM UNDP UNFPA UNICEF	NAP, decentralization of policy implementation, legal framework for protection of rights, financial/non-financial services social inclusion	Potential young migrants: women, indigenous people, those working in the informal economy; Local government	1. Increased labour market inclusion of youth in selected provinces 2. Integrated national policies on youth employment and migration implemented with the involvement of local actors 3. System for protection of young workers, socio-economic inclusion and citizenship	Legal framework and exercise of rights to fight inequality

ID	UN country team	Title	Budget US\$	Status	Agencies involved	Areas of focus	Target group/ geogr. focus	Outcomes (key words)	Innovative areas
6	Honduras	Human development for youth: overcoming the challenges of migration through employment	6 372 000	Signed	FAO ILO IOM UNDP UNFPA UNICEF UNODC	Statistics, employability, entrepreneurship, funding mechanisms, rights of young migrants	NAP, Vulnerable youth, including from indigenous populations; rural areas	1. Increased capacity to promote labour market integration of vulnerable youth, especially those exposed to migration 2. Institutional frameworks strengthened to promote decent employment for youth, with emphasis on potential and/or returning migrants; 3. Local development strengthened through participation of young people	Local development, returning young migrants
7	Nicaragua**	National development capacities for improving employment and self-employment opportunities for young people	5 610 000	Signed	FAO ILO UNDP UNFPA UNIDO UNWTO	Statistics, Integrated employment programmes (employability, PES, employment-intensive investments, entrepreneurship through micro-enterprises), rights at work	NAP, Vulnerable youth. Municipalities (11)	1. Programmes matching of labour supply with labour demand in selected municipalities 2. Enterprise creation through youth cooperatives and micro-enterprises in selected municipalities 3. Strengthened capacity in the areas of youth employment and migration policies	Capacity building on monitoring and evaluation of NAP, social skills for employability, including sports and arts; national forum and youth information centres Media (TV) campaigns

ID	UN country team	Title	Budget US\$	Status	Agencies involved	Areas of focus	Target group/ geogr. focus	Outcomes (key words)	Innovative areas
8	Paraguay	Youth: Economic capacities and opportunities for social inclusion in Paraguay	3 672 018	Under implem	ILO UNDP UNFPA UNICEF UNIFEM	Statistics, NAP, policies, Entrepreneurship, vocational and job training, Funding mechanisms (remittances), rights at work	Vulnerable and poor young people exposed to migration and domestic workers (young women)	1. Income generation and job creation for poor and vulnerable youth; 2. Conditions for better use of remittances and for access to information by youth exposed to migration 3. Strategy focusing on domestic work of young people	Collection and dissemination of existing national YE practices. Productive use of remittances, capacity building of Ministries of Interior and Foreign Affairs on migration issues, rights of domestic workers
9	Peru	Promotion of employment and MSEs for youth and management of juvenile labour migration	3 025 000	Under implem.	ILO IOM UNDP UNFPA	Statistics, national YE and migration policy, PES, employment creation through microenterprises, funding mechanisms (remittances) (decent work)	Vulnerable youth, especially those exposed to international migration	1. Increased employment opportunities and better conditions of work for youth through national YE policy and capacity building 2. Strengthened labour exchanges to match labour supply with demand 3. Improved management of international labour migration through international youth labour migration created and strengthened 4. Promotion of micro-enterprises and SMEs for youth, including through the use of remittances	Capacity building on management of international labour migration, national and international practices on youth enterprises

ID	UN country team	Title	Budget US\$	Status	Agencies involved	Areas of focus	Target group/ geogr. focus	Outcomes (key words)	Innovative areas
10	The Philippines	Alternatives to migration: Decent jobs for Filipino youth	6 000 000	Under implem.	ILO IOM UNFPA UNICEF	Statistics, national framework (NAP), integrated youth employment programmes (VET, counselling, PES, entrepreneurship), funding mechanisms (PPPs), safe migration	Disadvantaged youth (low-skilled, poor youth) exposed to international labour migration directly or through their parents	1. Improved policy coherence and implementation on youth employment and migration 2. Increased access to decent work for poor young women and men through PPP and integrated employment programmes	Internal and overseas migration database
11	Serbia	Support to national efforts for the promotion of youth employment and management of migration	6 143 000	Under implem.	ILO IOM UNDP UNICEF	Statistics, Evidence-based policies, NAP implementation through integrated youth employment programmes, integrated labour market and social services, funding mechanism (YE fund and PPPs), youth info centres	Disadvantaged young women and men, especially young Roma returning from abroad Three districts.	1. Youth employment and migration policy objectives are included into national development strategy 2. National institutions develop integrated labour market and social services that meet employment and migration policy objectives targeting disadvantaged young women and men 3. Integrated employment programmes and social services targeting young returnees and other disadvantaged young women and men implemented in three target districts	Youth labour market indicators, policy on management of labour migration; integration of employment and social services for disadvantaged youth; decentralization of active labour market policies, funding mechanisms (national YE fund), impact evaluation of programmes and Fund

