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Independent Mid-Term Evaluation of STRENGTHEN2: Employment impact assessment to maximize job creation in Africa

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This evaluation has been conducted according to ILO's evaluation policies and procedures. It has not been professionally edited, but has undergone quality control by the ILO Evaluation Office.

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Executive summary

Project background

STRENGTHEN2 (S2) is a joint initiative of the European Union (EU) and the International Labour Organization (ILO). Launched in August 2020, the project is a strategic partnership with the overall goal of leveraging employment impact assessments (EmplIA) to promote the creation of more and better jobs in countries of Sub-Saharan Africa (SSA).

S2 is helping the EC and its partners to:

- better measure the employment impact of EU investment-support actions by working with the EC itself, with stakeholders in beneficiary countries and with international finance institutions (IFIs) partnering with the EC; and
- identify opportunities for employment generation by analysing specific sectors, value chains, investment projects and initiatives, with an emphasis on the agricultural sector.

Key activities are:

- *at the global level*: develop an EmplIA estimation tool, prepare multi-country EmplIA reports, facilitate a methodological exchange on EmplIA among stakeholders;
- *at the country level*: conduct in-depth assessments, build EmplIA capacities building and provide policy advice.

S2 has activities in eight countries: Cameroon, Côte d'Ivoire, Kenya, Malawi, Namibia, Rwanda, Senegal and Zambia. The project structure consists of a main office at the ILO headquarters in Geneva and a local office at the ILO regional office in Abidjan. Most team members are based in Geneva. The S2 team has 11 team members and a project duration of four years which ends in July 2024. The total project budget is EUR 6,420,000.

Evaluation background

The *main purpose* of this evaluation is to *learn* from the implementation of S2 until now in order to inform decision making on the further implementation of the project. The main objectives of the MTE are to assess (1) the validity of the project design, (2) the internal and external coherence of S2, (3) progress in achieving planned results, (4) to what extent ILO constituents have benefited from S2, (5) the partnership approach of S2 between ILO and the EC and EUDs, and (6) the strategic relevance of S2 for ILO beyond the project.

The subject of this independent MTE is the project STRENGTHEN2 - Employment Impact Assessment to Maximize Job Creation in Africa, with the ILO project code GLO/20/19/EUR. The evaluation covers the duration of the project since its start in August 2020 until November 2022 (two years and three months). The evaluation assesses the full geographic coverage at headquarters, regional and country levels. What the MTE is not: It is neither an analysis of the quality of the employment impact assessments conducted nor is it an assessment of the methodological challenges of measuring the employment impact of investment projects.

Evaluation methodology

In order to assess the project's global and regional-level activities, a document analysis was conducted. The document analysis was supplemented by interviews with key stakeholders. In order to capture the views of the project team on the global/regional-level activities, a focus group discussion (FGD) was conducted. In order to assess the project's country-level activities, a country portfolio analysis - based on documents and interviews - was conducted. In addition, three countries were selected for a more in-depth assessment (Malawi, Senegal and Zambia) with additional interviews. In order to assess the original and the revised ToCs and the logframe, a comparative analysis of the two versions was conducted.

Arranging interviews in the three countries selected for a more in-depth analysis was a challenge, in particular in Zambia and to some extent in Senegal. This was partly due to the fact that the original data collection phase took place between 12 December 2022 and 13 January 2023, which included the Christmas holiday season.

Findings

Relevance to ILO, the EC and EUDs: S2 is highly relevant for ILO because it (a) allows ILO to be part of the methodological discussion about Employment Impact Assessments (EmPIA) at the global level; (b) allows ILO to influence the thinking and decision making within the EC, EUDs and International Finance Institutions (IFIs); (c) allows ILO to engage in evidence-based policy dialogue with constituents, in particular national governments; (d) contributes to the institutional capacity building of ILO itself; and (e) has a number of synergies with other ILO activities reflecting also internal coherence. While S2 is highly relevant for the EC, it is of secondary priority for the EUDs. (summary finding 1).

Logframe and theory of change: While the revised ToC and logframe are an improvement compared with the original ToC and logframe, they also have shortcomings. It is still difficult to measure outcomes and impact. Moreover, the distinction between the two outcomes (revised version) are not clear-cut as both are set at global and country levels and both outcomes include methodological work. An additional weakness of the S2 design is that it is not clear to what extent the project is expected to cover the entire portfolio of EU-supported investment operations in SSA countries. Finally, both ToC *visuals* are - for different reasons - not satisfactory and while the narrative of the revised ToC is an improvement, it is still rather complex. (summary finding 2)

Global level activities: S2 is making good progress in implementing planned activities at the global level. Progress is particularly visible with regard to the methodological notes; the S2 estimation tool and the facilitation of the exchange among stakeholders on EmPIAs (platform function). Some activities may however not be fully implemented during the duration of the project, i.e., some EmPIA reports and work on the EC monitoring system. (summary finding 3)

S2 estimation tool: The work on the S2 estimation tool is seen by all stakeholders as very important. To capture quality dimensions of employment is seen as a key result of S2 and very relevant in the context of ILO's decent work agenda. The availability of ILO labour data to enhance the standard input-output model is seen as a comparative advantage of ILO. However, the tool faces several challenges related to methodology, application, user-friendliness, and competing tools. (summary finding 4).

Platform function: The two events organised by S2 at the global level are appreciated by stakeholders. A good dialogue with the IFIs was established, which is seen as a key achievement of S2. The platform provided by S2 has contributed to an enhanced common understanding of EmPIA. However, while focussing on methodology, the two events had very little focus on SSA as the methodological debate is at the global level. Moreover, other fora to discuss EmPIA exist and the added value of the platform provided by S2 must be demonstrated continuously in order to remain relevant. (summary finding 5).

Country-level activities: The S2 project design did not establish in which countries S2 would be operating or in how many countries. Currently, S2 has activities in eight countries. A second cohort of countries - as envisaged in the original design - is not anticipated. Activities are unevenly disbursed among countries and more than half are taking place in three countries. While there is progress in terms of the delivery of country-level outputs, they are lagging behind compared with global-level activities. (summary finding 6).

In-depth assessment, capacity building and policy advice: The in-depth project EmPIAs and the in-depth sectoral studies are key country-level outputs. They take a substantial share of the S2 team's time. The in-depth EmPIAs are important for S2 as they also allow for testing of different methodologies, but data collection at the country level is a major challenge and takes a lot of time. As of now, trainings on EmPIA conducted in two countries triggered a lot of interest. Stakeholders have different views regarding the role of S2 in policy dialogue. While some see an increasing role for S2, others are more cautious because the dialogue on national employment policies is more seen as ILO's standard role in interacting with ILO constituents. (summary finding 7)

Engagement of stakeholders and ILO constituents: The engagement and ownership of stakeholders at the country level varies significantly and is overall rather limited. Of the ILO constituents, national governments are more involved than social partners. The EUDs' engagement is overall very limited which is a major challenge for the implementation of S2. (summary finding 8)

Project implementation: While several factors have affected the timely implementation of S2, the project team have managed to accelerate implementation. However, the well-funded project is still behind in terms of financial delivery. The S2 budget is organised by types of cost of which two thirds are allocated to human resources. Intentionally, there are no budget allocations by country. The project management arrangements are overall assessed favourably, apart from the weak country presence. Performance monitoring is viewed as satisfactory by stakeholders, although there is no monitoring at the outcome level yet. (summary finding 9)

Gender: Gender is a central criterion in the S2 EmPIA for both data collection and data analysis. To date, S2 research results show a clear bias towards male employment. (summary finding 10)

Sustainability: It is very likely that ILO will continue using EmPIA beyond the project duration. In order for the EC to benefit from S2 beyond the current project lifetime, work on the EC monitoring system needs to start soon and the S2 estimation tool ought to be made available to the EC. It seems rather unlikely that S2 will have a lasting effect on the EUDs in SSA. S2 is, however, likely to have a lasting effect on the methodologies used by some IFIs. Whether national stakeholders will benefit from S2 beyond the project duration is uncertain at this point and will be limited to a few countries. (summary finding 11)

Main conclusions

Overall, S2 is a highly relevant project. The lack of jobs in SSA, in particular for the young, is one of the major challenges of our times. In order to make the right investment choices, national governments, IFIs, development agencies and companies need evidence. Ex-ante and ex-post employment impact assessments of investments or the assessment of sector employment potential are therefore crucial. ILO is well positioned to engage in EmPIAs. ILO's mandate to promote decent work, the methodological competences with regard to EmPIA and ILO labour statistics provide ILO a comparative advantage. Moreover, as a public, non-profit organization, the work done by S2 is beneficial to ILO constituents globally.

S2 is on the right track and has already achieved a number of valuable results. S2 has the potential to influence the design of investment projects financed by the EC and the EIB which would have a large-scale effect. However, S2 faces three main challenges:

- *At the global level:* It is not clear at this point in time if the EC will be in a position to apply the advanced EmPIA methodologies by the end of the project by July 2024.
- *At the country level:* The EmPIA capacity building of governments, social partners and EUDs has until now only reached a limited number of stakeholders in few countries.

- *Regional level:* The S2 intervention logic does not clearly show how to scale up S2 activities at the regional level - i.e., at the level of SSA.

Recommendations

Recommendation 1: Advance the work on the S2 estimation tool.

- Make the S2 estimation tool highly credible and robust by continuing the technical work on the tool.
- Make the S2 estimation tool available to the EC through a user-friendly interface before July 2024.
- Define who else should have direct access to the S2 estimation tool (in addition to ILO and the EC).
- Beyond S2, ILO should make the *application* of S2 estimation tool a standard offering of ILO and make sure that the EmPIAs become an integral part of policy advice provided by ILO to its constituents.
- Beyond S2, ILO should make arrangements to fully fund the management of the tool after the end of S2 (for maintenance and further development).

Recommendation 2: Strengthen the collection of employment data within the EC.

- The work envisaged under S2 to improve the EC monitoring system must start as soon as possible.
- Address the difficulties in collecting relevant employment data within INTPA.
- Standardize the collection of employment data in EU-funded investment projects and make it mandatory.

Recommendation 3: Focus on few countries (e.g., three) and make S2 activities in these countries good examples (or even success stories).

- Consider Malawi, Namibia, Senegal or Zambia as priority countries.
- Generate more data on employment impact in the priority countries.
- Accelerate capacity building in the priority countries and advance institutionalization of EmPIA. The focus should be on national governments, public statistics bureaux and national research institutions (e.g. universities).
- Engage more with all ILO constituents and the EUDs in the priority countries to strengthen awareness and ownership.
- Clarify S2's role in policy dialogue at the country level in particular also vis-à-vis other ILO actors engaged in employment policy dialogue.
- Consider a temporary (e.g., several months) country presence of S2 team members in priority countries to enhance S2 effectiveness in terms of conducting in-depth EmPIAs, accelerating capacity building, advancing institutionalization and engaging with ILO constituents and the EUDs.

Recommendation 4: Strengthen the regional dimension of the project.

- Better reflect the regional dimension in the ToC and logframe. Consider the suggestions made by evaluator (Annex A and B).
- Produce at least one more Employment Impact Assessment Report of projects in SSA.
- Better promote EmPIA in at the regional level. Use the experience from the priority countries to create awareness and promote the EmPIA in SSA. Consider EmPIA as a topic in the margin of regional events like the EU-Africa Forum; or alternatively consider organizing jointly (EC,

EIB, ILO) an event on EmplA in SSA with participants from governments, EUDs and national research institutions.

- Engage more with African statistics bureaux, research institutions and universities in order to address the challenges in terms of the availability of data and data collection.

Recommendation 5: Continue the methodological exchange with the EC and IFIs.

- Deepen the technical exchange with peers. Be transparent and share more technical (methodological) details.
- Emphasise ILO's comparative advantage by enhancing the standard input-output model with the ILO labour data (ILOSTAT).

Recommendation 6: Use new ToC and logframe.

- Do no longer use the original ToC and logframe.
- Use the revised (by the S2 team) or the adjusted outcomes as suggested by evaluator (Annex A).
- Improve indicators to measure impact and outcomes. Make sure that the indicators are *relevant* to measure outcomes and impact.
- Consider using the alternative ToC *visual* as suggested by the evaluator (Annex B).

Recommendation 7: Further explore – in the final evaluation of S2 - the difference between the S2 modality (i.e., service provision to a donor) and the other ILO technical cooperation projects.

- Explore the extent to which the decision-making of ILO constituents has been, or is likely, to be influenced by the S2 research results.

Key lessons learned

- The S2 modality to provide a service to a key development partner is a valuable approach if the intervention logic clearly shows how the ILO constituents benefit.
- ILO as valued and trusted partner for discussions around employment. ILO's neutrality and competences around labour issues and in particular the availability of ILO labour data to enhance the standard input-output (I-O) model is seen as a comparative advantage of ILO.
- The validity of project assumptions is key for the success of intervention logic, i.e. the success of the project. The validity of assumptions needs to be assessed if possible during the project design phase.
- Measuring results at the outcome and impact level remains a methodological challenge.

Acronyms

AfDB	African Development Bank
CTA	Chief Technical Adviser
DEVINVEST	Development and Investment Branch
DFI	Development Finance Institution
EC	European Commission
EFSD+	European Fund for Sustainable Development Plus
EIB	European Investment Bank
EIP	External Investment Plan
EmplA	Employment Impact Assessment
EU	European Union
EUD	European Union Delegation
GIS	Geographic Information System
GTAP	Global Trade Analysis Project
HIPSO	Harmonized Indicators for Private Sector Operations
HQ	Headquarters
IDA	International Development Association (part of World Bank Group)
IFC	International Finance Corporation (part of World Bank Group)
IFIs	International Finance Institutions
ILO	International Labour Organization
ILOSTAT	ILO Labour Statistics
INTPA	International Partnerships (European Commission)
IOT	Input-Output Table
JIM	Joint Impact Model
M&E	Monitoring and Evaluation
METI	Mainstreaming Employment into Trade and Investment in the Southern Neighbourhood
MfDR	Management for Development Results
MTE	Mid-Term Evaluation
ROAF	ILO Regional Office for Africa
SAM	Social Accounting Matrix
SDG	Sustainable Development Goal
SSA	Sub-Saharan Africa
S2	STRENGTHEN2
ToC	Theory of Change

1. Description of STRENGTHEN2

1. STRENGTHEN2 (S2) is a joint initiative of the European Union (EU) and the International Labour Organization (ILO) that focuses on job creation through investments. Launched in August 2020, the project is a strategic partnership with the overall goal of leveraging employment impact assessments to promote the creation of more and better jobs in countries of Sub-Saharan Africa (SSA). The total project budget is EUR 6,420,000, including EUR 6 million from the European Commission (EC) and EUR 420,000 as ILO's contribution, mostly in the form of in-kind staff contribution.
2. A particular area of attention is on EU-sponsored actions, more specifically, the European Fund for Sustainable Development Plus (EFSD+¹) which aims, among others, to ensure an integrated approach to boosting the investment climate and business environment in order to promote decent job creation and inclusive and sustainable development in Africa.
3. Given the high levels of poverty in the region, rising inequalities in many countries, growing populations in SSA, and high levels of informality, unemployment and underemployment, in particular among young people and women, more and better jobs are an absolute necessity.
4. S2 is helping the EC and its partners to:
 - better measure the employment impact of EU investment-support actions by working with the EC itself, with stakeholders in beneficiary countries and with international finance institutions (IFIs) partnering with the EC; and
 - identify opportunities for employment generation by analysing specific sectors, value chains, investment projects and initiatives, with an emphasis on the agricultural sector.
5. S2 builds on earlier ILO work, more concretely work undertaken as part of the EU-supported first STRENGTHEN project. S2 has a project duration of four years and ends in July 2024.

First focus area: employment impact of EC-funded actions

6. S2 applies employment impact assessment methodologies to EC-funded actions at both the portfolio level and at the level of individual projects. Applying relevant methodologies to these actions provides insights for the further development of the methodologies on the one hand and enhanced subsequent in-depth assessments of projects on the other. In the process, the project team engages various national stakeholder groups, including national governments, and employer's and workers' organizations.
7. S2 contributes to the knowledge base on Employment Impact Assessments (EmPIAs) throughout the investment project cycle – before, during and after project implementation. Areas covered include:
 - Enhancing input-output (I-O) analysis as the most widely used tool to create employment estimates.
 - Leveraging other methodologies that show potential to improve the way long-term employment impacts can be measured, including those using micro-level data or geographic information system (GIS) data sources.
 - Exploring how the employment impact of various support modalities, e.g., blending operations or guarantees, can be adequately measured.
8. The EmPIAs are initially undertaken by the project team, but the methodologies and systems should be institutionalized within the EC and also made available to national stakeholders. The

¹ Formerly the External Investment Plan (EIP).

capacities of these groups are strengthened through specific support measures, for example, improved monitoring systems that track employment outcomes of projects and trainings on applying EmplAs.

9. The project team facilitates exchanges among IFIs on how to measure the employment impact of investments while also contributing to the improvement and harmonization of such assessment practices across these institutions. Since the EC is partnering with IFIs in all of its EFSD+ investment actions, working with them on this is an important component of S2. Engaging with IFIs and other specialists working on such issues also reinforces the knowledge base of the S2 team.

Second focus area: Employment creation potential

10. The EU is actively looking for promising sectors and value chains in EC partner countries to target for future investment support actions. An important criterion in selecting these is the anticipated employment impact. S2 intends to closely liaise with EU delegations (EUDs) in countries of SSA in order to identify such sectors and value chains and to undertake in-depth analyses of the employment potential of investments.

Project management arrangements

11. S2 has a Steering Committee with officials from EC and ILO.² The Steering Committee provides overall guidance and advice to the project team. In addition, there is an Operational Committee with INTPA officials and the S2 team, which provides regular guidance and oversight for the project. Currently (January 2023), the S2 team has 11 team members, about 8 full-time staff equivalents. Four of the 11 team members are regular ILO staff members who contribute to S2 on a part-time basis (equivalent to about one full-time staff). They are from two different departments which support S2, i.e., the Employment Policy Department and the Multilateral Cooperation Department (in-kind contributions).

12. The project structure consists of a main office at the ILO headquarters in Geneva and a local office at the ILO regional office in Abidjan. Most team members are based in Geneva. Only one technical officer (project staff) and the finance & administrative assistant are based in Abidjan. The technical officer is responsible for the S2 activities in Senegal, Côte d'Ivoire and Cameroon. Currently, S2 has activities in eight countries: Cameroon, Côte d'Ivoire, Kenya, Malawi, Namibia, Rwanda, Senegal and Zambia.

13. INTPA supports S2 not only financially and provides guidance as member of the two committees, but also plays an active support role in for instance facilitating access to EC data or enabling contacts with EUDs. EUDs are expected to support the identification of projects and sectors for in-depth EmplAs and to facilitate access to data.

2. Evaluation purpose, objectives, scope and criteria

Purpose

14. Since this is a mid-term evaluation (MTE) and formative in nature, the *main purpose* of this evaluation is to *learn* from the implementation of S2 until now in order to inform decision making on the further implementation of the project. Based on the learning, the evaluation makes recommendations to adjust - if necessary - the project in order to increase the likelihood that it

² From EC/INTPA: E2 (Micro-economic Analysis, Investment Climate, Private Sector, Trade & Employment), E3 (Sustainable Finance Policy), A2 (Regional & Multi-country programmes for Africa) and D4 (Performance, Results & Evaluation, Internal Communication, Knowledge Management & Collaborative Methods); from ILO: the ILO Director of the Employment Department, the Deputy Regional Director for Africa, the Branch Chief of DEVINVEST, the Team Leader Structural Transformation, Trade and Sectoral Strategies, and the S2 CTA.

achieves its objectives, as set out in 2020. The purpose of learning should go beyond the project itself. The evaluation is expected to contribute to organizational learning: what can ILO learn from S2?³

Objectives

15. The main objectives of the MTE are:
1. To assess the validity of the project design, i.e. to assess if the revised theory of change (ToC) and the logframe are a better fit for the project or if the original ones should be retained.
 2. To assess the internal and external coherence of S2, i.e. to assess if S2 links with relevant initiatives within ILO and other global and national initiatives.
 3. To assess progress in achieving planned results of S2 since 2020 (outputs and outcomes) and to identify main obstacles - if any - in order to achieve the expected results by 2024. (Effectiveness)
 4. To assess to what extent ILO constituents have benefited from S2 - i.e., to what extent has the project met their needs. ILO constituents are: national governments, workers and employers' organizations. (Relevance, effectiveness)
 5. To assess the partnership approach of S2 between ILO and the EC and EUDs. (Effectiveness)
 6. To assess the strategic relevance of S2 for ILO beyond the project. (Relevance, impact)

Scope

16. The subject of this independent MTE is the project STRENGTHEN2 - Employment Impact Assessment to Maximize Job Creation in Africa, with the ILO project code GLO/20/19/EUR. The evaluation covers the duration of the project since its start in August 2020 until November 2022 (two years and three months). The evaluation assesses the full geographic coverage at headquarters, regional and country levels.

17. What the MTE is not: It is neither an analysis of the quality of the employment impact assessments conducted nor is it an assessment of the methodological challenges of measuring the employment impact of investment projects. However, if the evaluation identifies issues linked to the methodological approach, for instance as perceived by stakeholders, this is noted without detailed methodological analysis.

Criteria and questions

18. The evaluation criteria and questions are included in below Table 1.

Table 1: Evaluation criteria and evaluation questions (revised from ToR)

Evaluation criteria	Evaluation questions
1. Relevance and validity of design	<ol style="list-style-type: none"> a) To what extent does the project meet the needs of the ILO constituents? (National governments, workers and employers' organizations) b) How relevant is the project for the EC and EUDs? c) What is the strategic relevance of the project for ILO beyond the project? d) Are the revised theory of change (TOC) and logframe a better fit for the project or should the old ones be retained?
2. Coherence	<ol style="list-style-type: none"> a) How did the project link with relevant initiatives within the ILO at both global and country levels? (Internal coherence)

³ For instance regarding the intervention modality (consultancy service).

	b) How did the project ensure coherence and linkages with other global, national initiatives on employment? (External coherence)
3. Effectiveness	<p>a) To what extent has the project been making progress towards its planned results? Is the project likely to achieve its planned results and/or what can realistically be achieved?</p> <p>b) What is the added value of the delivery model to work primarily through the EC and EUDs?</p> <p>c) To what extent has gender mainstreaming been addressed in the design and implementation of the project?</p> <p>d) How effectively did the project team monitor performance and results?</p>
4. Efficiency of resource use	<p>a) How well have resources and inputs (funds, expertise, time, etc.) been allocated or used strategically to achieve the expected results?</p> <p>b) Have project outputs been delivered in a timely manner? If not, what are the factors that have hindered timely delivery of outputs? Did COVID-19 affect the implementation of the project?</p> <p>c) To what extent do the project management capacities and arrangements put in place support the achievement of the expected results?</p>
5. Impact orientation and sustainability	<p>a) To what extent are the planned results of the project likely to be durable and can be maintained or even scaled up and replicated by other partners after major assistance has been completed?</p> <p>b) How effective has the project been in establishing national/local ownership?</p> <p>c) To what extent and at what level (global and country levels) have ILO constituents been involved in the implementation of the project?</p>

Table: Evaluator, based on TOR and stakeholder exchange.

19. In addition to the evaluation criteria, the evaluation addresses where relevant the responsiveness of the project to the “special concerns” for ILO: normative work/labour standards, tripartism and social dialogues, disability and environment.

3. Evaluation methodology and limitation

20. An overview of the evaluation methods along the evaluation criteria is provided in Table 2. The evaluation matrix in Annex F provides a more detailed account.

21. In order to assess the project’s global and regional-level activities, a document analysis was conducted (Annex D). The document analysis was supplemented by interviews with key stakeholders (Annex C). In order to capture the views of the project team on the global/regional-level activities, a focus group discussion (FGD) was conducted. In order to assess the project’s country-level activities, a country portfolio analysis - based on documents and interviews - was conducted. In addition, three countries were selected for a more in-depth assessment (Malawi, Senegal and Zambia) with additional interviews. A *purposive* (meaningful) selection was used for the selection of the three countries in order to make sure that they offer an opportunity for learning. The selection was done together with the project team and the evaluation manager. In order to assess the original and the revised ToCs and the logframe, a comparative analysis of the two versions was conducted.

22. In total, 28 persons participated in interviews between 12 December 2022 and 18 January 2023. Some interviews were conducted face-to-face in Geneva (15.-16.12.2022). All other interviews were conducted online. All interviews were recorded in writing. The digital availability of all interviews facilitated the data analysis. The evaluation criteria and questions provided the analytical framework for this evaluation. The evaluation work plan is provided in Annex G.

Table 2: Evaluation criteria and evaluation methods

Evaluation criteria	Country-level activities		Global/regional-level activities			ToC and logframe
	In-depth country analysis (interviews, document analysis)	Country portfolio analysis, (document analysis, interviews)	Document analysis	Interviews	FGD with project team	Comparative analysis
1. Relevance and validity of design	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
2. Coherence	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	
3. Effectiveness	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
4. Efficiency of resource use	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	
5. Impact orientation and sustainability	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>

Table source: Evaluator.

Limitations

23. Arranging interviews in the three countries selected for a more in-depth analysis was a challenge, in particular in Zambia and to some extent in Senegal. This was partly due to the fact that the original data collection phase took place between 12 December 2022 and 13 January 2023, which included the Christmas holiday season. As a consequence, the data collection phase was extended to 20 January. However, it did not lead to many more interviews. It was obviously a challenge for S2 to find stakeholders at the country level that were available and willing to participate in interviews in the context of the S2 MTE. Reasons varied. Some did not feel to have sufficient understanding of the project as their involvement was limited to one particular intervention. For others it was a matter time constraint. In order to overcome some challenges in terms of language, ILO arranged for interpretation.

4. Findings

24. The findings are organized along themes or major areas, rather than by evaluation criteria or evaluation questions. Each chapter shows at the beginning which evaluation criteria are addressed. For an easy overview, Annex E shows which evaluation criteria and questions are addressed in which chapters. The conclusions chapter provides a summary assessment of evaluation criteria by the evaluator (Table 9).

4.1 Relevance to ILO, the EC and EUDs⁴

➤ Relevance, coherence

Summary finding 1: S2 is highly relevant for ILO because it (a) allows ILO to be part of the methodological discussion about Employment Impact Assessments (EmPIA) at the global level; (b) allows ILO to influence the thinking and decision making within the EC, EUDs and International Finance Institutions (IFIs); (c) allows ILO to engage in evidence-based policy dialogue with constituents, in particular national governments; (d) contributes to the institutional capacity building

⁴ The relevance of S2 to the ILO constituents – Member States, Workers' Organizations, Employers' Organizations - is addressed in chapter 4.8.

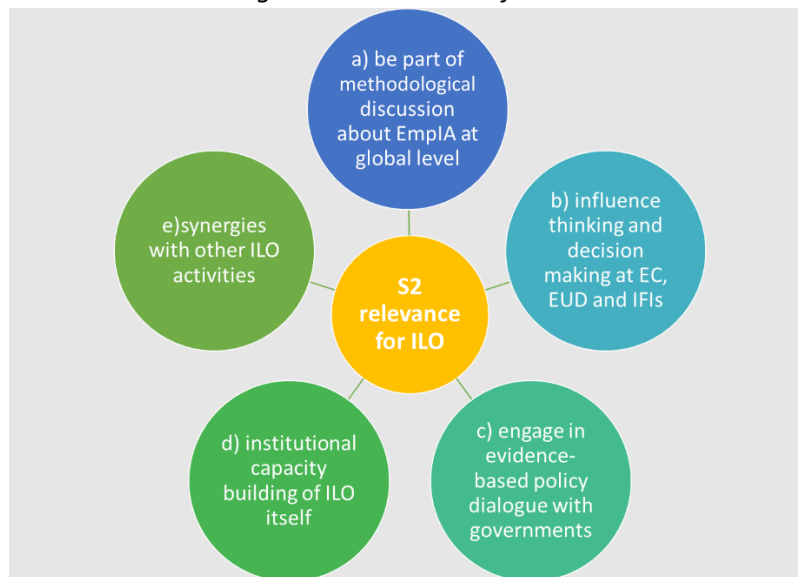
of ILO itself; and (e) has a number of synergies with other ILO activities reflecting also internal coherence. While S2 is highly relevant for the EC, it is of secondary priority for the EUDs.

Relevance for ILO

25. One of the key questions of this evaluation is about the strategic relevance of S2 for ILO (going beyond the project). Based on feedback received during stakeholder interviews it is clear that S2 is highly relevant for ILO. There are several dimensions of the S2 relevance for ILO (Figure 1).

- a. S2 allows ILO to be part of the methodological discussions about Employment Impact Assessments (EmplA) at the global level. ILO is perceived as a credible and qualified stakeholder to engage in the debate about how to measure jobs created by investment projects. Employment is seen as a core mandate of ILO. Being part of a global EmplA community and participation in the global discussion allows ILO to influence the methodological debate, in particular ILO can emphasize the *qualitative* dimension of employment in line with ILO's Decent Work Agenda.
- b. ILO through S2 can influence the thinking of the EC, EUDs and IFIs thereby leveraging employment impact assessments to promote the creation of more and better jobs in SSA. If successful, S2 can influence the investment decisions of the EC and the IFIs to look at both, the quantity and quality of potential jobs. What is more, many IFIs do not have the capacity to develop their own methodologies for EmplAs. They rely on external consultants who may not always have the necessary credibility. This is where ILO comes in. Employment is part of ILO's mission and ILO has the capacity to work on EmplA methodologies. The IFIs welcome ILO's engagement in the area of EmplA and the work done on alternatives to existing methods. ILO is seen as one of few important and credible actors on EmplA.

Figure 1: S2 relevance for ILO



Source: Evaluator, based on interviews and documents.

- c. EmplA allows S2 and ILO to engage in an evidence-based decision making with national governments. Having ex-ante and ex-post data on the employment impact of public investment is relevant for investment decisions. Beyond investment decisions, EmplAs may also influence national employment policies. Comprehensive national employment policies, grounded in tripartite social dialogue and broad-based consultations with stakeholders, are a critical tool to promote full employment and decent work for all and contribute significantly

to achieve the goals of the 2030 Agenda.⁵ EmplAs can also contribute information for Common Country Analyses (CCAs) of United Nations country teams. In short, the results of S2 can contribute to many ILO activities and projects and can strengthen ILO's advisory services to national governments and others.

- d. S2 contributes to the institutional capacity building of ILO itself. Conducting EmplAs is challenging and requires highly skilled expertise. S2 allows ILO to build in-house capacity in particular in the ILO Employment Policy Department and the Multilateral Cooperation Department as both departments contribute to S2 with in-kind (regular) staff time. Several stakeholders expressed the view that ILO Member States expect from ILO to have EmplA capacities.
- e. S2 has a number of synergies with other ILO activities reflecting also internal coherence. Several stakeholders stressed the importance of S2 for the "Global Accelerator on Jobs and Social Protection for Just Transitions".⁶ The ambition to help countries create 400 million decent jobs needs to be measured.⁷ There are other synergies between S2 and other ILO activities. For instance, S2 was instrumental in establishing an ILO project on the joint development of a Jobs Marker with and for the African Development Bank (AfDB).⁸ Jobs Marker aims to enhance employment impact by integrating employment considerations into the Bank's operations at project and portfolio levels. S2 team members have actively contributed with technical expertise to the Jobs Marker. S2 also collaborates on a technical level with the Mainstreaming Employment into Trade and Investment in the Southern Neighbourhood project (METI), which covers employment in countries in the Middle East and North Africa. To harvest synergies, the ILO Employment Policy Department has established an internal EmplA task force which has, for instance, produced a reference guide for EmplA providing an overview of existing EmplA methodologies.⁹ The S2 team is represented on the EmplA task force.

Relevance for the EC and EUDs

26. In September 2018, the EC pledged to create 10 million jobs in Africa.¹⁰ The EC therefore needs to be in a position to report on the extent to which it meets this target. This is a major challenge and the main reason why the EC is funding the major part of S2. The funding of EUR 6 million is significant (confirmed by several stakeholders) and an indication of the relevance of S2 for the EC.

27. Some IFIs - and some private entities¹¹ - have their own methods to assess employment impact of investment projects. The methodologies used are, however, not always fully disclosed. This is an additional reason for the EC to reach out to a neutral organization like ILO to develop an alternative EmplA tool. The availability of ILO labour data (ILOSTAT) to enhance the standard input-

⁵ SDG Note - NATIONAL EMPLOYMENT POLICIES, EMPLOYMENT POLICY DEPARTMENT, ILO.

⁶ In September 2021, the United Nations Secretary-General launched the Global Accelerator on Jobs and Social Protection for Just Transitions, with the ambition of bringing together member States, international financial institutions, social partners, civil society and the private sector to help countries create 400 million decent jobs, including in the green, digital and care economies, and to extend social protection coverage to the 4 billion people currently excluded. (https://www.ilo.org/global/topics/sdg-2030/WCMS_846674/lang--en/index.htm).

⁷ Global Accelerator on Jobs and Social Protection for Just Transitions - High-Level Summary, 2021, p. 2.

⁸ S2 Progress Report 2021-22, p. 14.

⁹ Reference guide for Employment Impact Assessment (EmplA), Employment Policy Department Task Force on EmplA, 2020.

¹⁰ S2 Original Project Description, 2020, p. 3.

¹¹ Like the Joint Impact Model (JIM), which is addressed later in the report.

output (I-O) model is seen as a comparative advantage of ILO.

28. As shown later in the report, S2 is not very important for the EUDs. EUDs have many responsibilities and S2 appears not to be a top priority (more on EUDs in Chapter 4.8).

4.2 Logframe and theory of change

- Validity of design, impact

Summary finding 2: While the revised ToC and logframe are an improvement compared with the original ToC and logframe, they also have shortcomings. It is still difficult to measure outcomes and impact. Moreover, the distinction between the two outcomes (revised version) are not clear-cut as both are set at global and country levels and both outcomes include methodological work. An additional weakness of the S2 design is that it is not clear to what extent the project is expected to cover the entire portfolio of EU-supported investment operations in SSA countries. Finally, both ToC *visuals* are - for different reasons - not satisfactory and while the narrative of the revised ToC is an improvement, it is still rather complex.

29. The original logframe was slightly updated in early 2021.¹² In July 2021, an evaluability assessment of the S2 design was conducted. The assessment identified several areas for improvement:¹³

- difficult to assess and measure outcomes; need to review and refine outcomes, review indicators and associated targets for the proposed outcomes;
- the ToC does require a revisit and there is a need to consider a set of outcomes that the programme can directly contribute towards and achieve.

30. Following the evaluability assessment, the S2 team revised the ToC and logframe.¹⁴ A key question of the present evaluation is if the revised ToC and the logframe are a better fit for the project or if the original ToC should be retained. The evaluator asked the question in the FGD with the S2 team and conducted a comparative analysis of the logframe and the ToC. The preferences among the S2 team members for either of the two versions - the original or revised ToC and logframe - vary. While a minority is in favour of the revised ToC and logframe, because they better reflect S2's intervention logic, a majority is of the view that it does not really matter as it does not affect their work. The revised ToC is more seen as "repackaging" rather than a strategic change in the intervention logic.

Logframe: Impact and outcome design

31. The original (updated) and the revised impact and outcomes were compared (Table 3). The comparison reveals that while the revised impact and outcomes are an improvement (improved outcome formulation), they still have some shortcomings at the level of indicators and targets. It is still difficult to measure outcomes and impact because the indicators are only partially relevant to measure outcomes and impact.

32. Moreover, the distinction between the two outcomes (revised version) are not clear-cut as both are set at global and country levels and both outcomes include methodological work (Annex A). This becomes evident, when looking at the rearranged outputs under each outcome. In order to better distinguish the outcomes, the evaluator suggests two slightly adjusted outcomes (and outputs) which clearly separate the global and regional from the country-level activities and clusters the methodological work under one outcome (Annex A).

¹² Inception Report, Feb 2021. pp. 20-26

¹³ ILO Evaluability Assessment, July 2021, p. 5, p. 16.

¹⁴ Presented in the S2 Progress Report 01/08/2021 – 31/07/2022, November 2022.

33. A general weakness of the S2 design is that the scale of the project is not clear. The project design is ambivalent with regard to the scale of S2. The overall goal of S2 is to leverage EmplAs to promote the creation of more and better jobs in SSA countries.¹⁵ This looks like an ambitious goal. However, the indicators used to measure impact and outcomes appear to be much less ambitious. For instance, in the revised logframe the target at the impact level is “*European Commission International Partnerships (INTPA) and at least 5 EU delegations using tools developed by the project*”. Yet, the Employment Impact Assessment Report 2020¹⁶ was looking at 16 SSA countries. In any case, it is not clear to what extent S2 is expected to cover the entire portfolio of EU-supported investment operations in SSA countries.

Table 3: S2 impact and outcomes

Updated logframe (from original version), Inception Report, Feb 2021. pp. 20-26 Colour code: Revised logframe (following the evaluability assessment), S2 Progress Report 01/08/2021 – 31/07/2022, November 2022			
Impact (overall objective)	Indicator	Target	Comparison by the evaluator
Increased contribution to decent job creation by INTPA portfolio in Africa (EIP and flagships)	Number of EIP project for which employment creation is a dimension considered for financing	Every new project on an annual basis. This target will need to be updated on an annual basis.	None of the indicators measure the contribution to decent job creation, i.e., the number and quality of jobs created. The indicators and targets used here are set at the outcome level. Impact should be long-term and go beyond the project duration (2024). Since S2 is about EmplAs, one would expect the impact indicators to actually measure jobs created. This is also what the EC is interested in.
	Number of flagship project for which employment creation is a dimension considered for financing	12 project analysis + Sectoral studies (3 a year for 4 years)	
Increased contribution to decent job creation by INTPA portfolio in Africa (EFSD+ and flagships)	Methodologies and tools developed by the project are used by the EC and EU delegations, to support and orientate their policies towards enhanced job creation.	INTPA and at least 5 EU delegations using tools developed by the project	
Outcomes			
Outcome 1: Improved practices among the EIP partners and stakeholders of the reporting, monitoring and assessment of different employment outcomes of EIP interventions.	The percentage of the EIP/IFIs that have adopted common methodologies AND/OR the percentage of employment impact assessments that have used the Recommended methodology (to be clearly identified)	Small but significant number	Difficult to assess and measure outcomes; need to review and refine outcomes, review indicators and associated targets for the proposed outcomes. (From: <i>Evaluability Assessment, July 2021, p. 5, 16.</i>)
Outcome 2: Increased and improved employment impact measurement at project and portfolio levels for EIP partners and stakeholders. (enhanced capacity of	Employment created/maintained through the EIP is systematically reported at the portfolio and project level	51 projects under blending and 23 guarantees in Africa (2021), then every new project on an annual basis. This target will need to be updated on an annual basis.	

¹⁵ S2 Inception Report, Feb 2021, p. 3.

¹⁶ Employment Impact Assessment Report 2020 – A First Portfolio Assessment of EU Blending Operations, February 2021.

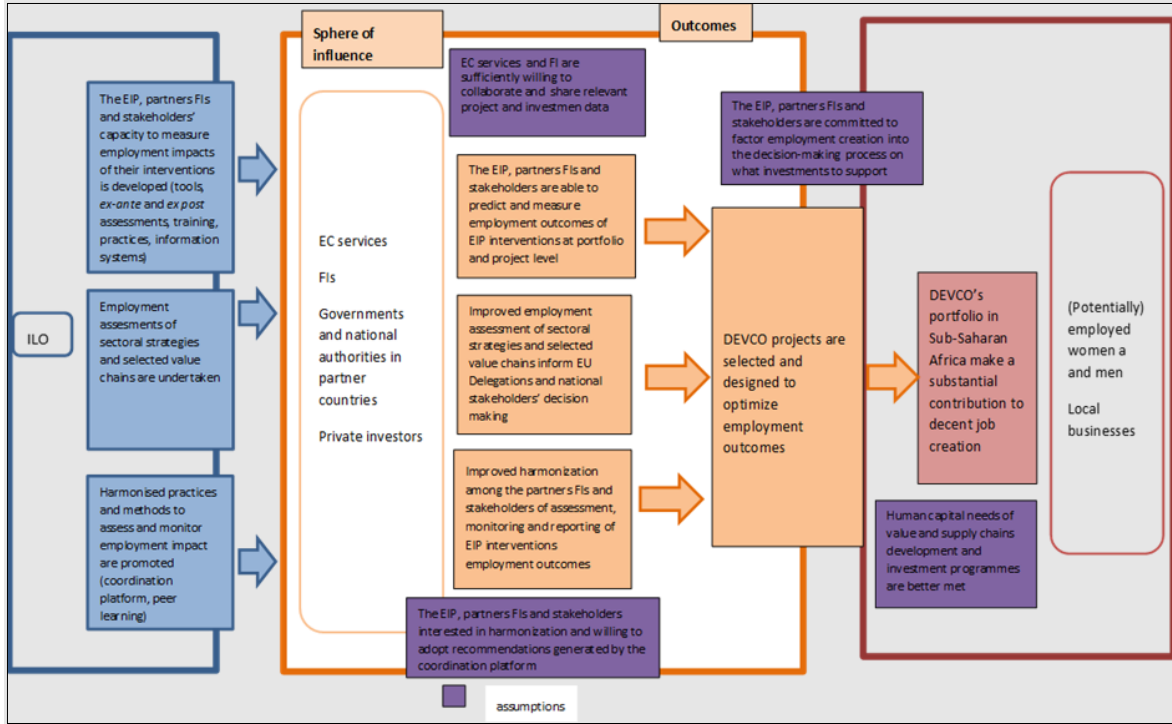
governments, social partner and relevant stakeholders)			
Outcome 3: To provide employment assessments of sectoral strategy and employment impact assessment of selected project in support of EU delegations and national stakeholders in view of creating more and better jobs in Africa.	Expected employment outcomes along key dimensions (i.e., sex, age, formality, wages and working conditions) of different sectoral strategies and projects are estimated and incorporated into policy discussions.	(No target provided)	
Outcome 1: Knowledge creation: Increased body of EmplA evidence created, including methodological advances that are being applied by EUDs	Research and empirical analyses leading to guidance disseminated to key stakeholders (EC, EUDs, FIs & social partners)	All of the reports and studies listed below are timely shared with identified stakeholders and relevant ones are published on the ILO website. Tools developed by the project are useful to policy decisions-makers and social partners.	The application of new methodologies is a good outcome. However, the indicator measures “dissemination” and not “application”.
Outcome 2: Awareness and capacity: All main project stakeholders aware of methodologies, selected stakeholders have capacity to implement EmplA, and policy decision-makers and social partners are sensitized on related policies.	Partners and stakeholders through pre- and post-test assessments as well as follow-up questions, indicate increased awareness and knowledge.	Overall improvement in knowledge and application. Dissemination of materials and guidance to all main stakeholders. Autonomous and sustainable use of the webtool by the EC.	Enhanced awareness and capacity is a good outcome. However, enhanced capacity should not be measured by a survey among stakeholders only. Rather the “use” should be measured. As such the “use of the webtool” is for example a good target, but only a partial measure.