ID	UN country team	Title	Budget US\$	Status	Agencies involved	Areas of focus	Target group/ geogr. focus	Outcomes (key words)	Innovative areas
12	Sudan	Creating opportunities for youth employment in Sudan	9 000 000	Under implem.	FAO ILO IOM UNAIDS UNDP UNESCO UNIDO UNFPA UNICEF UNOPS UNV	NAP, Policy development, Funding mechanism (micro-finance), employment programmes (EIP, literacy and VET, entrepreneurship, micro-finance HIV-AIDS)	Disadvantaged youth (returnees, ex-combatants); six local states	1. Employment creation for migrant youth mainstreamed into national development frameworks 2. Policies and measures are in place to help young returnees enter and remain in the labour market 3. Innovative youth employability and employment creation interventions	Adolescent youth, HIV-AIDS, functional literacy, reintegration of returnees and ex-combatants
13	Tunisia	Engaging Tunisian youth to achieve the MDGs	3 115 000	Under implem.	FAO ILO IOM UNDP UNIDO	Statistics, Action plans (regional); integrated YE programmes (VET, PES, enterprise development and incubators), funding mechanisms (PPPs), workers in the informal economy	Unemployed university graduates and unskilled youth; three regions	1. Youth and employment migration policies and programmes better adapted to the needs of the labour market trends and of unemployed university graduates and unemployed unskilled youth in target regions 2. University graduates have better access to decent job opportunities and engage in the creation of SMEs in the target regions 3. Low-skilled youth from target regions have access to better employment and migration support services and decent job	Private-public partnerships; networking; information centres at universities; apprenticeship cum VET; circular migration programmes to move workers from informal to formal economy

ID	UN country team	Title	Budget US\$	Status	Agencies involved	Areas of focus	Target group/ geogr. focus	Outcomes (key words)	Innovative areas
14	Turkey	Growth with decent work for all	3'980'000	Under implem.	FAO ILO IOM UNDP	Statistics, NAP, integrated programmes (employability, PES, LED)	Youth in vulnerable communities and young women; one region	opportunities 1. Youth employment made a national priority; employment concerns and formal employment of vulnerable groups in the labor market and women's participation in the labor force mainstreamed through national action plan 2. Local authorities have capacity and systems in place to increase employment of women and vulnerable groups in top migration receiving city	Occupational outlooks, Labour Force Survey with youth and migration issues.

Annex 10. Youth Employment Programme and Youth Employment Network

Table 11. Technical areas of the Youth Employment Programme, from 2006 to 2009, as reported by YEP

Area	Tasks
Research	Conduct research work on major trends, needs and policy options concerning improvements of young people's employment prospects in formal and informal as well as urban and rural settings, taking into due account gender concerns.
Policy advice	Design and promote a wide range of youth employment programmes adapted to the situation of specific countries. Develop and review an institutional framework, in which social partners can best improve, implement and evaluate efficient and equitable ILO action programmes. Prepare recommendations and guidelines for discussion and adoption as ILO recommendations on related technical fields. Expand and maintain a knowledge base of national policies, action plans, programmes and other programmes to promote youth employment. This will involve, among others, establishing a roster of experts who can be assigned to analytical and capacity building activities, as well as to possible technical cooperation assignments.
Technical assistance	Provision of technical advisory services to concerned government authorities, as well as employers' and workers' organizations, on policies, strategies and programmes to expand job opportunities and improve working conditions for young women and men. This will entail, among others, developing, adapting and dissemination ILO methodologies in this area. Lead technical advisory missions. Develop project design, review proposals, formulate, revise and submit project proposals and negotiate funding. Evaluate the efficiency and effectiveness of project activities. Develop diversified capacity-building strategies for different audiences, especially governments and employers' and workers' organizations. This will entail, among others, developing and adapting training materials as well as conducting seminars and workshops, at national, regional and international levels. Develop and seek funding for technical cooperation projects covering an integrated approach to youth employment, hence spanning different policy areas, in close consultation with ILO constituents, and concerned programmes at Headquarters and the field.
Promotional activities	Disseminate information on action programmes through publications and press releases as well as ensuring representation at donors' meetings, international, regional and national fora and advocacy campaigns. Develop diversified advocacy strategies to promote decent work for young people, taking due account of the specific needs and interests of young women and other disadvantaged youth, in close consultation with ILO constituents, and concerned programmes at Headquarters and the field. Expand existing partnerships on youth employment and develop new ones, particularly with concerned UN agencies within the framework of the UN reform process, within the Youth Employment Network as well as with the private sector.

Table 12. The role of the Secretariat of the Youth Employment Network, from 2008

Area	Tasks
Coordination and Strategic Planning	Promote and support the implementation of National Action Plans (NAPs) in YEN lead countries by the core partners through their provision of direct technical assistance to these countries; recommend to the Steering Committee strategic planning initiatives, as required, and ensure a regular cycle of strategic planning reviews and updates; Actively advocate and facilitate the full involvement of the core partners, either jointly or separately, in major national and international initiatives and partnerships relevant to youth

		<p>employment;</p> <p>Facilitate and coordinate activities on youth employment between UN agencies and other partners in lead countries;</p> <p>Communicate regularly with the YEN focal points to best support the work of the core partners and to ensure that the coordinating Secretariat is properly and appropriately supporting the activities of the YEN.</p>
Information Services and Knowledge Management	and	<p>Support and facilitate information sharing and knowledge management with the objective to strengthen policy coherence on youth employment between the core partners, in particular, and within the United Nations system as well as with other partners, in general; identify useful new ways to provide information services and new types of information in order to keep the YEN responsive to the needs of the core partners and other YEN partners;</p> <p>Play a lead role in identifying new analytic products and research and coordinate their development at the request of the Steering Committee.</p>
Outreach and Advocacy	and	<p>Promote cooperation among core partners and with others, including in particular with youth networks;</p> <p>Strengthen youth participation in global, regional, national and local policy-making, including through the Youth Consultative Group; facilitate the participation of youth groups at the country level, working in close consultation with and under the guidelines set by the core partners;</p> <p>Organize and facilitate high-level political and technical meetings; represent the YEN at regional and international fora, along with members of the YEN Steering Committee and/or the YEN focal points;</p> <p>Oversee development of a communication and public information strategy for the YEN, through development of newsletters, toolkits, websites and other communications and advocacy products;</p> <p>Promote and support constituency-building, including through capacity-building, advocacy and awareness-raising activities on youth employment.</p>
Resource Mobilization		<p>Actively raise and mobilize human and financial resources to support the operations of the YEN coordinating Secretariat, and to support the development and implementation of activities and programmes on youth employment, including NAPs, mainly by the core partners;</p> <p>Leverage and pool financial as well as human resources to support activities on youth employment by the core partners in YEN lead countries.</p>

Annex 11. Inventory of ILO instruments and tools for youth employment policies and programmes (status report provided by YEP, August 2009)