Source: Evaluator, based on S2 documents.

Theory of change design

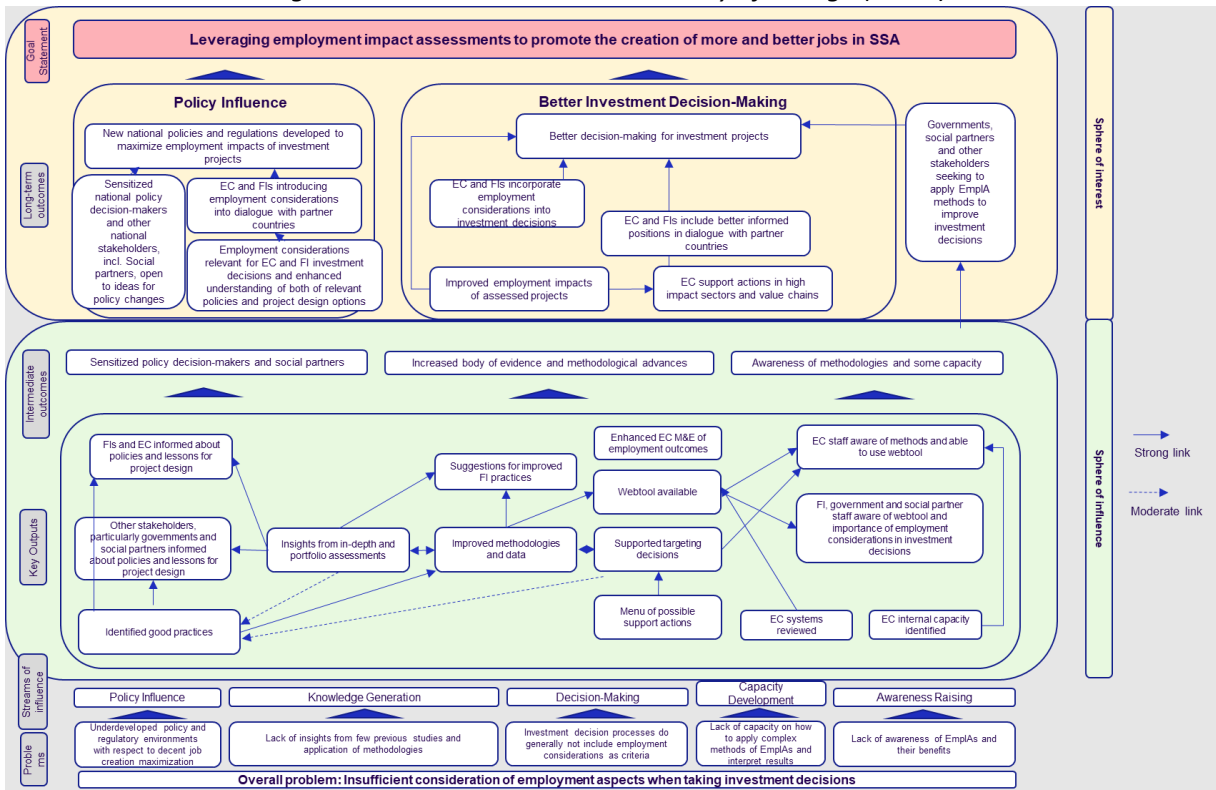
34. The evaluator conducted a comparative analysis between the original ToC (Figure 2) and the revised ToC (Figure 3) using seven criteria. The analysis shows that while the revised ToC is an improvement, both versions have shortcomings. Both ToC *visuals* are - for different reasons - not satisfactory and while the *narrative* of the revised ToC is an improvement, it is still - rather complex - (see Table 4 for more details). Combining the strengths of the original and the revised ToC, the evaluator suggests a third alternative ToC visual (Annex B).

Figure 2: S2 original theory of change (visual)



Source: STRENGTHEN2 Comprehensive Monitoring & Evaluation System, June 2021.

Figure 3: STRENGTHEN2 revised theory of change (visual)



Source: S2 revised ToC and logframe, Power Point, 11/2/2022.

Table 4: Comparative analysis between the original and revised ToCs

	Criteria	Original ToC ¹⁾	Revised ToC ²⁾
1.	The ToC <u>visual</u> is easy to read and understand; neither too simplistic nor too complex.	Easy to read, but very (too) generic.	Not easy to read, rather complex.
2.	The ToC <u>narrative</u> is easy to read and understand; neither too simplistic nor too complex.	Rather convoluted narrative. Not easy to read.	While well structured, it is a rather complex narrative.
3.	The ToC <u>visual</u> and the ToC <u>narrative</u> mirror each other.	Visual and narrative are a weak mirror of each other. E.g., while the narrative neither addresses “sphere of influence” nor the “assumptions”, the visual does not include “outputs”.	Visual and narrative only partially mirror each other: “key outputs” of visual are different from outputs presented in the narrative; wording of “intermediate outcomes” varies between visual and narrative; assumptions are missing in visual.
4.	Main causal pathways between outputs, outcomes and impact are clear (in visual and narrative).	The causal pathways do not clearly come out. The causal pathways are too generic; and incomplete (outputs are missing in visual).	In the visual, main causal pathways do not clearly come out, i.e., all “key outputs” are linked to <u>all</u> “intermediate outcomes” and all “intermediate outcomes” are linked to <u>all</u> “long-term outcomes”. While the multi-interlinkages may be a reality, a ToC needs to simplify complexity and work out the main causal pathways.
5.	The main assumptions are clearly identified.	Clearly identified in visual and logframe, not in narrative.	Clearly identified in logframe; not included in visual; “overarching assumptions” in narrative are more like hypotheses and they are different to assumptions in logframe
6.	ToC and <u>logframe</u> are clearly aligned in terms of terminologies and wording.	“Impact” and “outcomes” well aligned between ToC and logframe. Outputs are missing in ToC.	Limited alignment. While the ToC has three “intermediate outcome” the logframe has only two “outcomes”; while the ToC has 14 “key outputs”, the logframe 9 “outputs”.
7.	The outcome structure follows a clear logic.	The three outcomes only partially follow a clearly logic. While outcome 1 is at the global level and outcome 3 at the country level, outcome 2 is at the global and country level. Moreover, outcome 1 and 2 both include methodological work.	While the ToC (visual and narrative) shows three “intermediate outcomes”, the logframe only has two “outcomes”; outcome “Sensitized decision-makers and social partners” is missing in logframe
<p>¹⁾ From: STRENGTHEN2 Comprehensive Monitoring & Evaluation System, June 2021. ²⁾ From: STRENGTHEN2 Progress Report 01/08/2021 – 31/07/2022, November 2022.</p>			

Source: Evaluator, based on S2 documents.

4.3 Global level activities (I): overview

➤ Relevance, effectiveness

Summary finding 3: S2 is making good progress in implementing planned activities at the global level. Progress is particularly visible with regard to the methodological notes; the S2 estimation tool and the facilitation of the exchange among stakeholders on EmPIAs (platform function). Some activities may however not be fully implemented during the duration of the project, i.e., some EmPIA reports and work on the EC monitoring system.

35. Based on interviews with stakeholders and the document review, it is fair to say that S2 is making good progress in implementing planned activities at the global level. Of the 23 planned activities, 11 were completed by November 2022, i.e. a completion rate of close to 50% (Table 5).

Additional eight activities are planned and likely to be achieved during the project duration. Four activities are behind schedule and may not be fully implemented during the duration of the project. One has to note that the total number of planned activities (23) is not fixed and can vary as more activities may be added.

Table 5: S2 global activities, status November 2022.

S2 global activities	Status Nov. 2022	Planned by end of project ¹⁾
<u>Workshop</u> for development banks: “Financial institutions and employment impact assessments: the state of play”, 2 February 2022, virtual workshop. (output 1.1)	1 completed	3
<u>Symposium</u> “Measuring Quality of Employment and Long-Term Employment Impacts”: An exchange with the financial institutions on the quality of employment and long-term employment impact assessments: challenges and the state of play, 20-21 October 2022, Geneva. (output 1.1)	1 completed	
Employment Impact Assessment Report 2020 - A First <u>Portfolio Assessment</u> of EU Blending Operations, February 2021. (output 2.1a)	1 completed	4
Three more <u>portfolio assessments</u> and respective EmplA reports were planned, but data has not been made available. (output 2.1a)	3 planned, behind schedule	
<u>Methodological notes</u> on (1) I-O-based multipliers, (2) GIS methods and (3) Local Multipliers as well as (4) a literature review on credit guarantee schemes were produced and published. (output 2.2)	4 completed	4
Additional <u>methodological notes</u> , e.g., explore impact of development of transport corridors on employment and economic activity more generally. (output 2.2)	Planned	
The <u>EC monitoring system</u> tracks employment within the life cycle of the EIP/EFSD+ projects (output 2.3)	Planned, delayed (not yet started)	1
4 <u>infographics</u> have been produced. (output 2.4)	4 completed, ongoing	10
A first prototype of the S2 estimation tool has been developed and presented to the EC (the web interface has yet to be developed). (output 2.4)	1 ongoing	1
Total activities completed	11	23 ²⁾
Total planned activities between Nov. 2022 and end of project (July 2024)	8	
Total planned activities behind schedule, may not be achieved by the end of project (2024)	4	
¹⁾ Inception Report, Updated Logical Framework, p. 20, 2021. ²⁾ The total number of planned activities is not fixed and can vary.		

Source: Evaluator, based on project progress reports and S2 Inception Report.

Methodological notes (output 2.2)

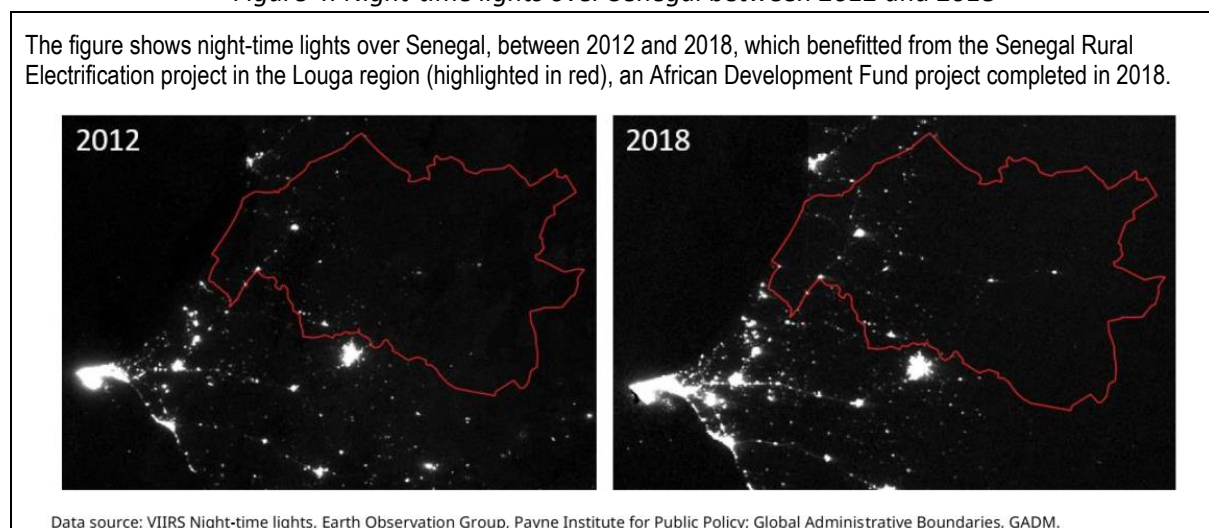
36. S2 intended to produce four methodological notes. By November 2022 the project had already produced these four methodological notes which are available on the S2 website¹⁷:

¹⁷ <https://www.ilo.org/employment/Whatwedo/Projects/STRENGTHEN2/whatsnew/lang--en/index.htm>

- *The enhancement of input-output based employment assessment tools for EU operations in sub-Saharan Africa*, Xiao Jiang and Massimiliano La Marca, STRENGTHEN2, 2021
- *The use of GIS¹⁸ in employment impact assessments*, Alina Game, STRENGTHEN2, 2021
- *Employment impact assessments in Africa: Application and suitability of local multiplier analysis*, Pamphile Sossa, STRENGTHEN2 2021
- *Credit guarantees: SME access to finance and employment in Africa*, Issouf Soumaré, STRENGTHEN2, 2022

37. Overall, stakeholders considered the methodological notes as being useful in the sense of exploring different methodologies to assess employment impact. Several stakeholders highlighted the note on the GIS in EmpIA as particularly interesting and having a lot of potential. The GIS note shows for instance that when investigating the impact of energy projects, night-light data can be utilized to measure access to electrification (Figure 4). An increase in brightness or luminosity can denote areas that were recently electrified. This indicator of ‘access to electricity’ can then be further utilized in economic models to examine the impacts on employment outcomes.¹⁹ The GIS methods is also used by S2 for several in-depth studies.

Figure 4: Night-time lights over Senegal between 2012 and 2018



Source: *The use of GIS in employment impact assessments*, Alina Game, STRENGTHEN2, 2021, pp. 17-18.

38. The Local Multiplier methodology is not considered fitting and is not used any longer by S2. The note on the credit guarantees, which is basically a stocktaking exercise and literature review, is considered a useful and necessary step. However, there are still methodological questions. S2 has identified two projects and intends to do some testing. More generally, the methods are used and tested in the in-depth assessments conducted by S2 (Chapter 4.7). At this point, only one additional methodological note is under consideration (on the assessment of guarantee projects).

Employment Impact Assessment Report 2020 (output 2.1a)

39. S2 produced an Employment Impact Assessment Report 2020.²⁰ The focus of the report was on blending operations in 16 countries approved in the past few years and covering a sample of 102 projects. The report used input-output (I-O) analysis in assessing the employment impact of

¹⁸ Geographic Information System.

¹⁹ The use of GIS in employment impact assessments, Alina Game, STRENGTHEN2, 2021, p. 17.

²⁰ Employment Impact Assessment Report 2020 – A First Portfolio Assessment of EU Blending Operations, February 2021.

investment projects. The basic model builds on the Global Trade Analysis Project (GTAP) database (version 10²¹), which was enhanced with information on employment, skill levels and gender. The estimations differentiate direct, indirect and induced employment effects. Some of the key findings of the report are:²²

- The total employment potential of the 102 projects is estimated between 3.4 and 4.8 million annual full-time equivalents brought about by investment projects with a total volume of EUR 13.2 billion.
- There is considerable variation in the employment impact of a million Euros invested though, and different types of projects (e.g., roads, ports, power generation) have highly varying employment potential.²³
- Gender-differentiated employment effects show a very clear bias towards male employment.

40. Stakeholders considered this a good and useful report.²⁴ The finding related to the gender-differentiated employment effects is considered particularly relevant by several stakeholders. However, the report is only internal to the EC and was not shared with the EmplA community, which is seen as a shortcoming by some.

41. Three more EmplA reports were originally planned. However, it appears unlikely that during the project duration this will happen mainly because of EC-internal challenges in collecting and providing the necessary data, which after a restructuring in the EC has become much more difficult.²⁵ It seems that one more report is a realistic target if there is a change in data availability on the EC side.

The EC monitoring system (output 2.3)

42. Output 2.3 of the project aims for the EC monitoring system to track employment within the life cycle of the EIP/EFSD+ projects. While the system is currently operating and collecting some employment data, S2 has not yet started its advisory services to the EC in order to improve the system. The S2 team needs to receive more detailed information on the project processing system in place at INTPA.²⁶ At this point it is unclear whether or not this output can still be achieved during the duration of the project. Both EC and the project team are still hoping that this output can be pursued.

Infographics (output 2.4)

43. S2 intends to produce 10 infographics by the end of the project duration. By November 2022 four infographics were produced (example in Figure 5).²⁷

²¹GTAP: Global Trade Analysis Project <https://www.gtap.agecon.purdue.edu/databases/>.

²² Ibid., p. 2.

²³ This is saying that the number of jobs (direct, indirect and induced) per million invested depends on the type of project. In a given country this number depends on which sectors are affected as the share of labour and average remuneration for labour vary from one sector to another. Those differences lead to different numbers of jobs created/supported dependent on the type of investment. This impact may be still different from one country to another.

²⁴ It is beyond the scope of this evaluation to assess the quality of the report.

²⁵ See also S2 Progress Report 2022, p. 6.

²⁶ S2 Progress Report 2021-2022, p 18.

²⁷ S2 Progress Report 2021-2022, annex.

44. This evaluation identified two global-level activities that stand out in terms of relevance for S2 but also in terms of feedback received from stakeholders interviewed, i.e., the S2 estimation tool (output 2.4) and the platform function to facilitate the exchange among stakeholders on EmplA (output 1.1). Both warrant separate chapters and are addressed below (chapter 4.4 and 4.5)

4.4 Global level activities (II): S2 estimation tool

- Relevance, coherence, effectiveness

Summary finding 4: The work on the S2 estimation tool is seen by all stakeholders as very important. To capture quality dimensions of employment is seen as a key result of S2 and very relevant in the context of ILO’s decent work agenda. The availability of ILO labour data to enhance the standard input-output model is seen as a comparative advantage of ILO. However, the tool faces several challenges related to methodology, application, user-friendliness, and competing tools.

Description and progress

45. The development of a Standard Employment Impact Assessment Tool – also called the S2 estimation tool - is a key component of S2 (output 2.4). The S2 estimation tool can be used to assess the employment impact of investment projects. The tool is applicable to many investment project types, practically any country, and can be put to use even without information on project details.²⁸

46. The tool is based on the input-output (I-O) model and has been further developed in order to incorporate additional dimensions such as gender and age. (Box 1). The tool builds on the GTAP database (version 10), which was enhanced with information on employment, skill levels and gender. As such, the GTAP database was extended using ILO data which allows to look at qualitative dimensions of employment (Figure 5).

47. The tool is operational and was used, for instance, for the Employment Impact Assessment Report 2020. Several options to further broaden this tool (more project types and countries beyond SSA) and to improve the quality of its estimations (better generic expenditure breakdowns, improved national data) have been identified. Some of them may still be implemented as part of the S2 project and others may need to be considered for other efforts.²⁹

48. The intention is to make the tool available through a web-based interface to other stakeholders, in particular the EC. This should happen during the duration of S2 (until July 2024). It has not yet been decided which range of stakeholders should have access to the tool as its use requires significant understanding of the underlying logic, assumptions and limitations in order to make appropriate use of the tool and credible employment estimates.

Box 1: S2 estimation tool – enhanced input-output tool

Input-output analysis is the main tool used by DFIs to assess the employment impact of their operations and therefore has particular importance also for STRENGTHEN2. While I-O analysis is relatively transparent and straightforward, it suffers from a handful of key shortcomings resulting from its underlying assumptions. This work-stream of the project involves further extending and

Figure 5: Example infographic “The GTAP-ILO Dataset for Employment Impact Assessment”



Source: S2 Progress Report 2022, Annex.

²⁸ S2 Progress Report 2021-2022, p. 25.

²⁹ S2 Progress Report 2021-2022, p. 25.

developing the I-O based employment assessment tool in order to overcome some of the existing limitations. This concerns two main areas:

- The first is to extend the I-O tables (the data) to incorporate gender, age (particularly to address youth employment), earnings, employment status (formal vs informal), and household income breakdowns so that these aspects of employment outcomes including addressing the quality of employment are assessable.
- Second, while still relying on the I-O tables, an enhanced tool will be developed based on more advanced modelling technique that allows for revealing and analysing important aspects of the transmission channels through which the employment impacts are brought about. To name a few: the price effect, the capacity effect, the supply constraint effect, and the productivity effect.