Key policy area	Sub-policy area	Tools and methodologies	Link to fact sheet or/and manual
Governance, empowerment and organizational capital	Organization and representation	Juventud y empleo. Guía sindical (2001)	http://www.ilo.org/public/spanish/region/ampro/cinterfor/publ/juv_emp/index.htm Also available on the YEKSP
	Organization and representation	Rights at work for young people.	Draft being pilot-tested
	Organization and representation	Meeting the youth employment challenge. A guide for Employers (2001)	http://www.ilo.org/youthmakingithappen/PDF/empguide.pdf Also available on the YEKSP
	Organization and representation	Youth Employment: Making it Happen an electronic resource tool for employers (2008)	http://www.ilo.org/youthmakingithappen/ Also available on the YEKSP
Employment services/skills, technology and employability	School-to-work transition	Career Guidance: A Resource Handbook for Low and Middle-Income Countries (2006)	http://www.ilo.org/global/What_we_do/Publications/ILOBookstore/Orderonline/Books/lang--en/docName--WCMS_091712/index.htm Also available on the YEKSP
	School-to-work transition	Guiding Youth Careers: A handbook for those who help young job-seekers	...
	School-to-work transition	Biz-up Self-employment skills for young people (2006) Facilitator's Guide and Toolkit	http://www.ilo.org/public/english/employment/yett/download/bizup-facil.pdf Also available on the YEKSP
	School-to-work transition	Biz-up Self-employment skills for young people (2006) User's Guide	http://www.ilo.org/public/english/employment/yett/download/bizup-user.pdf Also available on the YEKSP
Enterprise development	Policy & regulatory framework: Youth entrepreneurship	KAB	http://www.ilo.org/public/english/region/asro/beijing/whatwedo/kab.htm EMP/SEED website: http://www.ilo.org/empent/WorkingUnits/lang--en/WCMS_DOC_ENT_DPT_SEE_EN/index.htm
	Policy & regulatory framework: youth entrepreneurship	SIYB	http://www.ilo.org/public/english/region/afpro/harare/areas/employment/siyb.htm
Labour market policies and institutions	Employment and labour market policies	Guidelines for the preparation of national action plans on youth employment (2008)	http://www.ilo.org/public/english/employment/yett/download/nap.pdf Also available in the YEKSP
	Employment and labour market policies	Guide for the design, monitoring and evaluation of employment programmes targeting young people	Draft being pilot-tested in Eastern European countries.
	Employment and	School-to-Work Transition Survey	Draft (to be completed by end of

Key policy area	Sub-policy area	Tools and methodologies	Link to fact sheet or/and manual
	labour market policies	Methodological Toolkit	2009)
	Employment and labour market policies	Tackling youth employment problems – A training course	http://www.itscilo.org/en/news/tackling-youth-employment-problems/
Other cross-cutting areas	Advocacy	Decent and productive work for youth in MDG 8.	http://www.ilo.org/public/english/bureau/pardev/download/mdg/mdg8.pdf
	Advocacy	<p>ILO Videos on Youth Employment</p> <ul style="list-style-type: none"> □ Fourteenth ILO Asian Regional Meeting - Decent Work for the Millennium Generation (9.72 MB - 4:12 min.) November, 2006 □ Decent Jobs for "The Millennium Generation" (3.38 MB - 1:50 min.) October, 2006 □ Serbia: EXIT music festival and youth employment (3.85 MB - 2:15 min.) October 2, 2006 □ Vocational training in Denmark (3.70 MB - 2:09 min.) January 19, 2006 □ Seventh ILO European Regional Meeting: Managing Transitions - Youth Employment (9.37 MB - 5:17 min.) February 10, 2005 □ 93rd Session of the International Labour Conference - Youth Employment (7.49 MB - 4:12 min.) June 2005 □ Bolivia trains young business recruits (3.33 MB - 2:03 min.) November 14, 2005 □ Jamaica Youth Employment (3.18 MB - 1:53 min.) July 15, 2005 □ Youth voices from Kosovo (16.1 MB - 9:35 min.) October, 2004 	<p>Follow the individual links. Also available on the YEKSP</p>
	Advocacy	Youth employment: A Global Goal, a National Challenge, 2006 (2009 version forthcoming)	http://www.ilo.org/youth ENG, FRE, ES
	Information (database)	Resource Guide on Youth Employment	http://www.ilo.org/public/english/support/lib/resource/subject/youth.htm
	Information (database)	ILO Global Job Crisis Observatory on Youth Employment	http://www.ilo.org/public/english/support/lib/financialcrisis/youthemployment/index.htm
	Information (Knowledge Sharing)	Youth Employment Knowledge Sharing Platform (restricted access)	http://papyrus.ilo.org/YE
	Technical cooperation	Brochure on ILO and PPP on YE (draft forthcoming)	Draft
	Technical cooperation	Framework for technical cooperation projects on public-	Available upon request

Key policy area	Sub-policy area	Tools and methodologies	Link to fact sheet or/and manual
		private partnerships on youth employment (ILO internal document)	
	Technical cooperation	ILO's Information Guide – Preventing Discrimination, Exploitation and Abuse of Women Migrant Workers (2005)	http://www.ilo.org/public/english/employment/gems/advocacy/protect.htm
	Technical cooperation	Improving prospects for young women and men in the world of work: A Guide to Youth Employment (2004)	http://www.ble.dole.gov.ph/improving.pdf
	Technical cooperation	Youth and Disarmament, Demobilisation and Reintegration.	http://www.unddr.org/iddrs/framework.php

... = no data available.