It is important to emphasize that this tool is being developed based on existing data, so that it is immediately applicable for employment assessments. Given the flexibility of the tool, it can also be used to replicate other I-O based employment assessment tools allowing for comparative analysis.

Source: S2 Inception Report, Feb. 2021, pp. 9-10.

Relevance and strengths of the S2 estimation tool

49. The work on the S2 estimation tool is seen by all stakeholders as very important. To capture some qualitative aspects of employment (e.g., of skills, gender, informality or age) is seen as a key result of S2 and very relevant in the context of ILO's decent work agenda. The availability of ILO labour data to enhance the standard input-output (I-O) model is seen as a comparative advantage of ILO. The envisaged online version of the tool is also seen as having a great potential. Moreover, the tool is seen as a result which will endure beyond the end of the project. In fact, some stakeholders express the view that the tool should become a standard offering of ILO to its constituents and as such the tool's continued development and maintenance should be financed by ILO's regular budget.

50. Stakeholders identified several strengths of the S2 estimation tool:

- a) ILO has a macro-economic perspective (not only project level);
- b) ILO brings in the qualitative dimension of employment (e.g., gender, age, earnings, employment status (formal vs informal), household income);
- c) ILO has introduced *constraints* into the model (e.g., limited availability of electricity);
- d) ILO has a lot of labour market data (comparative advantage);
- e) ILO has the capacity to continuously develop the tool (also beyond the project duration).

Challenges of the S2 estimation tool

51. While stakeholders view the S2 estimation tool as making good progress and have rather high expectations, the tool faces several challenges (according to stakeholders):

- a) It is not transparent what exactly the *objective* of the S2 estimation tool is. Does it want to compete with other models? Will it be a tool that can be used by everybody? This has implications on third parties' willingness to fully engage with ILO and to share knowledge and technical details.
- b) It is not clear to all stakeholders, including some members of the S2 team, at what stage of development the tool is (e.g., almost finished?). In the words of one stakeholder "it is there but not quite there".
- c) S2 is not willing yet to share the technical details of the tool. (Other actors are similarly restrictive in sharing the technical details of models used, although not all³⁰.)

³⁰ The Joint Impact Model posts its methodology in the public domain. However, the evaluator did not assess if this includes all the technical details. <https://www.jointimpactmodel.org/methodology>

- d) The technical details are complex and not so easy to share because it depends on how to use (apply) the methodology. This is however true for any EmplA model. The *common use* of input-output (I-O) models is a general challenge.
- e) It is not yet considered user-friendly (although progressing). There is a trade-off between the user-friendliness of the tool and the robustness of the data. In order to enhance the robustness of the data, the use of the tool becomes more complex.
- f) It is not clear what the online interface will look like and who should be able to use it. It requires significant competences to be able to “read” (interpret) the data generated by the tool. Should it be accessible for a limited community of experts only?
- g) The S2 estimation tool is based on the input-output (I-O) model. One of the main constraints of the I-O model is that while it can say something about the impact on direct, indirect and induced jobs resulting from an investment or policy change in the short- to mid-term, the I-O model is not well suited as a basis to estimate the long-term impact of an investment due to its “snapshot nature” in term of providing a rather static picture of an economy (e.g., what is the impact of a dam project on the economy in the long-term?). All I-O based tools face this constraint.
- h) Most of the existing EmplA tools (including the S2 estimation tool) are based on input-output tables (IOT) or Social Accounting Matrices (SAM). However, they are often based on rather old data and updating these matrices to most recent national account and macroeconomic data is a well-known challenge. The S2 team is working with a specialist to develop an advanced algorithm to update IOT and SAM data, using a technique called Generalized Cross Entropy (GCE) technique.³¹

Coherence with other international efforts

52. The S2 estimation tool is not the only tool that exists. In fact, a number of other tools exist. Some tools are developed and used internally by institutions that have the necessary internal capacities (e.g., the International Finance Corporation; IFC). Other tools are available in the public domain. The S2 team is fully aware of the active international scene as stated in the Progress Report 2020-2021 (Box 2).

Box 2: Complementarity to other efforts measuring employment impact of investments

It was found that many initiatives around measuring employment impact of investment projects are ongoing, undertaken by DFIs and others (EDFI, JIM, PIDA, etc.). Overall, since the completion of the original STRENGTHEN project, the interest in this topic only increased further.

The STRENGTHEN2 team is intending to contribute to such efforts and complement them with own initiatives while avoiding to duplicate any of them. The STRENGTHEN2 team also learned that the field of employment impact assessment is wide open and covers a wide range of existing tools. It seems though that these existing tools are either too simple and restrictive or too complex and costly to implement. Moreover, some of the key questions stakeholders are interested in such as quality of employment, capacity effects, permanent versus temporary employment, and the destination country’s structural transformation are not sufficiently addressed by the existing tools. The project will make suggestions and discuss them with DFIs and other relevant stakeholders.

Source: S2 Progress Report 2020-2021, p. 25.

53. The IFC for instance has several very sophisticated EmplA tools. However, their tools tend to have very high project-level data requirements, and they are internal to IFC and not open to third parties to get a deep understanding.³²

³¹ S2 Progress Report 2021-2022, p. 18.

³² S2 Progress Report 2021-2021, p. 13.

54. The alternative tool mentioned most by stakeholders is the Joint Impact Model (JIM).³³ The JIM is available on the market for a fee and has apparently around 100 users.³⁴ Given its simplicity and its relatively low project-level data requirements, the JIM is also used by some DFIs that cater to the private sector and that have no in-house capacity to develop their own tool.³⁵ The JIM was developed by a private consultancy (Steward Redqueen) with financial support from some DFIs. The private consultancy still runs the tool, although by now the JIM is hosted by a non-profit foundation with plans to fully run the JIM in-house. The JIM is seen as having significantly improved over the past two years and there is a certain risk that the ILO tool might be marginalized, according to the feedback received from several stakeholders. Stakeholders expect the S2 estimation tool not to duplicate the JIM and hope that it can do better with regard to the assessment of long-term job creation.

4.5 Global level activities (III): platform function

- Relevance, coherence, effectiveness

Summary finding 5: The two events organised by S2 at the global level are appreciated by stakeholders. A good dialogue with the IFIs was established, which is seen as a key achievement of S2. The platform provided by S2 has contributed to an enhanced common understanding of EmplA. However, while focussing on methodology, the two events had very little focus on SSA as the methodological debate is at the global level. Moreover, other fora to discuss EmplA exist and the added value of the platform provided by S2 must be demonstrated continuously in order to remain relevant.

55. An important objective of S2 is to improve EmplA practices among various stakeholders (outcome 1). In order to achieve this objective, S2 has organized a series of events bringing the different stakeholders together. By the end of 2022, S2 had organised two events:

- A virtual workshop for development banks: “Financial institutions and employment impact assessments: the state of play”, 2 February 2022.
- A symposium “Measuring Quality of Employment and Long-Term Employment Impacts - An exchange with the financial institutions on the quality of employment and long-term employment impact assessments: challenges and the state of play”, 20-21 October 2022, Geneva.

56. The virtual workshop focused on highlighting the existing landscape of employment impact measurement among the IFIs.³⁶ The focus of the symposium was on the quality dimension of employment and long-term employment impacts, including decent work indicators and respective data challenges.³⁷ Stakeholders from ILO and IFIs actively contributed to the success of the events not only as participants but also as speakers on selected topics.

57. Both events were well rated by participants as reflected in the survey results included in the reports on the two events. For instance, all respondents provided positive feedback (i.e., “satisfied” or “fully satisfied”) on content, quality, and objectives of the sessions of the symposium (Figure 6).³⁸

³³ <https://www.jointimpactmodel.org/>

³⁴ Figure not verified by evaluator.

³⁵ S2 Progress Report 2020-2021, p. 13.

³⁶ Report on the Workshop for development banks, 2022, p. 2.

³⁷ Draft report on the Symposium, 2022, p. 1.

³⁸ Draft report on the Symposium, 2022, p. 14.

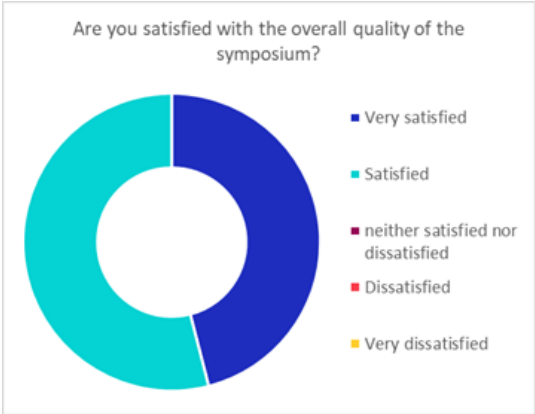
58. This overall positive feedback was confirmed during interviews conducted for this evaluation. The symposium was particularly praised as it allowed to meet face-to-face whereas the workshop was only virtual due to COVID-19 travel restrictions. The opportunity to meet in person and to discuss issues is seen by many as having been of great value. It is also seen as a great networking opportunity. ILO being a neutral (United Nations) actor with an employment mandate is seen as being ideally positioned to host such meetings and to provide a platform for exchange. Both the content of the symposium and the organizational arrangements were given high marks. Also highlighted was the opportunity to share with stakeholders the findings of S2 in-depth studies, like for instance the GIS ex-post assessment of a road project in Kenya using night-time lights data as a proxy for economic activity which was translated into employment.³⁹

59. During the two events, a good dialogue with the IFIs was established which is seen as a key achievement of S2. While the original objective to “improve harmonisation among the EIP partners and stakeholders” is widely seen as unrealistic and too ambitious - outcome 1 was therefore reformulated⁴⁰ - stakeholders stress that the platform provided by S2 has nevertheless contributed to an enhanced common understanding of EmplIA. As such, the events have contributed to some coherence among EmplIA stakeholders.

60. The evaluator noticed that while the two events had a strong focus on methodology, it appears that they had very little focus on Africa. In fact, in the workshop reports (Feb. 2022), Africa is barely mentioned. Also, in the report on the symposium, there is limited reference to Africa with the exception of a case study presenting a road project in Kenya using night-time lights (NTL).⁴¹ The S2 team emphasises that the methodological discussion is taking place at the global level. A focus on Africa is therefore viewed as not really that relevant in the methodological debate. Also, there were no participants representing ILO constituents from SSA. Most participants were associated with IFIs, the EC and ILO. The limited reference to Africa is somewhat surprising, given the title of S2 “Employment impact assessment to maximize job creation in Africa” and the overall objective to “increased contribution to decent job creation by DEVCO [now INTPA] portfolio in Africa”.⁴² The S2 team stresses that the two events were targeting at the IFIs and DFIs to focus on discussions between specialists and that there was no room for ILO constituents from SSA.

61. It is important to note that the platform provided by S2 is not the only space for the IFIs to discuss EmplIA. The HIPSO⁴³ working group, which predates S2, was mentioned for instance as an alternative platform. The HIPSO website reveals that HIPSO has a work stream related to jobs, which aims at enhancing economic modelling tools for effectively capturing indirect/induced employment estimations for DFIs and other private sector development practitioners.⁴⁴ EIB and IFC are for

Figure 6: Level of satisfaction with the overall quality of the symposium



Source: Report on the symposium, 2022, p. 14.

³⁹ Report on the Symposium, 2022, p. 9.
⁴⁰ “Improved practices” instead of “improved harmonisation”.
⁴¹ Report on the Symposium, 2022, p. 9.
⁴² Original logframe.
⁴³ HIPSO - Harmonized Indicators for Private Sector Operations,
⁴⁴ <https://indicators.ifipartnership.org/workstreams-overview/jobs-stream/>

example both HIPSO members. In addition, there is a working group of the multilateral development banks (MDB) which focuses on measuring direct and indirect jobs as well as on created and supported jobs.⁴⁵ The differences between the conversations on the various platform are apparently not always clear. In this regard, the difference between DFIs which provide financing to the private sector (e.g., IFC) and MDBs which are providing financing to governments and engage in policy dialogue (e.g., World Bank) was emphasized. The added value of the platform provided by S2 must be demonstrated continuously in order to remain relevant, according to stakeholders.

62. A third event planned by S2 is welcomed by stakeholders. Several stakeholders expressed the wish that the next event should go beyond the sharing of information and should attempt to have even more in-depth and detailed discussion compared to the two previous events.

4.6 Country-level activities (I): overview

- Validity of design, effectiveness

Summary finding 6: The S2 project design did not establish in which countries S2 would be operating or in how many countries. Currently, S2 has activities in eight countries. A second cohort of countries - as envisaged in the original design - is not anticipated. Activities are unevenly disbursed among countries and more than half are taking place in three countries. While there is progress in terms of the delivery of country-level outputs, they are lagging behind compared with global-level activities.

Selection of countries

63. The geographical focus of S2 is on SSA. The Employment Impact Assessment Report 2020 covered blended operations in 16 countries in SSA. Moreover, S2 envisaged to have specific activities in selected countries. However, the project design did not establish in which countries or in how many countries S2 should operate.

64. S2 was supposed to closely *liaise with* EUDs in SSA countries in order to identify (a) projects to look at in-depth for their employment impact (output 2.1b); and (b) sectors and value chains for assessing the employment potential (output 3.1).⁴⁶ In other words, the selection of countries would be made based on the projects and sectors proposed by the EUDs. An “incremental approach” was suggested in terms of reaching out to EUDs, i.e., engaging a selection of them first, before opening up to all in SSA. Eight countries were identified at the beginning: Cameroon, Côte d’Ivoire, Kenya, Malawi, Mali, Senegal, Uganda and Zambia. The selection gave particular attention to the number and volume of blending projects, data availability, ILO presence and experience, and the geographical distribution of the countries across SSA. The idea was to contact further EUDs, i.e., the EUDs in Benin, Burkina Faso, Madagascar and Nigeria were noted as likely members of a second cohort.⁴⁷

65. Currently, S2 has activities in eight countries: Cameroon, Côte d’Ivoire, Kenya, Malawi, Namibia, Rwanda, Senegal and Zambia. Mali (because of the security situation) and Uganda (because of limited government interest) were replaced by Namibia and Rwanda. A second cohort is currently not envisaged.

Country-level outputs

66. While S2 has country-level outputs, S2 outputs are not organized (clustered) by countries but rather by the three original outcomes. S2 did not *define* specific results for each country during the planning of the project. Countries are seen as pilots or case studies to test certain methodologies and

⁴⁵ Report on the Workshop for development banks, 2022, p. 30.

⁴⁶ S2 Inception Report, Feb. 2021, p. 14.

⁴⁷ S2 Inception Report, Feb. 2021, p. 15.

to run in-depth studies, although capacity building is also envisaged (output 2.4).

67. In November 2022, after 28 months (close to 60% of the project duration⁴⁸), the situation in the eight countries in which S2 has activities is as follows (Table 6): 10 outputs are completed or almost completed, i.e., a completion rate of around 25%. 8 outputs are ongoing and 14 outputs are planned or envisaged. Together this adds up to 32 outputs. Originally planned were 44 outputs. 12 outputs (27%) - in particular in-depth assessments - still need to be initiated if the project wants to deliver 44 outputs. In any case, compared with the completion rate of global-level activities (close to 50%, Chapter 4.3), the country-level outputs and activities are lagging behind (completion rate of around 25%). This is due to several reasons as elaborated further down (Chapter 4.9).

Table 6: Country-level outputs (portfolio analysis), status November 2022.

	Country-level outputs	Cameroon	Côte d' Ivoire	Kenya	Malawi	Namibia	Rwanda	Senegal	Zambia	Total outputs	Planned outputs ¹⁾
Outcome 2	1 st in-depth project assessment (output 2.1)	*	****	****	***		****	****	****	10	16
	2 nd in-depth project assessment (output 2.1)				**			***	*		
	1 st training/seminar (output 2.4)		**		*****	*		**	*****	6	6
	2 nd training/seminar (output 2.4)				**						
Outcome 3	1 st in-depth assessment/ sectoral studies (output 3.1/3.2)			****	**	**		***		6	12
	2 nd in-depth assessment/ sectoral studies (output 3.1/3.2)			**		*					
	1 st advisory service (output 3.3)	**	*****			*		*****	***	8	8
	2 nd advisory service (output 3.3)		**						***		
	3 rd advisory service (output 3.3)								***		
	Exchange with statistics office							***	***	2	?
Total outputs		2	4	3	5	4	2	6	6	32	44
Country mission (activity, not output)			*****	*****	*****	*****		*****	*****	6	?
	completed	****			ongoing	***		envisaged	*		
	almost completed	****			planned	**					

¹⁾ Inception Report, Updated Logical Framework, p. 20, 2021.

Table: Evaluator, based on progress reports, inception report and data provided by S2 team, November 2022.

68. Country-level activities are unevenly distributed among countries. This is intended and driven by opportunities and the willingness of stakeholders to engage. Most activities are taking place in Malawi, Senegal and Zambia. In these three countries, S2 is likely to deliver five or more outputs per country by the end of the project in July 2024 (Table 7). In Côte d'Ivoire, Kenya and Namibia, S2 is

⁴⁸ The project duration is 48 months, from August 2020 to July 2024.

likely to deliver 3 to 4 outputs by the end of the project. In Cameroon and Rwanda, S2 is likely to deliver two or less outputs by the end of the project.

Table 7: Overall assessment of deliverables at country level, November 2022.

Likelihood to deliver outputs by end of project (2024)	Cameroon	Côte d' Ivoire	Kenya	Malawi	Namibia	Rwanda	Senegal	Zambia
Likely to deliver 5 or more outputs by end of project								
Likely to deliver 3 to 4 outputs by end of project								
Likely to deliver 2 or less outputs by end of project								

Table: Evaluator, based on portfolio analysis and interviews with stakeholders.

4.7 Country-level activities (II): in-depth assessment, capacity building and policy advice

- Relevance, effectiveness, efficiency

Summary finding 7: The in-depth project EmplAs and the in-depth sectoral studies are key country-level outputs. They take a substantial share of the S2 team’s time. The in-depth EmplAs are important for S2 as they also allow for testing of different methodologies, but data collection at the country level is a major challenge and takes a lot of time. As of now, trainings on EmplA conducted in two countries triggered a lot of interest. Stakeholders have different views regarding the role of S2 in policy dialogue. While some see an increasing role for S2, others are more cautious because the dialogue on national employment policies is more seen as ILO’s standard role in interacting with ILO constituents.

In-depth assessments

69. The in-depth project assessments (outputs 2.1) and the in-depth sectoral studies (outputs 3.1/3.2) are key country-level outputs. The following six reports are close to completion and were shared with the evaluator:⁴⁹

- Évaluation d’impact du projet Ecler Ivoire sur l’emploi en Côte d’Ivoire, Tite Beke & Pamphile Sossa, S2, 2022 (final draft)
- Évaluation des emplois créés par le projet de réhabilitation de la route Senoba-Ziguinchor Mpack et de désenclavement des régions du sud au Sénégal, Pamphile Sossa & Souleymane Mbaye, S2, 2023 (draft) (Box 3)
- Employment impact assessment of the National Feeder Roads Project (NFRP), Rwanda, Alina Game and Xi Kang, S2, 2023 (draft)
- Employment impact assessment of the Merille-Marsabit road, Isiolo-Moyale transport corridor in Kenya, Alina Game and Xi Kang, 2023 (draft)
- Employment impact assessment of the Green Mini-Grid (GMG) Facility, Kenya, Collins Oyuma, Alina Game and Maikel Lieuw-Kie Song, S2, 2023 (final draft)
- Zambian Great North Road Upgrade Project: An Ex-ante Employment Impact Assessment Report, Xiao Jiang and Massimiliano La Marca, S2, 2022, (final draft)

70. As of now, 13 in-depth studies (project and sector studies) are either completed, ongoing or planned (not counting “envisaged”). Of these 13 studies, five are road projects and five are in the energy sector. All projects are public investments. Six in-depth project assessments (output 2.1) and

⁴⁹ It is beyond the scope of this evaluation to assess the quality of the reports.

six in-depth sectoral studies (outputs 3.1/3.2) still need to be initiated, compared with the original plan (Table 6).⁵⁰

71. According to the S2 team members, the in-depth assessments take a substantial share of their time. They are done jointly with local actors, i.e., implementing partners and local consultants as illustrated by the road rehabilitation project in Senegal (Box 3). The in-depth assessments are important for S2 as they also allow for testing of different methodologies.

72. Data collection at the country level for the in-depth EmplA is a major challenge and takes a lot of time (illustrated in Boxes 3 and 4). This for different reasons:

- The limited *availability* of data: data simply does not exist.
- The limited *access* to data: this is the case when data is available in principle, but S2 does not have access to the data. According to interviewees, data collection can be aggravated by the fact that some actors - i.e., IFIs or private companies (e.g., a construction company building a road) - are not willing to share employment data, as they are considered confidential. S2 has no agreement with IFIs to share data, despite the good collaboration and exchanges at global level.
- Difficulty in data *collection*: this challenge is related to the collection of primary data, as illustrated for instance by the road rehabilitation project in Senegal (Box 3). In particular when primary data are collected through, for instance, a worker survey as in the case of the EmplA of the Senoba-Ziguinchor road rehabilitation project. In this case, data collection was exacerbated by the fact that it took place during the rainy season.
- COVID-19 travel restrictions also hindered data collection at the country level.

Box 3: In-depth assessment of the employment impact of the Senoba-Ziguinchor Mpack Road Rehabilitation Project, Senegal

In collaboration with AGEROUTE (Agence des Travaux et de Gestion des Routes), the main execution partner of the road project, the study assesses the impacts on job creation of the RN4 rehabilitation project and the construction of the Kalounayes ring road. The work is ongoing and should be completed in 2024. The project is financed by EIB, EU and AfDB.

Key figures of the project:

- Rehabilitate the 165 km of road between Senoba and Mpack,
- Develop and pave the 52 km of the Kalounayes loop,
- Develop 95 km of tracks.

Study/methodology:

- Direct employment and quality of employment: primary data collection from construction companies (using monthly job tracking sheets), human resources (interviews) and workers (survey);
- For indirect and induced jobs: the ILO internal input-output model was used to estimate the number of jobs.
- The assessment was conducted jointly with a professor from the University of Ziguinchor.

Some key findings:

- In total, the project is expected to generate approximately 1,200 direct jobs and 2,154 indirect and induced jobs, i.e., a total of 3,354 people over project life cycle. This is below the expected approx. 5,000 jobs.
- Women are poorly represented and relatively unskilled.
- The youth are under-represented, as per the ILO definition.

Challenges:

- Construction companies do not like to share employment data, which are considered confidential.
- Workers do not like to share information (e.g., salaries) which they consider a private matter.
- Correct collection of expenditure required for the input-output analysis (e.g., companies rarely distinguish between imported goods and local goods).

⁵⁰ Inception Report, Updated Logical Framework, p. 20, 2021.

- Data collection took place during the rainy season which led to a temporary stop of work.
- The assessment's limited budget limited the data collection.

Sources: Evaluator, based on interviews and draft assessment report (*Évaluation des emplois créés par le projet de réhabilitation de la route Senoba-Ziguinchor Mpack et de désenclavement des régions du sud au Sénégal, Pamphile Sossa & Souleymane Mbaye, S2, 2023*)

Box 4: In-depth assessment of the employment impact of the M1 road project, Malawi

The objective of the project is to improve food security, access to trade and essential services through the provision of basic road infrastructure by providing a reliable and durable M1 road integrated into the Common Market for Eastern & Southern Africa (COMESA) North-South Corridor. The project is expected to increase the traffic safety and security of the M1 road.

Key figures of the project:

- The project consists of a road operation for the rehabilitation of about 347 km of the single carriageway M1 road in Malawi.
- Total cost: EUR 191 million, of which EUR 134 million finance by EIB and EU.
- Four construction companies involved in different sections of this road project.
- Project duration three years, begin in February 2023



Study/methodology:

- Ex-ante assessment
- Human resources agents from each construction company will be trained to fill out the excel spreadsheet to obtain data on expected direct, indirect, and induced employment generated by the project.

Status of activity:

- Local consultant is in the process of data collection;
- Contractors are supposed to compile employment data spreadsheets;
- First draft of the in-depth study expected by the end of January.

Challenges:

- How to account for the fact that the civil work is organised along five distinct road sections and for each section a large part of the workers will be different (from each section of the road).
- The construction work is significantly delayed (approx. six months) with the implication that the construction companies may not be in a position to provide estimates on how many workers they will employ.
- Language is a challenge as some of the managers of the Chinese construction companies do not speak English.

Sources: Evaluator, based on interviews, S2 project update, and the EIB website (<https://www.eib.org/en/projects/all/20140373>)

Capacity building

73. As of now, trainings on EmplA were conducted in two countries, Malawi and Zambia (Box 5). Additional trainings are planned for Côte d'Ivoire, Senegal and Malawi. A training for Namibia is envisaged. The two trainings in Malawi and Zambia are considered a success and triggered a lot of interest among various stakeholders. Participants were from the national government, workers' organizations, employers' organizations, project financing partners, and academic and research institutions.⁵¹ While the EUD participated in the training in Malawi, in Zambia the EUD did not participate. Capacity building also takes place when working together with local experts on the in-depth projects assessments (e.g., Senegal, Malawi). Several stakeholders at the country level interviewed for this evaluation are keen on capacity building activities and welcome additional training opportunities on EmplA.

⁵¹ S2 Mission Report to Zambia, 2022, p. 1.

Box 5: EmPIA workshops and seminar in Zambia

- A short technical workshop for a final review of the “Green Social Accounting Matrix 2010 for Zambia” or Green-SAM - an extremely rare and important database for conducting employment and SDG impact assessment and policy simulations, developed jointly by ZamStat and the ILO.
- A “Seminar on Employment Impact Assessment”, which informed about the usefulness of employment impact assessments, how to contract them out, and convey a basic understanding of how to interpret their results. This event showcased the works of ILO and STRENGTHEN2 in the context of employment impact assessments and introduced existing well-known methodologies for conducting them. Participants came from ZamStat, MNDP, Ministry of Labour, Workers’ organizations, Employers’ organizations, financing partners of projects, academic and research institutions, and other local and international organizations interested in conducting quantitative employment or SDG impact assessments.
- A “Technical Training Workshop on Employment Impact Assessment” shed light on the details of how to conduct employment (and SDG) impact assessments. The target audience consisted mostly of technical specialists like researchers (in macroeconomics) such as those in ZIPAR and at university, but also included technical specialists and analysts from international organizations.



Source: S2 Mission Report to Zambia 2022, *Technical Validation of the 2010 Green Social Accounting Matrix and Capacity Building Events on Employment Impact Assessment and SDG Policy Analysis – Summary Report of the Proceedings, Zambia, 13-16 September 2022.*

Policy dialogue

74. Because employment and youth employment in particular is a major challenge in many African countries, the EC pledged in September 2018 to create 10 million jobs in Africa.⁵² S2 aims at better - evidence-based - decision-making for investment projects to maximize employment impact. As such, S2 inherently has a political dimension. However, the policy dimension is not so prominent in the *original* ToC and logframe. The *revised* ToC and logframe give more weight to the policy dimension. However, stakeholders have different views regarding the role of S2 in policy dialogue. While some see an increasing role in policy dialogue, others are more cautious because the dialogue about national employment policies is part of the standard role of ILO when interacting with its constituents. For the second group, the S2 team is more seen as a primarily technical, highly specialized team providing the evidence for the policy dialogue. Having said that, some policy discussion between S2 team and stakeholders are taking place in countries like Malawi and Namibia.

⁵² S2 Original Project Description, 2020, p. 3.

4.8 Country-level activities (III): engagement of stakeholders and ILO constituents

- Relevance, effectiveness, efficiency, sustainability

Summary finding 8: The engagement and ownership of stakeholders at the country level varies significantly and is overall rather limited. Of the ILO constituents, national governments are more involved than social partners. The EUDs' engagement is overall very limited which is a major challenge for the implementation of S2.

75. S2 has a high number of stakeholders, in particular at the country level. However, the engagement and ownership of stakeholders at the country level varies significantly and is overall rather limited. Based on interviews with the S2 team and other stakeholders, the evaluator assessed the stakeholder engagement and ownership at the country level as reflected in Table 8. In four countries, government engagement and ownership appear to be rather strong (Malawi, Namibia, Senegal and Zambia). In Malawi, Namibia and Senegal for instance, government interest is strong because of political commitments to create jobs. The government of Namibia approached S2 and wished to be included in S2. The engagement and ownership of workers' and employers' organizations is rather limited. Only in three countries is moderate engagement of workers' organizations (Malawi, Namibia and Senegal). There is very little engagement of employers' organizations until now.

Table 8: Stakeholder engagement and ownership at the country level status November 2022.

Stakeholder engagement and ownership at the country level	Cameroon	Côte d' Ivoire	Kenya	Malawi	Namibia	Rwanda	Senegal	Zambia
Government engagement and ownership	1	1	1	3	3	1	3	3
Workers' organization engagement and ownership	1	1	1	2	2	1	2	1
Employers' organization engagement and ownership	1	1	1	1	1	1	2	1
EUDs' engagement and ownership	1	2	2	3	3	1	1	1
3= strong, 2= moderate, 1= weak								

Table: Evaluator, based on interviews with S2 team and other stakeholders, November 2022.

76. The EUDs are a very important in-country stakeholder group for the project.⁵³ S2 is supposed to closely *liaise with EUDs* in SSA countries in order to identify sectors and value chains and to undertake in-depth analysis on the employment potential of respective investments.⁵⁴ In addition, the EUDs are supposed to encourage the IFIs, in particular the EIB, to provide employment data. The interest and willingness of the EUDs to collaborate with S2 is one of the main assumptions of S2.⁵⁵

77. However, this assumption appears questionable. According to several interviewees, the collaboration with the EUDs in the countries with S2 activities is a major challenge. This is so for several reasons such as limited EUD staff capacities for interactions or simply because EmPIAs are not a EUDs' priority. This is exacerbated by the fact that EmPIA is not an easy topic to promote. Rather it is a complex area with a quite tedious need for data. Moreover, frequent staff turn-over at the EUDs has been a challenge for the S2 team in terms of relationship building. What is more, INTPA has only

⁵³ S2 Inception Report, Feb. 2021, p. 14.

⁵⁴ S2 Inception Report, Feb. 2021, p. 4.

⁵⁵ S2 Inception Report, Feb. 2021, p. 25.

limited leverage - and incentives - to convince EUDs to collaborate with S2, because of the EU's highly decentralized nature and lines of accountability (EUDs do not report to INTPA). The engagement of the EUD is only strong in two (of eight) project countries (Malawi and Namibia). The limited engagement of the EUDs with S2 is a considerable shortcoming and a major challenge for the implementation of S2. This is worsened by the fact that S2 has no country presence with the exception of Côte d'Ivoire. S2 cannot easily compensate the role the EUDs are supposed to play, i.e., to support the identification of projects and sectors for in-depth EmPIAs and to facilitate access to data.

78. During the course of the project, the S2 team realized that the main stakeholder is the national government and not the EUDs. S2 therefore shifted its focus from EUDs to governments. If there is government interest to participate in EmPIAs, the EUDs are also more likely to engage with S2, according to interviewees.

79. Country missions by the S2 team are seen as crucial in order to establish contacts and in order to explain the relevance of S2 to national governments and EUDs. Missions to Namibia (Nov. 2022), Malawi (Nov. 2022) and Zambia (Sept 2022) were particularly conducive, according to stakeholders. They took place two years after the start of the project (i.e., at mid-term) partly because of COVID-19 travel restrictions.

4.9 Project implementation

- Effectiveness, efficiency, validity of design

Summary finding 9: While several factors have affected the timely implementation of S2, the project team have managed to accelerate implementation. However, the well-funded project is still behind in terms of financial delivery. The S2 budget is organised by types of cost of which two thirds are allocated to human resources. Intentionally, there are no budget allocations by country. The project management arrangements are overall assessed favourably, apart from the weak country presence. Performance monitoring is viewed as satisfactory by stakeholders, although there is no monitoring at the outcome level yet.

Timeliness

80. The project had a slow start and a slow first year, according to the S2 team. This evaluation identified several factors that affected timely implementation:

- The first delay happened at the beginning of the project. It was not possible to have the whole team in place at the start of the project (1 August 2020), because of the duration of the recruitment process. New members joined gradually. This also affected the recruitment of the Chief Technical Advisor (CTA) who was on board only four months after the start (1 December 2020). The necessary time to recruit should have been considered in the project design, as stated in the first progress report.⁵⁶
- A restructuring within INTPA affected the collection of data within the EC. Data that used to be collected in one place is now collected in different places.⁵⁷ This affects the timely delivery of the EmPIA reports (output 2.1).⁵⁸
- *Employment data of EC-funded projects* are coming in slower than expected. Many projects are ongoing or have only recently started. To have EC-funded projects implemented takes a

⁵⁶ S2 Progress Report 2020-2021, p. 22.

⁵⁷ S2 Progress Report 2020-2021, p. 22.

⁵⁸ S2 Progress Report 2021-2022, p. 24.

long time as many actors are involved with a long “chain” of accountability: EC, financial institutions, national governments, implementing partners, commissioned companies. For some in-depth project-level assessments, the focus on EC-funded projects was a limitation because for both - the GIS methods as well as the Local Multiplier methodology - projects need to have been completed to properly measure the impact as they are both based on before-and-after comparisons.⁵⁹ However, it is expected that more data should be available during the second half of the S2 duration.

- The work at the *country level* takes a lot of time. This was underestimated, according to several interviewees. Country presence is seen as essential in order to establish *contact with key stakeholders*, i.e., national governments and EUDs. Especially the contact with the EUDs is essential in order for S2 to adequately respond to demands expressed by EUDs for specific analytical support, i.e., in specific sectors⁶⁰ and in order for S2 to have access to the EC-funded projects and the related employment data. However, establishing an efficient working relation with EUDs was a main challenge and a major impediment for the implementation of the project, according to many interviewees. Discussions with national stakeholders for awareness creation also require more time than expected. Being based at ILO headquarters in Geneva and the ROAF in Abidjan did not help the S2 team to establish contacts at the country level. This was exacerbated by the COVID-19 travel restrictions as it did not allow for country missions.
- *Data collection* at the country level for the in-depth EmPIA is a major challenge and takes a lot of time as elaborated above (Chapter 4.7). This is true for primary data collection but also for collecting secondary data, e.g., from national statistics offices.
- Some methodologies used by S2, in particular the GIS method, are not well established yet and it took the S2 team time to take stock. Now the GIS methods can be replicated much quicker.

81. However, in spite of the many factors that delayed project implementation, the project managed to accelerate implementation both at headquarter and country level (as demonstrated above, Chapter 4.3 and 4.6).

Resources

82. S2 has a budget of EUR 6.42 million. EUR 6 million are from the EC. EUR 0.42 million are from ILO mostly as in-kind staff contribution. The S2 budget is organised by types of cost (staff, travel, etc.). Most of the project resources (65%) are allocated to human resources (Figure 7). Followed by the cost for publications, studies and research (15%), indirect costs (7%) and the cost for organizing events (4%). There are intentionally no budget allocations by country. It is therefore not possible to say how much money is planned or spent for each country.

83. The ILO in-kind contribution to S2 of Euro 0.42 million covers mainly ILO staff costs. Four regular ILO staff members contribute to S2 on a part-time basis.⁶¹ They are considered S2 team members. According to the S2 team the contribution is equivalent to about one full-time staff. Two more ILO staff make in-kind contributions to S2, although they are not considered S2 team members. The ILO in-kind contribution to S2 covers some but not all of these ILO staff costs. Some staff time is compensated by the S2 budget.

Figure 7: S2 Budget (2020-2024, Euro)

⁵⁹ S2 Progress Report 2020-2021, p. 22.

⁶⁰ S2 Progress Report 2021-2022, p. 24.

⁶¹ S2 Progress Report 2021-2022, p. 13.

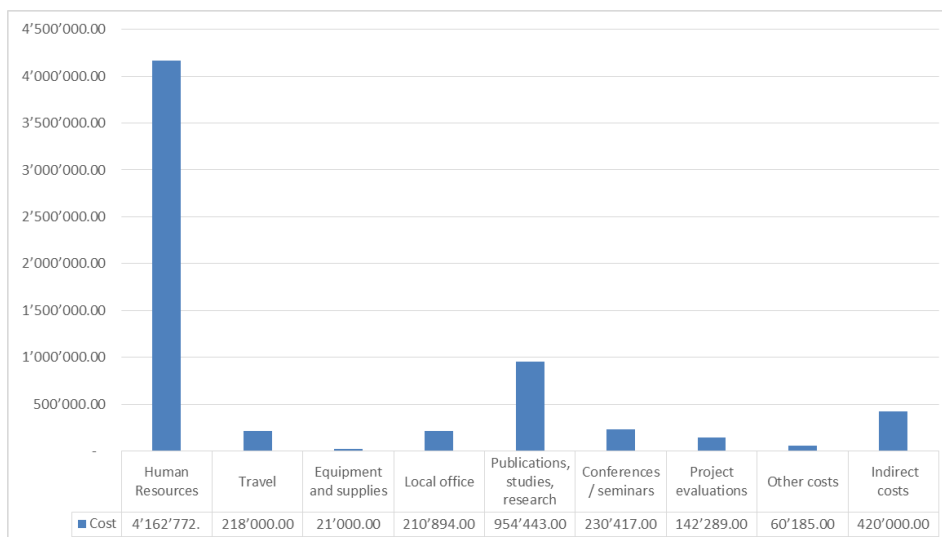


Figure: Evaluator, based on project budget data.

84. By January 2023 the project had expenditures of USD 2,393,219 (EUR 2,211,238.63) of the total budget of EUR 6 million (not including the ILO in-kind contribution). This reflects a financial delivery rate of 37%. Delivery is behind schedule, given that the project has passed 60% of the project duration.⁶² This is mainly because of the slow start and a slow first year. Implementation has picked up. The project has committed additional USD 957,077 (EUR 884,300) including some project staff salaries (up to maximum of a year). By January 2023, expenditures and commitments total at USD 3,350,296 (EUR 3,095,539.49) which are 52% of EUR 6 million. In other words, almost half of the budget is not committed yet.

85. According to stakeholders, S2 is well-funded and has sufficient financial resources. If required, the project can for instance finance external support on a temporary basis.

Project management arrangements

86. S2 has a *Steering Committee* with officials from EC and ILO. The Steering Committee provides overall guidance and advice to the project team. In addition, there is an *Operational Committee* with INTPA officials and the S2 team, which provides regular guidance and oversight for the project. Both the Steering Committee and the Operational Committee are working very well, according to members of the two committees. Meetings are well prepared and substantive discussions take place. Meetings are also well documented with meeting minutes. The only concern that came up was that the committees could be more decisive. An example mentioned was the pending decision (since February 2022) whether or not to adopt the revised ToC and logframe.

87. More broadly, the *collaboration between the S2 team and the EC* is considered excellent by both sides. Communication is easy and on a continuous basis. The good collaboration is supported by the fact that S2 is the second phase after “STRENGTHEN” (first phase). Only, it appears, that S2 would benefit from a more engaged and more demanding INTPA. It seems that the capacity to fully engage on the side of INTPA is limited due to many other commitments and demands. This is also reflected in the delays of EmplIA reports and the work on the EC monitoring system.

88. Since January 2023, the S2 team has 11 team members, about 8 full-time staff equivalents. Until December 2022, the S2 team had 10 team members with about 7 full-time staff equivalents.⁶³

⁶² The project has a duration of 48 months. By the end of 2022, 29 months or 60% of the project duration have passed since August 2020.

⁶³ S2 Progress Report 2021-2022, p. 13.

- 1 CTA
- 4 technical officers - project staff since January 2023 (3 until Dec. 2022)
- 4 technical officers - ILO regular staff (part-time, approx. 1.5-2 full-time staff equivalent)
- 1 project assistant
- 1 finance & administrative assistant

89. Two of the regular staff members are based in the same department as S2 - i.e., the ILO Employment Policy Department. The two other regular staff members are based in the ILO Multilateral Cooperation Department which also has some economic modelling capacity and good working relationships with IFIs. The collaboration between the two departments is established in a memorandum of understanding and it seems to work well.⁶⁴ More broadly, the S2 team is functioning smoothly and it is well managed by the CTA, according to the S2 team members. The regular team meetings are highly appreciated. Also, the EmplA/technical competencies of the S2 team are praised by stakeholders in and outside of ILO. At times a challenge is to find a non-technical language to explain the rather complex EmplA methodologies to non-experts.

90. The *project structure* consists of a main office at the ILO headquarters in Geneva and a local office at the ILO regional office in Abidjan. Most team members are based in Geneva. Only one technical officer (project staff) and the finance & administrative assistant are based in Abidjan. The technical officer is responsible for the S2 activities in Senegal, Côte d'Ivoire and Cameroon. The structure of the project has strengths and weaknesses. Having most team members in Geneva facilitates the work among the team, in particular the methodological work and the collaboration with the ILO regular staff members on the S2 team. It also creates synergies with other initiatives of the ILO Employment Policy Department (e.g., METI⁶⁵). The downside of having most S2 staff in Geneva is the limited country presence. This is viewed by many as a main constraint in the management arrangements of S2. The lack of country presence can only partially be compensated by (a) country missions by S2 team members, (b) local short-term consultancies or (c) the ILO field offices. ILO field offices have many other responsibilities and are organized at the sub-regional level and are not present in each country in which S2 is operating (e.g., Namibia, Malawi). As such, the collaboration between S2 and the ILO field offices appears to be rather ad-hoc than systematic (e.g., for organizing a seminar in Zambia).