Annex 12. List of interviewees

No.	Name	Organization	Department	Role
1	Moucharaf Paraiso	ILO	EVAL	Director
2	Carmela I. Torres	ILO	SKILLS	Senior Employment Services Specialists
3	Theo Sparreboom	ILO	TRENDS	Labour Economist
4	Frank Hagemann	ILO	IPEC	Chief-Policy and Research
5	Laura Brewer	ILO	SKILLS	Skills Development Specialist
6	Mariangela Fortuny	ILO	SKILLS	Employment Policy Specialist
7	Girma Agune	ILO	SKILLS	Manager Technical Cooperation Programme
8	Giovanna Rossignotti	ILO	PROGRAM	Senior Policy Analyst
9	Mito Tsukamoto	ILO	PARDEV	Manager
10	Christine Evans-Klock	ILO	SKILLS	Director
11	Anne Britt-Nippierd	ILO	ACT/EMP	Project Manager
12	Tugschimeg Sanchir	ILO	ACT/EMP	Officer
13	Terje Tessen	ILO	EMP/INVEST	Officer
14	Martin Clemensson	ILO	SEED	Manager
15	Jens Dyring Christensen	ILO	SEED	Senior Specialist
16	Guillermo Dema Rey	ILO	RO Lima	Regional Child Labour and Youth Employment Specialist
17	Carmen Moreno González	ILO	RO Lima	Deputy Regional Director Management and Administration
18	Oscar Valverde Giménez	ILO	RO Lima	Workers' Activities Specialist
19	Manuel García Solaz	ILO	RO Lima	IPEC Regional Coordinator
20	Jorge A. Illingworth	ILO	RO Lima	Senior Employers' Specialist
21	Maria Angeles Palmy Rey	ILO	RO Lima	PREJAL Associate Expert
22	Maria Elena Pipa	ILO	RO Lima	PREJAL Technical Assistant
23	Javier Márquez	ILO	RO Lima	PREJAL CTA
24	Francisco Verdera	ILO	RO Lima	Employment Policy Specialist
25	Luiz González Gómez de Aranda	ILO	RO Lima	ACT/EMP Regional Specialist
26	Milagro Alvarado Saona	ILO	RO Lima	Programming Technical Assistant
27	Amalia Oroza de Cuba	ILO	RO Lima	Regional Programming Officer
28	Gilda Bueno Luna	CTP	...	Gender and Family National Secretary
29	Luis Isarra Delgado	CGTP	...	National Secretary Labor Defence
30	Nicolás Yauli Carrontas	CUT Perú	...	National Secretary for Youth
31	Suly Roxan Grimaldo Cajaleó	CUT Peru	...	...
32	Rolando Terres Paredo	CATP	...	National Secretary Labor Defence
33	Debora Busta Hernandez	CTP	...	National Secretary for Youth
34	Javier Barreda Jara	Ministerio de Trabajo y Empleo Peru	...	Vice Ministro Empleo
35	Miguel Calderon	Ministerio de Trabajo y Empleo Peru	...	Asesor Vice Ministro Empleo
36	Ana Teresa Revilla Vergara	Ministerio de Trabajo y Empleo Peru	...	Ex Vice Ministra Empleo
37	Lourdes Escaffi Venes	Ministerio de Trabajo y Empleo Peru	...	Ex-Jefa del Gabinete de Asesores de la Vice Ministra Empleo