Performance monitoring

91. S2 has established a detailed monitoring and evaluation system.⁶⁶ Key elements of the system are:

- a theory of change and a logframe (the validity of the design is addressed in Chapter 4.2)
- a four-year work plan
- a rolling mid-term project planning (more detailed compared with four-year work plan)
- bi-weekly S2 team meetings
- Operational Committee meetings (four times a year)
- Steering Committee meetings (once a year)
- annual reporting (progress reports)
- a mid-term evaluation (the present report) and a final evaluation

92. Overall, stakeholders are satisfied with the performance monitoring. S2 team members appreciate the bi-weekly team meetings during which members update each other on all activities.

⁶⁴ Collaboration between the Employment Policy Department and the Multilateral Cooperation Department in the area of employment impact assessment, April 2022.

⁶⁵ Mainstreaming Employment into Trade and Investment in the Southern Neighbourhood

⁶⁶ S2 Comprehensive Monitoring & Evaluation System, Version 9 June 2021.

The information shared during the different meetings is recorded by the project assistant. The minutes from the Operational Committee meetings as well as Steering Committee meetings are shared with the EC. Other than the verbal updating during team meetings and the mission reports, there are no reporting requirements for individual S2 team members (i.e., no electronic monitoring tracking system). The Outcomes and Outputs Tracking Table (OOTT), envisaged in the M&E System⁶⁷, was dropped as it was considered by some as too cumbersome but mostly because it was not really required given the other monitoring processes in place.

93. Stakeholders outside of the S2 team (ILO internal and external) are satisfied with the performance monitoring through the Operational and Steering Committee meetings (e.g., useful presentations) as well as the progress reports. Two progress reports have been produced so far, one for the period 01/08/2020-31/07/2021 and one for the period 01/08/2021-31/07/2022. The two reports provide a comprehensive reporting on progress in delivering activities and outputs. The reporting is viewed as systematic and reliable by stakeholders. The evaluator noticed that while the output reporting is organized along the three outcomes, actual reporting on *progress towards the outcomes* is lacking yet in the progress reports, which was however not considered a problem by stakeholders.

4.10 Gender

- Relevance, effectiveness

Summary finding 10: Gender is a central criterion in the S2 EmplA for both data collection and data analysis. To date, S2 research results show a clear bias towards male employment.

94. Gender is a central criterion in the S2 EmplAs for both data collection and data analysis. A typical question for the S2 team is “Which data is available to shed light on additional aspects of employment outcomes, e.g., differentiated by gender, age, or formality and jobs status?”⁶⁸ Bias against any group (e.g., youth, women) is a standard criterion when assessing the quality of employment.

95. The S2 estimation tool uses GTAP's Social Accounting Matrices to estimate employment impacts with breakdowns by age, gender and informality being enabled by ILOSTAT data.⁶⁹ An analysis of S2 research results reveals that the gender dimension is addressed in almost all studies (Box 6).

Box 6: Examples of S2 research results addressing gender equality

- “Gender-differentiated employment effects show a very clear bias towards male employment.”⁷⁰
- “When examining the gender, skill and youth dimensions of the employment impacts, there is a clear bias towards male and skilled jobs.”⁷¹
- “Répartition des emplois par genre: les femmes sont peu représentées et relativement peu qualifiées.”⁷²

⁶⁷ S2 Comprehensive Monitoring & Evaluation System, Version 9 June 2021, pp. 9-, 10.

⁶⁸ S2 Inception Report, 2021, p. 11.

⁶⁹ S2 Progress Report 2021-2022, p. 17.

⁷⁰ Employment Impact Assessment Report 2020 – A First Portfolio Assessment of EU Blending Operations, February 2021, p. 2.

⁷¹ Employment impact assessment of the Green Mini-Grid (GMG) Facility, Kenya, Collins Oyuma, Alina Game and Maikel Lieuq-Kie Song, S2, 2023 (final draft), p. 32.

⁷² Évaluation des emplois créés par le projet de réhabilitation de la route Senoba-Ziguinchor Mpack et de désenclavement des régions du sud au Sénégal, Pamphile Sossa & Souleymane Mbaye, S2, 2023 (draft), p.3.

- "Caractère inclusif des emplois; parité hommes-femmes: les femmes sont peu représentées." ⁷³
- "When assessing access to social infrastructure and the potential impact the project had on social protection, results show that the project increased access to health facilities for 8 per cent of women, within a 15-minute travel time." ⁷⁴
- "The temporary employment generated tends to have large gender bias against women, slight age bias against young workers and clear bias favoring formal employment." ⁷⁵

Source: Compiled by Evaluator, based on S2 studies and publications.

4.11 Sustainability

Summary finding 11: It is very likely that ILO will continue using EmplIA beyond the project duration. In order for the EC to benefit from S2 beyond the current project lifetime, work on the EC monitoring system needs to start soon and the S2 estimation tool ought to be made available to the EC. It seems rather unlikely that S2 will have a lasting effect on the EUDs in SSA. S2 is, however, likely to have a lasting effect on the methodologies used by some IFIs. Whether national stakeholders will benefit from S2 beyond the project duration is uncertain at this point and will be limited to a few countries.

96. One of the evaluation questions is "to what extent are the planned results of the project likely to be durable and can be maintained or even scaled-up and replicated by other partners after major assistance has been completed?". For S2 this means: to what extent will the advanced EmplIA methodologies be applied by the ILO, the EC, the IFIs and national stakeholders?

ILO

97. It is very likely that ILO will continue using EmplIA after the end of S2. One of the core mandates of ILO is to support constituents in developing national employment policies for decent work. In order to make the ILO advice evidence-based, EmplIA is fundamental. Interviews with ILO staff make it very clear that EmplIA will continue to be conducted. This is supported by the fact that S2 is located in the ILO Employment Policy Department and four S2 team members are regular ILO staff. The S2 estimation tool is already institutionalized. For instance, ILO is working on integrating EmplIA in its "Global Accelerator on Jobs and Social Protection for Just Transitions".⁷⁶ However, it requires a dedicated team to continue working on EmplIA. Moreover, stakeholders outside ILO expressed the view that ILO is an obvious custodian of EmplIA and they expect ILO to continue improving the EmplIA methodologies. ILO is seen as having a comparative advantage in conducting EmplIAs given that it is the host of global labour data. Some stakeholders expressed the view that the tool should become a standard offering of ILO to its constituents and as such the tool's continued development and maintenance should be financed through ILO's regular budget.

EC and EUDs

98. The EC is challenged to be able to report on the number of jobs created in SSA. That is why it is funding S2. The EC has therefore strong ownership of S2 and a keen interest in applying EmplIA beyond the duration of the project. However, in terms of sustainability, there are at least two critical areas:

⁷³ Évaluation d'impact du projet Ecler Ivoire sur l'emploi en Côte d'Ivoire, Tite Beke & Pamphile Sossa, S2, 2022 (final draft), p. 3.

⁷⁴ Employment impact assessment of the National Feeder Roads Project (NFRP), Rwanda, Alina Game and Xi Kang, S2, 2023 (draft), p. 3.

⁷⁵ Zambian Great North Road Upgrade Project: An Ex-ante Employment Impact Assessment Report, Xiao Jiang and Massimiliano La Marca, S2, 2022, (final draft), p. 1.

⁷⁶ https://www.ilo.org/global/topics/sdg-2030/WCMS_846674/lang--en/index.htm.

- Output 2.3 of the project aims to achieve that the EC monitoring system tracks employment within the life cycle of EC-funded projects. While the system is currently operating and collecting some employment data, S2 has not yet started with its advisory services to the EC in order to improve the system. The project team needs to receive more detailed information on the project processing system in place at INTPA.⁷⁷ At this point it is unclear whether or not this output can be achieved during the duration of the project.
- The S2 estimation tool (output 2.4) is not yet available to the EC through a user-friendly interface. It is important that the EC is in a position to start using the assessment tool during the duration of S2.

99. The ownership of S2 at the EUDs is - with a few exceptions - overall weak (see Chapter 4.8). It seems therefore rather unlikely that S2 will have a lasting effect on the EUDs.

IFIs

100. In one way or another, S2 is likely to have a lasting effect on the methodologies used by some IFIs. For instance, the ILO collaboration with the AfDB (Jobs Marker), which – according to stakeholders - would probably not have happened without S2, will continue. Since the initial idea came from the AfDB, there is a strong ownership. Furthermore, other IFIs will benefit from the platform provided by S2 and further improve their EmplA methods (e.g. IFC, EIB).

National stakeholders

101. The assessment of the sustainability of S2 results at the country level is difficult. As shown above (Chapter 4.8) the engagement of ILO constituents in S2 varies a lot within and among countries. Some countries express a strong interest in EmplA. This is reflected in their interest in in-depth EmplA studies and in EmplA capacity building. Also, the political pressure for governments to create jobs, in particular for young people, suggests a strong interest in evidence-based employment policies for decent work. S2 has until now managed to trigger strong interest and buy-in in four countries (Malawi, Namibia, Senegal, Zambia). It appears likely that these countries will continue to show an interest in EmplA. However, EmplA are not institutionalized yet. EmplA are rather complex and require quite some expertise in order to apply. It is at this point not clear if S2 capacity-building efforts will empower national authorities and institutions to conduct their own EmplA. It is more likely that national stakeholders will benefit from ILO's evidence-based policy advice, building on EmplAs conducted by ILO.

4.12 Responsiveness of S2 to the “special concerns” for ILO

102. As stated in the inception report of this evaluation, the evaluation should address the responsiveness of the project to the so called “special concerns” for ILO. These are normative work/labour standards, tripartism and social dialogue, gender equality, disability and environment. Moreover, the evaluation should cover unintended consequences (if any). While gender equality is addressed in chapter 4.10, the other topics are addressed below.

103. **Normative work/labour standards:** Labour standards are not an explicit but an implicit dimension of S2. Some of the EmplAs touch upon aspects which are also addressed by labour standards. For instance, bias against any group (e.g., youth, women) is a standard criterion when assessing the quality of employment which is related to the convention on discrimination. Also the Evaluability Assessment (2021) finds that S2 contributes to the International Labour Standards (ILS).⁷⁸

⁷⁷ S2 Progress Report 2022, p. 18.

⁷⁸ ILO Evaluability Assessment, July 2021, p. 5, p. 13.

104. **Tripartism and social dialogues:** Tripartism and social dialogue is only a marginal component of S2 until now. The engagement and ownership of stakeholders at the country level varies significantly and is overall rather limited, in particular the engagement and ownership of workers' and employers' organizations (see also chapter 4.8). The social dialogue at the global level is even more limited. S2 has organized two events by the end of 2022 bringing the different stakeholders together (chapter 4.5). However, the two events were targeting at the IFIs and DFIs with no participation of ILO constituents from SSA. In short, there is very little tripartism and social dialogue in S2. This was already identified in the Evaluability Assessment (2021). It stated for instance: *"It would be useful and prudent to review elements of social dialogue and how the programme can leverage support from tripartite partners as part of implementation and management arrangements"*.⁷⁹

105. **Employment opportunities for people with disabilities:** Employment opportunities for people with disabilities has not been the subject of the S2 in-depth studies or the EmPIA portfolio report until now.

106. **Environment:** S2 has several overlapping areas with the environment agenda. First of all, the Employment Impact Assessment Report 2020 – the first S2 *portfolio assessment* of EU blending operations (February 2021) - assessed the employment impact of 15 investment projects in the environment sector (out of 102 project.) Also some of the *in-depth assessments* look at projects with a strong environmental dimension like for example the Zambian Great North Road Upgrade Project.⁸⁰ This assessment is done by using a dataset that includes various socioeconomic and environmental details.⁸¹ Or the assessment of the green mini-grid facility in Kenya.⁸² The assessment covers the direct and indirect/induced employment impacts of the solar mini grid project.⁸³ The S2 *methodological note* on the use of Geographic Information System (GIS) in employment impact assessment has a very strong environment component as the mapping of infrastructure investments and overlaying additional GIS datasets such as population, environment, and infrastructure relating to social, environment, and transport sectors could provide insight into the potential impacts of new infrastructure placement.⁸⁴ Finally, the S2 Operational Committee suggested to include environment projects for additional guarantees assessments.⁸⁵

107. **Unintended consequences:** This evaluation did not identify any unintended consequences.

5. Conclusions

108. Conclusions reflect the evaluators' judgement based on the findings. The summary assessment of the evaluation criteria is provided below (Table 9).

109. Overall, S2 is a highly relevant project. The lack of jobs in SSA, in particular for the young, is one of the major challenges of our times. National employment policies that promote decent work

⁷⁹ ILO Evaluability Assessment, July 2021, p. 5, p. 13.

⁸⁰ Zambian Great North Road Upgrade Project: An Ex-ante Employment Impact Assessment Report, Xiao Jiang and Massimiliano La Marca, S2, 2022, (final draft)

⁸¹ S2 Progress Report 2020-2021, p. 16.

⁸² Employment impact assessment of the Green Mini-Grid (GMG) Facility, Kenya, Collins Oyuma, Alina Game and Maikel Lieuw-Kie Song, S2, 2023 (final draft)

⁸³ S2 Progress Report 2020-2021, p. 20.

⁸⁴ The use of GIS in employment impact assessments, Alina Game, STRENGTHEN2, 2021, P. 20.

⁸⁵ Operational Committee Minutes, 30/06/2022.

and investments that create or contribute to jobs are high on the agenda of many SSA countries. It is also a priority for ILO and the EC which has pledged to generate 10 million jobs in SSA.

110. In order to make the right investment choices, national governments, IFIs, development agencies and companies need evidence. Ex-ante and ex-post employment impact assessments of investments or the assessment of sector employment potential are therefore crucial. However, EmplAs are a challenge in terms of methodologies to be used but also in terms of data availability.

111. ILO is well positioned to engage in EmplAs. ILO's mandate to promote decent work, the methodological competences with regard to EmplA and ILO labour statistics provide ILO a comparative advantage. Moreover, as a public, non-profit organization, the work done by S2 is beneficial to ILO constituents globally. In addition, the methodological work and the research results are beneficial not only to ILO constituents but also for a wide range of development partners, in particular the EC and the IFIs.

112. S2 is on the right track and has already achieved a number of valuable results. S2 has the potential to influence the design of investment projects financed by the EC and the EIB which would have a large-scale effect. However, S2 faces three main challenges:

- *At the global level:* It is not clear at this point in time if the EC will be in a position to apply the advanced EmplA methodologies by the end of the project by July 2024 (outcome level);
- *At the country level:* The EmplA capacity building of governments, social partners and EUDs has until now only reached a limited number of stakeholders in few countries (outcome level).
- *Regional level:* The S2 intervention logic and ToC do not clearly show how to scale up S2 activities at the regional level - i.e., at the level of SSA.

At the global level

113. In order for the EU to be in a position to conduct EmplAs, three things need to happen. First, the EC monitoring system must track employment within the life cycle of EC-funded projects. The work envisaged under S2 to improve the system must start as soon as possible (output 2.3). Second, the S2 estimation tool must be made available to the EC through a user-friendly interface in order for the EC to use the tool (output 2.4). Third, the difficulties in collecting relevant data within the EC must be resolved. This is beyond the control of S2.

At the country level

114. The outreach and capacity building at the country level during the project duration of S2 (until July 2024, 18 months) will be limited. S2 should focus its resources on those countries which have the potential to become good examples or even success stories. These are Malawi, Namibia, Senegal and perhaps Zambia. The aim should be to have a few priority countries which can serve as examples to other countries. The focus in these countries should be on generating more data on employment impact (outputs 2.1.b, 3.1, 3.2), building EmplA capacities (output 2.4) and to advance the institutionalization of EmplA (output 3.3). The focus should be on national governments and national research institutions and universities. A stronger country presence would greatly facilitate the work at the country level. Aiming at significant progress in few selected priority countries may justify (and require) a temporary S2 in-country presence in order to strengthen the face-to-face interaction with various stakeholders.

At the regional level

115. Since S2 has a clear focus on one region (Africa), the project needs to strengthen the regional dimension. S2 intends to summarize findings from the various in-depth project assessments

in short briefs, which therefore will have a regional dimension (as covering projects in several African countries). Moreover, the "sectoral guidelines" will synthesize lessons from in-depth assessments. However, priority needs to be given to producing additional Employment Impact Assessment Reports across SSA countries (portfolio reports, output 2.1a). S2 also needs to consider how it can promote EmPIA at the SSA level. The two events organized by S2 had limited references to SSA and were more of a global nature. This has been justified by the S2 team by emphasizing that the methodological discussion is taking place at the global level and that a focus on Africa is therefore viewed as not that relevant in the methodological debate. This is true to some extent. It appears to the evaluator, however, that the EmPIA in Africa faces a particular challenge in terms of the availability of data and data collection. To address these challenges, it might be worthwhile to engage more with African public statistical bureaux, research institutions and universities at the regional level. Moreover, the experiences of the S2 priority countries could be shared at the regional level. For instance, EmPIA could be a topic in the margin of regional events like the EU-Africa Forum. Or the EC, the EIB and ILO (S2) could jointly organize an event on EmPIA in SSA with participants from national governments, EUDs, national research institutions and statistical bureaux from SSA. These regional efforts should be better reflected in the ToC. The suggestion made by the evaluator may be considered (Annex B).

116. The implications of above conclusion is that some S2 activities should perhaps be de-emphasized or given second priority, like for instance the work on additional methodological notes or activities in non-priority countries.

117. To conclude, the evaluator is providing an indicative summary assessment of evaluation criteria reflecting the evaluator’s judgement based on the findings in this report (Table 9).

Table 9: MTE S2 – summary assessment of evaluation criteria

Evaluation criteria	Assessment by evaluator	Related summary findings
Relevance	<i>highly satisfactory</i>	1, 3, 4, 5, 7, 8, 10
Validity of design	<i>moderately satisfactory</i>	2, 6, 9
Coherence	<i>highly satisfactory</i>	1, 4, 5
Effectiveness	<i>satisfactory</i>	3, 4, 5, 6, 7, 8, 9, 10
Efficiency	<i>moderately satisfactory</i>	7, 8, 9
Impact orientation and sustainability	<i>moderately satisfactory</i>	2, 8, 11
<i>Scale: highly satisfactory, satisfactory, moderately satisfactory, moderately unsatisfactory, unsatisfactory, highly unsatisfactory</i>		

Table: Evaluator, based on findings in this report.

6. Recommendations

Recommendation 1: Advance the work on the S2 estimation tool (output 2.4).

- Make the S2 estimation tool highly credible and robust by continuing the technical work on the tool.

- Make the S2 estimation tool available to the EC through a user-friendly interface before July 2024 (output 2.4).
- Define who else should have direct access to the S2 estimation tool (in addition to ILO and the EC). It should be limited to experts who can demonstrate the necessary skills in order to assure (a) proper use of the tool and (b) adequate interpretation of the results generated.
- Beyond S2, ILO should make the *application* of S2 estimation tool a standard offering of ILO and make sure that the EmplAs become an integral part of policy advice provided by ILO to its constituents.
- Beyond S2, ILO should make arrangements to fully fund the management of the tool after the end of S2 (for maintenance and further development).

Priority: high

Time implication: 2023-2024

global level

regional level

country level

Responsibility to implement recommendation: S2, ILO Employment Policy Department and Multilateral Cooperation Department

Recommendation 2: Strengthen the collection of employment data within the EC.

- The work envisaged under S2 to improve the EC monitoring system must start as soon as possible (output 2.3).
- Address the difficulties in collecting relevant employment data within INTPA.
- Standardize the collection of employment data in EU-funded investment projects and make it mandatory.

Priority: high

Time implication: 2023-2024, and after end of S2

global level

regional level

country level

Responsibility to implement recommendation: S2, INTPA, EUDs, implementing agencies of EU-funded investment projects

Recommendation 3: Focus on few countries (e.g., three) and make S2 activities in these countries good examples (or even success stories).

- Consider Malawi, Namibia, Senegal or Zambia as priority countries.
- Generate more data on employment impact in the priority countries (outputs 2.1.b, 3.1, 3.2).
- Accelerate capacity building in the priority countries (output 2.4) and advance institutionalization of EmplA (output 3.3). The focus should be on national governments, public statistics bureaux and national research institutions (e.g. universities).
- Engage more with all ILO constituents and the EUDs in the priority countries to strengthen awareness and ownership.
- Clarify S2's role in policy dialogue at the country level in particular also vis-à-vis other ILO actors engaged in employment policy dialogue.
- Consider a temporary (e.g., several months) country presence of S2 team members in priority countries to enhance S2 effectiveness in terms of conducting in-depth EmplAs, accelerating capacity building, advancing institutionalization and engaging with ILO constituents and the EUDs.

Priority: Very high

Time implication: 2023-2024

global level

regional level

country level

Responsibility to implement recommendation: S2, INTPA, EUDs

Recommendation 4: Strengthen the regional dimension of the project.

- Better reflect the regional dimension in the ToC and logframe. Consider the suggestions made by evaluator (Annex A and B).
- Produce at least one more Employment Impact Assessment Report of projects in SSA (output 2.1a).
- Better promote EmplA in at the regional level. Use the experience from the priority countries to create awareness and promote the EmplA in SSA. Consider EmplA as a topic in the margin of regional events like the EU-Africa Forum; or alternatively consider organizing jointly (EC, EIB, ILO) an event on EmplA in SSA with participants from governments, EUDs and national research institutions.
- Engage more with African statistics bureaux, research institutions and universities in order to address the challenges in terms of the availability of data and data collection.