No.	Name	Organization	Department	Role
38	Carlos Ortiz Cornejo	Instituto Laboral Andino	...	Director General
39	José Luis Altamiza Nieto	CONFIEP	Development and Projects	Director
40	Alberto Felipe La Hoz Salmón	CONFIEP	Labor Issues	Advisor
41	Guido Mendoza Fantinato	COMUNIDAD ANDINA	Socio-Labor Issues	Project Manager
42	Carlos San Román Orams	ADECCO	Peru Branch	Director General
43	Lucía García García Naranjo	ADECCO	Adecco Training	Director
44	Miluska Bornaz Castro	ADECCO	Human Capital Solution	Senior Consultant
44	Marcelo Zevallos	...	...	ADECCO Beneficiary
45	Ana Maria Luzquiños	...	...	ADECCO Beneficiary
45	Pedro Caravedo Rodriguez	PROSEGUR	Development and Labor relations	Manager
46	Andrés Montalvo	PROSEGUR		Beneficiario PROSEGUR
47		EDELNOR	Human Resources	...
48	Mohamed Mwamadzingo	ILO Geneva	ACTRAV	Youth employment focal person
49	Federico Tong	...	...	Consultant National TE Plan Peru
50	Juan Chacaltana	...	...	Consultant Youth Employment ILO, CEPAL, UNDP, etc.
51	Natalia Toledo	ASHOKA Emprendedores Sociales	Andean Region Branch	Project Coordinator
52	Dennis Zulu	ILO	MRU Project	Programme Manager
53	Victor E. Dweh Kaidor Sr.	ILO	MRU Project	Youth Employer Technical Officer
54	Philip A. Hurst	ILO	MRU Project	Employment Services Expert
55	Pradeep Kumar Joosery	ILO	MRU Project	Skills Development Expert
56	P.Hall	ILO	Liberia Country Program	Chief Technical Officer
57	Thomas Kaydor	UN	Resident Coordinator Office	UN Coordination Analyst
58	Jenni Wisung	ILO	Liberia Country Program	Program Officer
59	Nessie Golakai	UNDP	ARR/Governance	Programme Analyst
60	Monroe N. Outland	UNDP	Community-based Recovery and Local Development	Programme Analyst
61	Hon. Jackson N. Wonde	Ministry of Labour of Liberia	Planning and Development	Deputy Minister
62	Ibrahim Andrew Sisay	UNICEF	Child Protection	Chief of Department
62	Smaro S. Kolidiki	UN	Resident Coordinator Office	Head of Office
63	Kristina Karjanlahti	The World Bank	...	Research Analyst
64	Mohammed Ali Pussah II	UNIDO	...	Program Officer
65	Chernon Bam	UNFPA	...	Program Assistant
67	Jerry B. Tarbolo	Federation of Liberian Youth	...	Youth Employment Officer
68	Joseph Jimmy Sankatituah	Federation of Liberian Youth	...	President
69	S.Alfred Harris	Liberia Chamber of Commerce	...	Social Dialogue Director
70	Moses P. Barinror Jr	Liberia Labour Congress	...	President General

No.	Name	Organization	Department	Role
71	Sam Haroy	Ministry of Youth and Sport	...	Deputy Minister for Youth Development
72	John Sne	Ministry of Youth and Sport	...	Assistant Minister for TVET
73	Guy Thijs	ILO	Bangkok RO	Deputy Director
74	Karen Klotzbuecher	ILO	Bangkok RO	Senior programme officer
75	Urmila Sarkar	ILO	Bangkok RO	YE Regional Coordinator
76	Gyorgy Sziracki	ILO	Bangkok RO	Expert, labour market information
77	Alan Boulton	ILO	Jakarta	Director
78	Peter van Rooij Dr. Comora	ILO IYEN, Ministry of Economic Affairs	Jakarta Jakarta	Deputy Director Director,
79	David LaMotte	ILO	Geneva	Acting Director, Enterprise Department
80	Jeff Johnson	ILO	Geneva	Chief, Employment Trends
81	Patrick Daru	ILO	Jakarta	CTA, EAST Project
82	Rolly	ILO	Jakarta	Coordinator, YE
83	Markus Powell		...	CTA, Joy Project
84		ILO	Jakarta	Programme officers, assistants, project staff
85		Youth Committee of Trade Unions (KSPI, KSPSI, KSBSI)	Jakarta	...
86		KADIN	...	...
87		Indonesia Employers' Association (APINDO)	...	...
88		BAPPENAS	Jakarta	Senior economist
89		Ministry of Manpower and Transmigration (MoMT)	Jakarta	...
90		World Bank, Indonesia	Jakarta	YE Coordinator
91		Ministry of National Education	...	...
92		National Education Standards Agency (BSNP)	Jakarta	...
93		BAPPEDA, Manpower, Education, Labour Unit	Sulawesi	Provincial Senior Officials
94		Implementing agencies	Sulawesi	EAST Project
95		ILO EAST coordinator, Sulawesi	Sulawesi	EAST Project

... = data not available.