Priority: high

Time implication: 2023-2024

global level

regional level

country level

Responsibility to implement recommendation: S2, ILO Employment Policy Department, INTPA

Recommendation 5: Continue the methodological exchange with the EC and IFIs.

- Deepen the technical exchange with peers. Be transparent and share more technical (methodological) details.
- Emphasise ILO's comparative advantage by enhancing the standard input-output model with the ILO labour data (ILOSTAT).

Priority: medium

Time implication: 2023-2024

global level

regional level

country level

Responsibility to implement recommendation: S2, INTPA, IFIs

Recommendation 6: Use new ToC and logframe.

- Do no longer use the original ToC and logframe.
- Use the revised (by the S2 team) or the adjusted outcomes as suggested by evaluator (Annex A).
- Improve indicators to measure impact and outcomes. Make sure that the indicators are *relevant* to measure outcomes and impact.⁸⁶
- Consider using the alternative ToC *visual* as suggested by the evaluator (Annex B).

Priority: medium

Time implication: 2023

⁸⁶ For instance: use data generated by S2 to measure impact; e.g. from the Employment Impact Assessment Report 2020: "The total employment potential of the 102 projects is estimated between 3.4 and 4.8 million annual full-time equivalents brought about by investment projects with a total volume of EUR 13.2 billion."

global level regional level country level

Responsibility to implement recommendation: S2, Operational Committee, Steering Committee

Recommendation 7: Further explore – in the final evaluation of S2 - the difference between the S2 modality (i.e., service provision to a donor) and the other ILO technical cooperation projects.

- Explore the extent to which the decision-making of ILO constituents has been, or is likely, to be influenced by the S2 research results.

Priority: medium Time implication: 2024

global level regional level country level

Responsibility to implement recommendation: S2, Evaluation Office (EVAL)

7. Lessons learned and good practice

Lessons learned

118. **Modality:** The modality of S2 is different compared with other ILO technical cooperation projects as the main direct beneficiary is the EC which is also the donor of the project. S2 could be viewed as ILO providing a consulting service to the EC. However, as the intervention logic reveals (ToC in Annex B), S2 is also enhancing the EmplA awareness, knowledge and capacity of governments and social partners, with a focus on governments at this point. More importantly, S2 will contribute to better decision-making for investment projects which can have a large-scale effect on employment which is very relevant for the ILO constituents. As such, the S2 modality to provide a service to a key development partner is a valuable approach if the intervention logic clearly shows how the ILO constituents benefit.

119. **ILO's neutrality and competences:** The EC and IFI's see ILO as valued and trusted partner for discussions around employment. ILO's neutrality and competences around labour issues and in particular the availability of ILO labour data (ILOSTAT) to enhance the standard input-output (I-O) model is seen as a comparative advantage of ILO.

120. **Implementation:** The recruitment of project staff requires time. This should be considered when planning a project (project design). 3-4 months are required for recruitment before a project can actually start. It also takes time to initiate country level activities in particular if initiated through online interactions only. Face-to-face interactions with stakeholders are important to start country level activities.

121. **Assumptions:** The validity of project assumptions is key for the success of intervention logic, i.e. the success of the project. The validity of assumptions needs to be assessed if possible during the project design phase. In the case of S2: EUDs should have been contacted before the project started in order to test the validity that EUD would be in a position to contribute to S2. During the course of the project, the S2 team realized that the main stakeholder is the national government and not the EUDs. S2 therefore shifted its focus from EUDs to governments. If there is government interest to participate in EmplAs, the EUDs are also more likely to engage with S2.

122. **Comprehensive Monitoring & Evaluation System:** The monitoring and reporting tools of the S2 CMES meet the needs of stakeholders and the monitoring and reporting of activities and outputs is satisfactory. However, measuring results at the outcome and impact level remains a

methodological challenge (as in many organisations) and ILO could perhaps establish more standardised indicators at the outcome and impact level for project managers to pick from when designing a project. Moreover, ILO may consider preparing the template for the ToC visuals to be used by project managers when developing a theory of change. This would greatly facilitate project design and alignment with ILO objectives.

Good practice

123. The modality to provide a service to a major development partner to enhance the quality and the impact of the development partner's programme can be seen as a good practice if it leads to large-scale results in the area of ILO's strategic objectives.⁸⁷ As such, this modality can leverage ILO's input and contribution as the EU funded investments go into the billions of Euro. It is interesting to note that with this modality ILO can contribute to the decision making of a major development partner on projects which have nothing to do with ILO (generally, ILO has no role in the EU funded investments projects).

⁸⁷ In the case of S2 the ILO strategic objective is "create greater opportunities for women and men to decent employment and income".

Annexes:

A. Adjusted S2 outcomes and outputs suggested by evaluator

Adjusted S2 outcomes suggested by evaluator

Outcomes (intermediate)	
Outcome 1: Advanced EmplIA methodologies applied by EC and ILO (global and regional level)	Outcome 2: Enhanced EmplIA awareness, knowledge and capacity of governments, social partners and EUD (country level)
Outputs <ul style="list-style-type: none"> • Forum/platform (global and regional) • Methodological notes • Sectoral guideline • S2 estimation tool • Info-graphics • EmplIA Report (portfolio, regional) • EC monitoring system 	Outputs <ul style="list-style-type: none"> • In-depth studies (projects/sectors) • Awareness • Policy advice • Capacity building/training

Source: Evaluator, based on S2 documents and comparative analysis.

S2 outcomes (revised version)

<p>Outcome 1: Knowledge creation: <small>Increased body of EmplIA evidence created, including methodological advances that are being applied by EUDs</small></p>	<p>Outcome 2: Awareness and capacity: <small>All main project stakeholders aware of methodologies, selected stakeholders have capacity to implement EmplIAs, and policy decision-makers and social partners are sensitized on related policies</small></p>
<ul style="list-style-type: none"> • Output 1.1 (formerly known as 2.1): EmplIAs rolled out for EFSD+ projects and portfolios <i>Deliverables: 4 Employment Impact Assessment Reports covering project portfolios, 16 in-depth studies</i> • Output 1.2 (fka 2.2): EmplIA tools developed and/or improved <i>Deliverables: 4 methodological notes (1x IO, 1x local multipliers, 1x GIS, 1x guarantees and access to credit)</i> • Output 1.3 (fka 3.1 and 3.2): High impact sectors and value chains with employment potential are evaluated. <i>Deliverables: 6 project analysis or sectoral study, menu of possible support actions shared with EUDs.</i> • Output 1.4 (formerly part of 2.4): Insights synthesized and disseminated <i>Deliverables: 1 Sectoral Guideline, 10 infographics</i> 	<ul style="list-style-type: none"> • Output 2.1 (fka 3.3): <u>Accompanying policies and guidance on project design and implementation.</u> <i>Deliverables: 1 note on policy advice and project guidance options, 6 written contribution on policy formulation and/or project design and implementation. Gender implications featuring in all advisory services</i> • Output 2.2 (fka 1.1, 2, 3 and 4): <u>Improved practices among EFSD+ partners. Including: - Establishment of a platform among EFSD+ stakeholders to work on employment impact assessments with regular meetings. - Harmonization of IFIs practises</u> <i>Deliverables: 3 forum events, 3x provision of recommendations (after every forum). Improved practices in at least 2 FIs documented.</i> • Output 2.3 (fka 2.3): <u>Webtool developed to support implementation of methodologies.</u> <i>Deliverable: Webtool used by INTPA and at least 5 EU delegations</i> • Output 2.4: <u>Monitoring system tracks employment as a key impact dimension of INTPA project.</u> <i>Deliverable: 1 advisory note</i> • Output 2.4 (formerly part of 2.4): <u>Capacity development and awareness raising programme implemented</u> <i>Deliverables: Training strategy developed, 4x general training stakeholder, 2x specific training stakeholder, 1x e-learning module for INTPA's academy, Communication and visibility actions: at least 2 newsletters per year, on average at least 1 social media post per publication and event.</i>

Source: S2 Power Point Presentation, 11/02/2022.

B. Alternative ToC for S2 suggested by evaluator

The suggested ToC visual (next page) reflects the evaluators understanding of the project. Key features of the proposed ToC are:

Distinction between global, regional and country level

S2 is a project with a regional focus on SSA. S2 also has activities at the global level, in particular with regard to the methodological discussion. Moreover, S2 is conducting in-depth studies in selected countries in SSA, i.e., S2 is operational also at the country level. The three levels – global, regional, country – can be distinguished in the ToC visual. This distinction helps to understand the intervention logic of S2. It also shows how the three levels are linked. For instance the EmplA portfolio report assessing projects from 16 countries (regional level) contributes to advance the EmplA methodologies (global level) as well as to enhanced EmplA awareness of governments (country level). This approach also clearly shows that the impact (overall objective) to have more and better jobs happens at the country level.

Inclusion of all elements of the logframe; i.e., outputs, outcomes and impact

In order to clearly show the intervention logic S2 activities are presented in the left side of the visual. This is where the S2 intervention logic starts. The original ToC did not include the activities and in the revised ToC visual the outputs are different from outputs presented in the narrative and logframe. To avoid confusion, a close alignment of wording between the ToC visual and the logframe (and reporting) is suggested.

Emphasis on main causal pathways

Reality is complex and usually there are many links between different activities and results. Some are stronger, some are less strong. This complexity is well reflected in the revised ToC. However, there is a trade-off between reflecting complexity as accurately as possible on the one hand and showing the main causal pathway – the main line(s) of intervention - on the other hand. It is very difficult to see the main causal pathway in the revised ToC. Many ToCs fall into this “trap”. While there are good intentions, the result is that the complex ToCs are fully understood by a few only. However, a ToC visual is to some extent also a communication tool which should help explain to stakeholders the logic of the project. This calls for a simplified ToC (without being too simplistic like the original ToC). The suggestion made by the evaluator below is focusing on the main causal pathways.

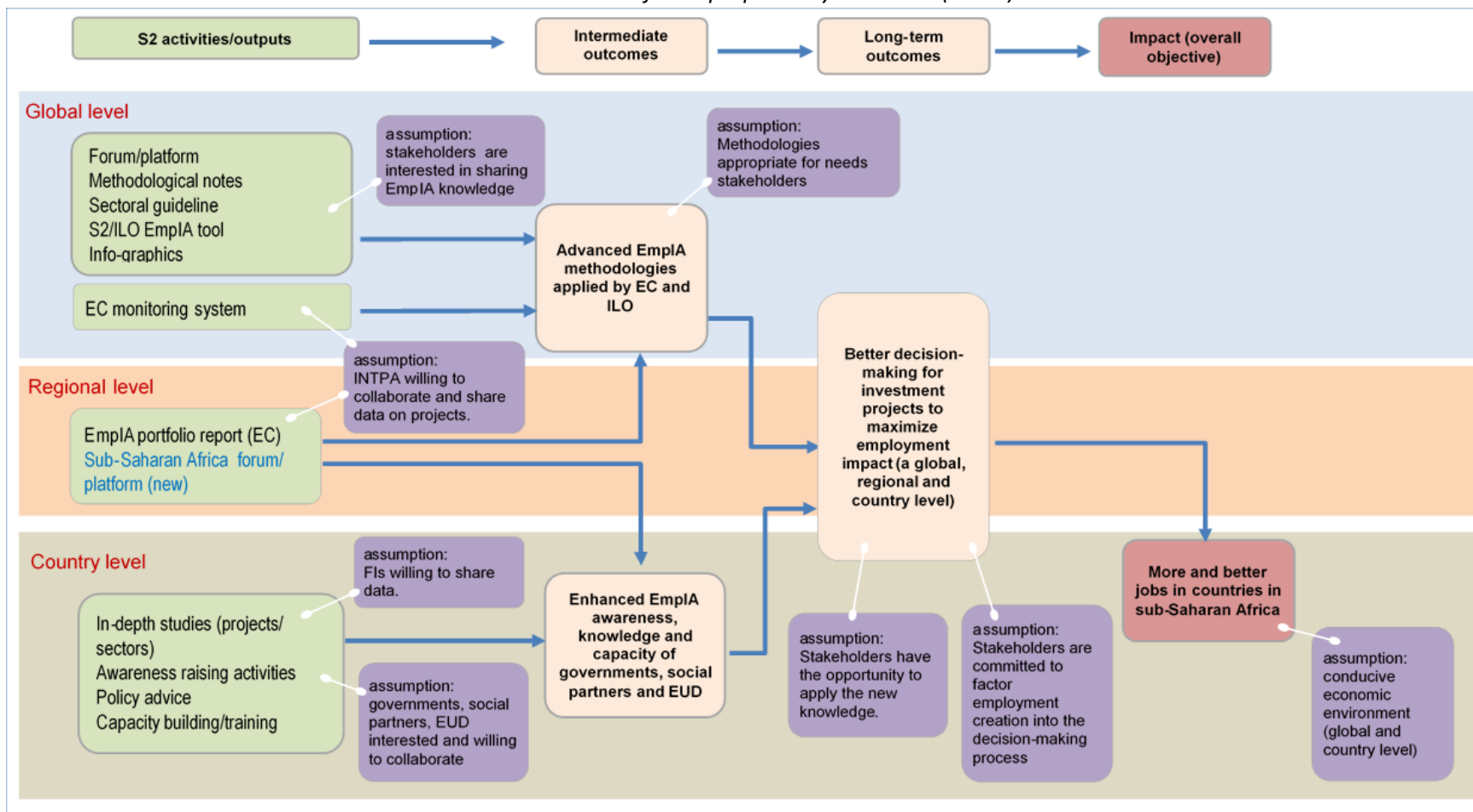
Emphasis on assumptions

The validity of project assumptions is key for the success of intervention logic, i.e. the success of the project. Therefore the assumptions are an important element of any ToC. Moreover, the validity of assumptions needs to be assessed if possible during the project design phase. In the case of S2 for instance, the EUDs should have been contacted before the project started in order to test the validity that EUD would be in a position to contribute to S2. This is why the assumptions need to be prominently reflected in the ToC, also in the visual. The original ToC visual includes four main assumptions. However, these were not transferred to the revised ToC visual. The evaluators’ suggestion below brings them back and adds some other possible assumptions to the ToC.

Readability

ToCs visuals should be easy to read and understand. As mentioned above, a ToC is not only a planning tool for the project team, a ToC is also a communication tool. A ToC should explain the main intervention logic to all project stakeholders. There should not be too much text and not too many arrows. The use of colours can help to enhance the readability.

Alternative ToC for S2 proposed by evaluator (visual)



Source: Evaluator, based on original and revised Toc and logframe.

C. List of people interviewed

FGD = in addition to interview, person participated in the focus group discussion

S2 team

Mr Ralf Krueger, Chief Technical Advisor, ILO Geneva **FGD**

Ms Alina Game, Project Technical Officer / GIS Expert, focal point Kenya, Rwanda, ILO Geneva **FGD**

Mr Xiao Jiang, Economist, Multilateral Cooperation Department, focal point Zambia, ILO Geneva **FGD**

Mr Pamphile Sossa, Technical Officer/Economist, focal point Senegal, Côte d'Ivoire, Cameroon, LO RO-Africa, Abidjan **FGD**

Mr Luis Villanueva, Trade and Employment Technical Officer / Economist, focal point Malawi, ILO Geneva

Mr Maikel Lieuw-Kie-Song, Expert Employment-Intensive Investments, Employment Policy Department, ILO Geneva, focal point Namibia, ILO Geneva

Ms Audrey Goetz, Project Assistant, ILO Geneva **FGD**

Ms Fidèle Kouassi, Finance and Administrative Assistant, STRENGTHEN2, ILO RO-Africa, Abidjan **FGD**

Mr David Kucera, Senior Economist and Chief Structural Transformation, Trade and Sectoral Strategies unit, ILO Geneva

Mr Massimiliano La Marca, Senior Economist, Multilateral Cooperation Department, ILO Geneva

Ms Joyanna Palivani, Intern, **FGD** only

ILO

Mr Sangheon Lee, Director of Employment Policy Department, ILO Geneva

Ms Mito Tsukamoto, Head of the DEVINVEST Branch, Employment Policy Department, ILO Geneva

Ms Audrey Le Guevel, Programmes and Operations Officer, ILO Office for the European Union and the Benelux countries, Brussels

Mr Jean-Francois Klein, Senior Administrator, Development and Investment Branch, Employment Policy Department, ILO Geneva

Global level

Mr Jean-Paul Heerschap, Head of Section, DG-INTPA, European Commission, member of the Steering and Operational Committees of S2, EC Brussels

Mr Pierre Nadji, Chargé d'aide et de coopération internationale, Finance durable et garanties pour l'action extérieure, Direction générale des partenariats internationaux, Commission européenne, Brussels

Mr Georg Weiers, Principal Advisor, Policy and Strategy Division, Economic Department, EIB, Luxembourg

Mr Camilo Mondragon Velez, Principle Research Officer, Head of Economic Modelling for Development Impact, International Finance Corporation (IFC), World Bank, Washington

Country level

Mr Odran Hayes, Project Coordinator, European Union Delegation, Lilongwe

Mr Peter Barron, Team Leader of Technical Assistance Team, Technical Supervisor of the M1 road project on behalf of the EU (Implementing partner of assessed project), Lilongwe

Mr Joseph Nagoli, Director Knowledge & Learning, National Planning Commission, Government of Malawi, Lilongwe

Mr Joseph L. Kankhwangwa, Projects Coordinator, Programs Department, Malawi Congress of Trade Unions (MCTU), Lilongwe

Mr Gerald Tembo, Programme Officer, ILO country office – covering also Malawi, Programme Officer, Lusaka

Professor Souleymane Mbaye, Lecturer and Researcher, Université de Ziguinchor, Senegal

Mr Alioune Mane, Project Coordinator, Agence des Travaux et de Gestion des Routes (Ageroute) Senoba-Ziguinchor Road rehabilitation project, Senegal

Mr Imbrahima Lo, M&E Specialist, Agence des Travaux et de Gestion des Routes (Ageroute), Senoba-Ziguinchor Road rehabilitation project, Senegal

D. Documents reviewed

S2 in-depth studies

Évaluation d'impact du projet Ecler Ivoire sur l'emploi en Côte d'Ivoire, Tite Beke & Pamphile Sossa, S2, 2022 (final draft)

Évaluation des emplois créés par le projet de réhabilitation de la route Senoba-Ziguinchor Mpack et de désenclavement des régions du sud au Sénégal, Pamphile Sossa & Souleymane Mbaye, S2, 2023 (draft) (Box 3)

Employment impact assessment of the National Feeder Roads Project (NFRP), Rwanda, Alina Game and Xi Kang, S2, 2023 (draft)

Employment impact assessment of the Merille-Marsabit road, Isiolo-Moyale transport corridor in Kenya, Alina Game and Xi Kang, 2023 (draft)

Employment impact assessment of the Green Mini-Grid (GMG) Facility, Kenya, Collins Oyuma, Alina Game and Maikel Lieuw-Kie Song, S2, 2023 (final draft)

Zambian Great North Road Upgrade Project: An Ex-ante Employment Impact Assessment Report, Xiao Jiang and Massimiliano La Marca, S2, 2022 (final draft)

S2 methodological notes

The enhancement of input-output based employment assessment tools for EU operations in sub-Saharan Africa, Xiao Jiang and Massimiliano La Marca, STRENGTHEN2, 2021

The use of GIS in employment impact assessments, Alina Game, STRENGTHEN2, 2021

Employment impact assessments in Africa: Application and suitability of local multiplier analysis, Pamphile Sossa, STRENGTHEN2 2021

Credit guarantees: SME access to finance and employment in Africa, Issouf Soumaré, STRENGTHEN2, 2022

Other S2 reports and documents

Employment Impact Assessment Report 2020 – A First Portfolio Assessment of EU Blending Operations, February 2021.

S2 Original Project Description, 2020

S2 Inception Report, 2021

S2 Comprehensive Monitoring & Evaluation System, 2021

S2 Evaluability Assessment, 2021

S2 Progress Report (01/08/2020-31/07/2021), 2021

S2 Progress Report (01/08/2021-31/07/2022), 2022

Report on the Workshop for development banks, 2022

Draft report on the Symposium, 2022

S2 Mission Report to Zambia, 2022

S2 Mission Report to Malawi, 2022

S2 Mission Report to Senegal, 2022

Technical Validation of the 2010 Green Social Accounting Matrix and Capacity Building Events on Employment Impact Assessment and SDG Policy Analysis – Summary Report of the Proceedings, Zambia, 13-16 September 2022

S2 Budget

S2 Steering Committee meeting minutes, 30/06/2021

S2 Operational Committee Minutes, 21/09/2022

S2 Fact Sheet, 2021

S2 Revised ToC and logframe, Power Point, 11/2/2022

ILO documents

Reference guide for Employment Impact Assessment (EmPIA), Employment Policy Department Task Force on EmPIA, 2020.