Annex 13. List of research papers on YE*

No.	Title	Author	Year	Unit/dept.
1	Facilitating Labour Market Entry for Youth through Enterprise-Based Schemes in Vocational Education and Training and Skills Development	Michael Axmann	2004	EMP/SEED
2	Facilitating Youth Entrepreneurship Part II A directory of awareness and promotion programmes in formal and non-formal education	Klaus Haftendorn Carmela Salzano	2004	EMP/SEED
3	Global Employment Trends for Youth 2004		2004	EMP/TRENDS
4	Local development, productive networks and training: alternative approaches to training and work for young people	F. Casanova	2004	CINTERFOR
5	Young soldiers: why they choose to fight	Rachel Brett, Irma Specht	2004	ILO
6	Youth at risk: The role of skills development in facilitating the transition to work	Laura Brewer	2004	EMP/SKILLS
7	Being "Real" about Youth Entrepreneurship in Eastern and Southern Africa Implications for Adults, Institutions and Sector Structures	Francis Chigunta, Jamie Schnurr, David James-Wilson, Veronica Torres	2005	EMP/SEED
8	Caractéristiques et déterminants de l'emploi des jeunes au Cameroun	Gilles Bertrand, Njike Njikam, Roland Marc, Lontchi Tchoffo, Violet Fotzeu Mwaffo	2005	EMP/STRAT
9	Characteristics and determinants of youth unemployment, underemployment and inadequate employment in Ethiopia	Berhanu Denu, Abraham Tekeste, Hannah van der Deijl	2005	EMP/STRAT
10	Chômage et conditions d'emploi des jeunes au Mali	Fousseini Traoré	2005	EMP/STRAT
11	Chômage et employabilité des jeunes au Maroc	Noureddine El Aoufi, Mohammed Bensaïd	2005	EMP/STRAT
12	Starting the new millennium right: Decent employment for young people	Gianni Rosas, Giovanna Rossignotti	2005	ILO
13	Towards a national action plan for youth employment in the Azerbaijan Republic	Martin Godfrey	2005	EMP/STRAT
14	Youth employment in Viet Nam: Characteristics, determinants and policy responses	Dang Nguyen Anh, Le Bach Duong, Nguyen Hai Van	2005	EMP/STRAT
15	Global Employment Trends for Youth 2006	...	2006	EMP/TRENDS
16	Stimulating Youth Entrepreneurship: Barriers and incentives to enterprise start-ups by young people	Ulrich Schoof	2006	EMP/SEED

No.	Title	Author	Year	Unit/dept.
17	Youth, Decent Work and Irregular Migration Flows from West Africa – Issues and Policies	Piyasiri Wickramasekara	2007	MIGRANT
18	Global Employment Trends for Youth 2008	...	2008	EMP/TRENDS
19	Improving skills and productivity of disadvantaged youth	David H. Freedman	2008	EMP/SKILLS
20	Pakistan Employment Trends - Youth	...	2008	EMP/ELM
21	Situation analysis of youth labour market in Bosnia, Croatia, Slovenia	...	Forthcoming	SRO_Budapest
22	Research on good practices (success stories) on entrepreneurial/private sector strategies and youth employment	Peter Kenyon	Forthcoming	YEP
23	Investigación de Programas y Políticas de Empleo para Jóvenes Chile - Colombia - Perú	Jenny Hoyle Cox	2005	RO LIMA
24	Mercado de trabajo juvenil: Argentina, Brasil y México	Maria Cristina Cacciamali	2005	EMP/STRAT
25	Políticas y Programas de Fomento de Empleo Juvenil en Chile	Ricardo Villa Cifuentes	2006	RO LIMA
26	Análisis de políticas y programas de empleo juvenil en el Perú	...	2006	RO LIMA
27	Empleo Juvenil y los Ciclos Económicos Argentina	Sergio Martínez	2007	RO LIMA
28	Inventario General sobre Empleo Juvenil Argentina	Sergio Martínez Torres	2007	RO LIMA
29	Sistematización de Instituciones de Trabajo, Educación y Juventud Argentina	Sergio Martínez Torres	2007	RO LIMA
30	Sistematización de Programas de Empleo Argentina	Sergio Martínez Torres	2007	RO LIMA
31	Inventario General sobre Empleo Juvenil Chile	Sergio Martínez Torres	2007	RO LIMA
32	Propuestas para una Política de Empleo Juvenil Chile	...	2007	RO LIMA
33	Juventud y Trabajo Decente y las vinculaciones entre trabajo infantil y empleo juvenil: Centroamérica, Panamá y República Dominicana	...	2008	ILO
34	Crecimiento Económico y Empleo de Jóvenes en Chile. Análisis sectorial y proyecciones	Mario D. Velásquez Pinto	2008	YEP
35	Ongoing: Creating youth employment through improved youth entrepreneurship, funded by SDC researches impact of KAB	...	...	EMP/SEED
36	Action oriented research on “promoting job creation for young people in MNE’s and dynamic economic sectors in the MRU countries	...	2008 ongoing	YEP/MULTI
37	Global Employment Trends for Youth		May 2009	EMP/TRENDS

No.	Title	Author	Year	Unit/dept.
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* The list does not include the SWTS papers.

... = data not available.

Annex 14. International Labour Standards relevant to work and young persons

Subject	International Labour Standard
Freedom of association, collective bargaining and industrial relations	Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87) Right to Organise and Collective Bargaining Convention, 1949 (No. 98) Workers' Representatives Convention (No. 135) and Recommendation (No. 143), 1971
Forced labour	Forced Labour Convention, 1930 (No. 29) Forced Labour (Indirect Compulsion) Recommendation, 1930 (No. 35) Abolition of Forced Labour Convention, 1957 (No. 105)
Elimination of child labour and protection of children and young persons	Minimum Age Convention (No. 138) and Recommendation (No. 146), 1973 Worst Forms of Child Labour Convention (No. 182) and Recommendation (No. 190), 1999 Medical Examination of Young Persons (Industry) Convention, 1946 (No. 77) Medical Examination of Young Persons (Non-Industrial Occupations) Convention, 1946 (No. 78) Medical Examination of Young Persons Recommendation, 1946 (No. 79)
Equality of opportunity and treatment	Equal Remuneration Convention (No. 100) and Recommendation (No. 90), 1951 Discrimination (Employment and Occupation) Convention (No. 111) and Recommendation (No. 111), 1958
Labour inspection and administration	Labour Inspection Convention (No. 81) and Recommendation (No. 81), 1947 Protocol of 1995 to the Labour Inspection Convention, 1947 (No. 81) Labour Inspection (Agriculture) Convention (No. 129) and Recommendation (No. 133), 1969 Labour Administration Convention (No. 150) and Recommendation (No. 158), 1978
Employment policy and promotion	Employment Policy Convention (No. 122) and Recommendation (No. 122), 1964 Employment Policy (Supplementary Provisions) Recommendation (No. 169), 1984 Vocational Rehabilitation and Employment (Disabled Persons) Convention (No. 159) and Recommendation (No. 168), 1983 Private Employment Agencies Convention (No. 181) and Recommendation (No. 188), 1997 Employment Service Convention (No. 88) and Recommendation (No. 83), 1948 Job Creation in Small and Medium-Sized Enterprises Recommendation, 1998 (No. 189) Promotion of Cooperatives Recommendation, 2002 (No. 193)
Vocational guidance and training	Human Resources Development Convention, 1975 (No. 142) Human Resources Development Recommendation, 2004 (No. 195)
Wages	Protection of Wages Convention (No. 95) and Recommendation (No. 85), 1949

Subject	International Labour Standard
	Minimum Wage Fixing Convention (No. 131) and Recommendation (No. 135), 1970
Working time	Hours of Work (Industry) Convention, 1919 (No. 1) Hours of Work (Commerce and Offices) Convention, 1930 (No. 30) Night Work Convention (No. 171) and Recommendation (No. 178), 1990 Part-Time Work Convention (No. 175) and Recommendation (No. 182), 1994
Occupational safety and health	Occupational Safety and Health Convention (No. 155) and Recommendation (No. 164), 1981 Protocol of 2002 to the Occupational Safety and Health Convention, 1981 (No. 155) Safety and Health in Agriculture Convention (No. 184) and Recommendation (No. 192), 2001
Social security	Social Security (Minimum Standards) Convention, 1952 (No. 102) Employment Promotion and Protection against Unemployment Convention (No. 168) and Recommendation (No. 176), 1988
Maternity protection	Maternity Protection Convention (No. 183) and Recommendation (No. 191), 2000
Migrant workers	Migration for Employment Convention (Revised) (No. 97) and Recommendation (Revised) (No. 86), 1949 Migrant Workers (Supplementary Provisions) Convention, 1975 (No. 143) Migrant Workers Recommendation, 1975 (No. 151)
Indigenous and tribal peoples	Indigenous and Tribal Peoples Convention, 1989 (No. 169)