SDG Note – National Employment Policies, Employment Policy Department, ILO

Global Accelerator on Jobs and Social Protection for Just Transitions - High-Level Summary, 2021

Collaboration between the Employment Policy Department and the Multilateral Cooperation Department in the area of employment impact assessment (MoU), April 2022.

Websites

<https://www.ilo.org/employment/Whatwedo/Projects/STRENGTHEN2/lang--en/index.htm>

<https://www.ilo.org/employment/Whatwedo/Projects/STRENGTHEN2/whatsnew/lang--en/index.htm>

https://www.ilo.org/global/topics/sdg-2030/WCMS_846674/lang--en/index.htm

<https://www.ilo.org/global/topics/decent-work/lang--en/index.htm>

<https://www.jointimpactmodel.org/>

<https://indicators.ifipartnership.org/workstreams-overview/jobs-stream/>

E. Overview chapters and evaluation criteria/questions

The table shows in which chapters the evaluation criteria and questions are addressed.

Evaluation criteria	Evaluation questions	Chapters
1. Relevance and validity of design	a) To what extent does the project meet the needs of the ILO constituents? (National governments, workers and employers' organisations)	4.1, 4.8, 4.11
	b) How relevant is the project for the EC and the EUDs?	4.1, 4.11
	c) What is the strategic relevance of the project for ILO beyond the project?	4.1, 4.11
	d) Are the revised TOC and the logframe a better fit for the project or should the old one be retained	4.2, 4.6
2. Coherence	a) How did the project link with relevant initiatives within the ILO at both global and country level? (internal coherence)	4.1, 4.4
	b) How did the project ensure coherence and linkages with other global, national initiatives on employment? (external coherence)	4.4, 4.5
3. Effectiveness	a) To what extent has the project been making progress towards its planned results? Is the project likely to achieve its planned results and/or what can realistically be achieved?	4.3, 4.4, 4.5, 4.6, 4.7
	b) What is the added value of the delivery model to work primarily through the EU and EUDs?	4.1, 4.8, 4.9, 4.11
	c) To what extent has gender mainstreaming been addressed in the design and implementation of the project?	4.10
	d) How effectively did the project team monitor performance and results?	4.9
4. Efficiency of resource use	a) How well have resources and inputs (funds, expertise, time, etc.) been allocated or used strategically to achieve the expected results?	4.9
	b) Have project outputs been delivered in a timely manner? If not, what are the factors that have hindered timely delivery of outputs? Did Covid-19 affect the implementation of the project?	4.3, 4.6, 4.9
	c) To what extent do the project management capacities and arrangements put in place, support the achievement of the expected results?	4.9
5. Impact orientation and sustainability	a) To what extent are the planned results of the project likely to be durable and can be maintained or even scaled-up and replicated by other partners after major assistance has been completed?	4.11
	b) How effective has the project been in establishing national/local ownership?	4.8, 4.11
	c) To what extent and at what level (global country level) have ILO constituents been involved in the implementation of the project?	4.1, 4.5, 4.7, 4.8, 4.11

F. Evaluation matrix

Evaluation criteria	Evaluation questions	Evaluation methods
1. Relevance and validity of design	<p>e) To what extent does the project meet the needs of the ILO constituents? (National governments, workers and employers' organisations)</p> <p>f) How relevant is the project for the EC and the EUDs?</p> <p>g) What is the strategic relevance of the project for ILO beyond the project?</p> <p>h) Are the revised TOC and the logframe a better fit for the project or should the old one be retained</p>	<ul style="list-style-type: none"> ▪ In-depth country analysis (interviews, document analysis) ▪ Country portfolio analysis (document analysis, interviews) ▪ Document analysis (global/regional levels) ▪ Interviews (global/regional levels) ▪ FGD with project team (global/regional levels) ▪ Comparative analysis of theory of change and logframe
2. Coherence	<p>c) How did the project link with relevant initiatives within the ILO at both global and country level? (internal coherence)</p> <p>d) How did the project ensure coherence and linkages with other global, national initiatives on employment? (external coherence)</p>	<ul style="list-style-type: none"> ▪ In-depth country analysis (interviews, document analysis) ▪ Country portfolio analysis (document analysis, interviews) ▪ Document analysis (global/regional levels) ▪ Interviews (global/regional levels) ▪ FGD with project team (global/regional levels)
3. Effectiveness	<p>e) To what extent has the project been making progress towards its planned results? Is the project likely to achieve its planned results and/or what can realistically be achieved?</p> <p>f) What is the added value of the delivery model to work primarily through the EU and EUDs?</p> <p>g) To what extent has gender mainstreaming been addressed in the design and implementation of the project?</p> <p>h) How effectively did the project team monitor performance and results?</p>	<ul style="list-style-type: none"> ▪ In-depth country analysis (interviews, document analysis) ▪ Country portfolio analysis (document analysis, interviews) ▪ Document analysis (global/regional levels) ▪ Interviews (global/regional levels) ▪ FGD with project team (global/regional levels) ▪ Comparative analysis of TOC and logframe
4. Efficiency of resource use	<p>d) How well have resources and inputs (funds, expertise, time, etc.) been allocated or used strategically to achieve the expected results?</p> <p>e) Have project outputs been delivered in a timely manner? If not, what are the factors that have hindered timely delivery of outputs? Did Covid-19 affect the implementation of the project?</p>	<ul style="list-style-type: none"> ▪ In-depth country analysis (interviews, document analysis) ▪ Country portfolio analysis (document analysis, interviews) ▪ Document analysis (global/regional levels) ▪ Interviews (global/regional levels) ▪ FGD with project team (global/regional levels)

	f) To what extent do the project management capacities and arrangements put in place, support the achievement of the expected results?	
5. Impact orientation and sustainability	<p>d) To what extent are the planned results of the project likely to be durable and can be maintained or even scaled-up and replicated by other partners after major assistance has been completed?</p> <p>e) How effective has the project been in establishing national/local ownership?</p> <p>f) To what extent and at what level (global country level) have ILO constituents been involved in the implementation of the project?</p>	<ul style="list-style-type: none"> ▪ In-depth country analysis (interviews, document analysis) ▪ Country portfolio analysis (document analysis, interviews) ▪ Document analysis (global/regional levels) ▪ Interviews (global/regional level) ▪ FGD with project team (global/regional levels) ▪ Comparative analysis of TOC and logframe
<p>In addition to the evaluation criteria, the evaluation will address the responsiveness of the project to the “special concerns” for ILO: normative work/labour standards, tripartism and social dialogues, gender equality, disability and environment.</p>		
<p><i>Table: Evaluator.</i></p>		

G. Evaluation work plan

Tasks	Schedule	Evaluator's allocation of work days		
		Days	Total days	%
Inception phase				
Briefing and exchange with the evaluation manager, project team, stakeholders	21 Nov-7 Dec 2022	1	7	20%
Initial desk review of project-related documents and websites	21 Nov-7 Dec 2022	3		
Drafting inception report (deliverable 1)	21 Nov-7 Dec 2022	3		
Data collection and analysis phase				
<u>Document analysis</u> <ul style="list-style-type: none"> - In-depth country analysis - Country portfolio analysis - Document analysis (global/regional levels) - Comparative analysis of old/new TOC and logframe 	8 Dec 2022-18 Jan 2023	7	15	43%
<u>Interviews</u> (country and global/regional levels), incl. preparatory work and follow up (online) <u>FGD</u> with project team, incl. preparatory work (online)	12 Dec 2022-18 Jan 2023	8		
Reporting phase				
Overall data aggregation and analysis	1-27 Jan 2023	4	13	37%
Drafting MTE report (first draft, deliverable 2)	16-27 Jan 2023	5		
Presentation of draft report (deliverable 3)	23-27 Jan 2023	1		
Review of draft report by stakeholders	1-15 Feb 2023	-		
Finalization of evaluation report, including explanations why comments were not included (if any) (deliverable 4)	16 Feb-10 March 2023	3		
Total number of work days			35	100%

Table: Evaluator.

H. Inception report

Independent Mid-Term Evaluation of STRENGTHEN2: Employment impact assessment to maximize job creation in Africa

Inception Report

7 December 2022 (revised version)

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1. Introduction

About the project

124. STRENGTHEN2 aims to promote and improve employment impact assessments in sub-Saharan African countries. The project is a joint initiative of the European Commission (EC) and ILO, and as such, it is a strategic partnership between the EC and ILO. The budget of STRENGTHEN2 is EUR 6.42 million, of which the EC (the Directorate General for International Partnerships; DG-INTPA) is contributing EUR 6 million and ILO EUR 420,000. STRENGTHEN2 started in August 2020 and has a duration of 48 months. It builds on an earlier ILO project “Strengthening the Impact on Employment of Sector and Trade Policies” (STRENGTHEN, 2014-2020).

125. A particular area of attention of the project are the EC investment-support actions, more specifically, the European Fund for Sustainable Development plus (EFSD+; formerly the EIP; i.e., the External Investment Plan) which aims, among other, to ensure an integrated approach to boosting the investment climate and business environment in order to promote decent job creation and inclusive and sustainable development in Africa. As of now, the focus is on public investment projects. Since the European Union (EU) is partnering with Development Finance Institutions (DFIs) in all its EFSD+ investment actions, working with DFIs is an important component of STRENGTHEN2.

126. The project is helping the EC and its partners to:

- better measure the employment impact of EC investment-support actions by working with the EC itself, stakeholders in beneficiary countries and the development finance institutions partnering with the EC; and
- identify opportunities for employment generation by analysing specific sectors, value chains, investment projects and initiatives, with an emphasis on the agricultural sector.

127. STRENGTHEN2 is not a traditional development assistance programme. The “target population” in this instance are the key stakeholders identified.⁸⁸ The project is unique in that it offers advisory and technical services to develop methodologies, research and analysis to help inform better decision-making and implementation.⁸⁹

128. The project is operational at the country level as well as at the global/regional levels.

- *At the country level* - the current focus of the project is on the following countries: Cameroon, Côte d’Ivoire, Kenya, Malawi, Namibia, Rwanda, Senegal, Zambia. Examples:
 - in-depth studies of road projects in Kenya, Rwanda, Senegal, Zambia and a renewable electricity generation project (Côte d’Ivoire).
 - technical workshop on the “Social Accounting Matrix 2010 for Zambia”, September 2022.
- *At the global/regional levels* - examples:
 - Symposium “Measuring Quality of Employment and Long-Term Employment Impacts”, 20-21 October 2022, Geneva.

⁸⁸ Stakeholders identified in the original project document: (i) private investors; (ii) social partners; (iii) EC partners (including EIP Secretariat and EU delegations – EUDs); (iv) financial institutions; (v) countries and association national governments; (vi) business associations and chambers of commerce.

⁸⁹ STRENGTHEN2 Evaluability Assessment, October 2021, p. 13.

- Employment Impact Assessment Report 2020 - A First Portfolio Assessment of EU Blending Operations, February 2021.

About the mid-term evaluation

129. In line with ILO's Evaluation Policy (2017), projects with budgets over USD 5 million must undergo independent mid-term and final evaluations. This mid-term evaluation (MTE) is being conducted to review the project performance and enhance learning within the ILO and among stakeholders. Findings and recommendations of the evaluation will also inform the project team in aligning the implementation of the second half of the project.

130. The evaluation will be conducted as an independent evaluation. The evaluation manager is an ILO official located in the Department of Employment Policy. The evaluation is overseen by the ILO Evaluation Office in order to assure the independent nature of the MTE. The MTE takes place after two years and three months. It started in November 2022 and is expected to be completed by March 2023.

2. Work completed during the inception phase

131. The product of the inception phase is the present inception report. The inception report builds on a) the terms of reference (TOR) for the independent MTE of STRENGTHEN2; b) exchanges with selected stakeholders of STRENGTHEN2; and c) the review of project-related documents and websites.

132. During the inception phase, the evaluator interacted and discussed the evaluation, in particular the priorities and key questions with the following persons:

- Mr Ralf Krüger, Chief Technical Adviser, STRENGTHEN2, ILO
- Mr Jean-Paul Heerschap, Head of Section, DG-INTPA, European Commission (member of the Steering and Operational Committees of STRENGTHEN2)
- Ms Audrey Goetz, Administrative Assistant, STRENGTHEN2, ILO
- Mr Drew Gardiner, Employment Policy Specialist, Employment, Labour Markets and Youth Branch, Employment Department, ILO (Evaluation Manager of this MTE)
- Mr Jean Francois Klein, Senior Administrator, Development and Investment Branch, Employment Department, ILO (department evaluation focal point)
- Mr Peter Wichmand, Senior Evaluation Officer, ILO EVAL

133. The following documents and websites were reviewed during the inception phase:

- STRENGTHEN2 Project Description, 2020
- STRENGTHEN2 Inception Report, 2021
- STRENGTHEN2, Comprehensive Monitoring & Evaluation System, 2021
- ILO EVALUABILITY ASSESSMENT - STRENGTHEN2, 2021
- STRENGTHEN2 Progress Report (01/08/2020-31/07/2021), 2021
- STRENGTHEN2 Progress Report (01/08/2021-31/07/2022), 2022
- Website STRENGTHEN2
(<https://www.ilo.org/employment/Whatwedo/Projects/strengthen2/lang--en/index.htm>)

3. Evaluation purpose and objectives

134. The evaluator had exchanges with key stakeholders of STRENGTHEN2 in order to fully understand the main purpose, objectives and priorities of this evaluation. Based on this, the evaluator has rephrased the purpose and objectives in order to reflect his understanding of the priorities highlighted in the TOR and by the key stakeholders.

135. Since this is a MTE and formative in nature, the *main purpose* of this evaluation is to *learn* from what STRENGTHEN2 achieved since August 2020. Based on the learning, the evaluation should make recommendations to adjust - if necessary - the project in order to increase the likelihood that it achieves its objectives, as set out in 2020. The purpose of learning should go beyond the project itself. The evaluation is expected to contribute to organisational learning: what can ILO learn from STRENGTHEN2?

136. The main objectives of the MTE are:

7. To assess progress in achieving planned results of STRENGTHEN2 since 2020 (outputs and outcomes) and to identify main obstacles - if any - in order to achieve the expected results by 2024. (Effectiveness)
8. To assess to what extent ILO constituents have benefited from STRENGTHEN2 - i.e., to what extent has the project met their needs. The ILO constituents are: national governments, workers and employers' organisations. (Relevance, effectiveness)
9. To assess the partnership approach of STRENGTHEN2 between ILO and the EC and EU delegations (EUDs). (Effectiveness)
10. To assess the strategic relevance of STRENGTHEN2 for ILO beyond the project. (Relevance, impact)

4. Subject and scope of the mid-term evaluation

137. The subject of this independent MTE is the project STRENGTHEN2 - Employment Impact Assessment to Maximize Job Creation in Africa, with the ILO project code GLO/20/19EUR. The total project budget is EUR 6,420,000 including EUR 420,000 as ILO contribution.

138. The evaluation will cover the duration of the project since its start in August 2020 until November 2022 (two years and three months). The evaluation will cover the full geographic coverage at headquarters, regional and country levels. It will cover all three outcomes of the project, which are:

- **Outcome 1:** Improved practices among the EIP/EFSD+ partners and stakeholders of the reporting, monitoring and assessment of different employment outcomes of EIP/EFSD+ interventions.
- **Outcome 2:** Increased and improved employment impact measurement at project and portfolio levels for EIP/EFSD+ partners and stakeholders.
- **Outcome 3:** To provide employment assessments of sectoral strategy and employment impact assessment of selected project in support of EUDs and national stakeholders in view of creating more and better jobs in Africa.

139. What the MTE is not: It is neither an analysis of the quality of the employment impact assessments conducted nor will it assess methodological challenges of measuring the impact of investments on employment. However, if the evaluation identifies issues linked to the methodological approach, for instance as perceived by stakeholders, this will be noted without detailed methodological analysis.

5. Evaluation criteria and questions

140. The TOR for this MTE include five evaluation criteria and 28 evaluation questions. It is expected from the evaluator to review and refine the main evaluation questions during the inception phase. The intention is to prioritize some questions in order to optimise the use of time and to enhance the usefulness of the evaluation results. The ILO checklist for inception reports (checklist 3) states that there should be two to three specific evaluation questions for each evaluation criteria.

141. The evaluator had exchanges with several stakeholders of STRENGTHEN2 (see section 2 above) in order to identify the most important and timely evaluation questions and issues. Based on this, the evaluator revised the evaluation questions in order to reflect the priorities highlighted by stakeholders (Table 1).

Table 3: Evaluation criteria and evaluation questions (revised)

Evaluation criteria	Evaluation questions
1. Relevance and validity of design	<ul style="list-style-type: none"> e) To what extent does the project meet the needs of the ILO constituents? (National governments, workers and employers' organisations) f) How relevant is the project for the EC and EUDs? g) What is the strategic relevance of the project for ILO beyond the project? h) Are the revised theory of change (TOC) and the log frame a better fit for the project or should the old one be retained?
2. Coherence	<ul style="list-style-type: none"> c) How did the project link with relevant initiatives within the ILO at both global and country level? (internal coherence) d) How did the project ensure coherence and linkages with other global, national initiatives on employment? (external coherence)
3. Effectiveness	<ul style="list-style-type: none"> e) To what extent has the project been making progress towards its planned results? Is the project likely to achieve its planned results and/or what can realistically be achieved? f) What is the added value of the delivery model to work primarily through the EC and EUDs? g) To what extent has gender mainstreaming been addressed in the design and implementation of the project? h) How effectively did the project team monitor performance and results?
4. Efficiency of resource use	<ul style="list-style-type: none"> d) How well have resources and inputs (funds, expertise, time, etc.) been allocated or used strategically to achieve the expected results? e) Have project outputs been delivered in a timely manner? If not, what are the factors that have hindered timely delivery of outputs? Did Covid-19 affect the implementation of the project? f) To what extent do the project management capacities and arrangements put in place support the achievement of the expected results?

5. Impact orientation and sustainability	<p>d) To what extent are the planned results of the project likely to be durable and can be maintained or even scaled-up and replicated by other partners after major assistance has been completed?</p> <p>e) How effective has the project been in establishing national/local ownership?</p> <p>f) To what extent and at what level (global and country level) have ILO constituents been involved in the implementation of the project?</p>
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Table: Evaluator, based on TOR and stakeholder exchange.

142. In addition to the evaluation criteria, the evaluation will address the responsiveness of the project to the “special concerns” for ILO: normative work/labour standards, tripartism and social dialogues, gender equality, disability and environment.

6. Key stakeholder mapping

143. STRENGTHEN2 has a relatively high number of stakeholders. In fact, the collaboration among various actors is a key feature of the project. The stakeholders of STRENGTHEN2 are captured in Table 2, distinguished between stakeholders at the country and at the global/regional levels. The Table provides an overview of potential informants for this evaluation. The EUDs are a very important stakeholder group in-country for the project.⁹⁰ DFIs are also an important stakeholder group for the project.⁹¹ Among the DFIs, the European Investment Bank (EIB) is a close partner of the EC and as such a key partner for EC investment-support actions. Social partners - i.e., the workers’ and employers’ organizations have been less engaged than originally envisaged, according to early discussions with the project team.

Table 2: Stakeholders of STRENGTHEN 2

Country level	Global/regional levels
Cameroon, Côte d’Ivoire, Kenya, Malawi, Namibia, Rwanda, Senegal, Zambia	
EUDs	EC staff (Brussels), particularly DG-INTPA (Steering Committee members)
DFIs staff (e.g., EIB)	DFIs staff (e.g., EIB)
National government representatives	--
Social partners	--
Implementing partners of assessed projects	--
--	Project team based in Geneva and Abidjan
--	ILO Employment Policy Department staff

Table: Evaluator, based on TOR and stakeholder exchange.

7. Evaluation methodology

144. The evaluation methodology must meet the following criteria:

- provide answers to the evaluation criteria and questions

⁹⁰ STRENGTHEN2 Inception Report, Feb. 2021, p.14.

⁹¹ STRENGTHEN2 Inception Report, Feb. 2021, p.4.

- cover the country level as well as global/regional activities
- adequately capture the views of the various stakeholders

Country-level activities

145. In order to assess the project's country-level activities, it is suggested to conduct an in-depth analysis of the project's activities in three selected countries (out of eight⁹²). A *purposive* (meaningful) selection will be used for the selection of the three countries in order to make sure that they offer an opportunity for learning. The selection was done together with the project team and the evaluation manager. Based on the overview of country activities (Annex 3), possible countries suggested by the evaluator were Senegal, Kenya and Zambia. In each country, several activities are either completed or ongoing. After the exchange with the CTA, Kenya was replaced with Malawi to benefit from the training activities conducted in Malawi. The countries selected for the in-depth analysis are **Senegal, Malawi, Zambia**.

146. The in-depth analysis will be based on an analysis of documents and interviews with key stakeholders (approx. 6-7 interviews per country) - i.e.,

- Project team country focal point
- EUD representative
- Implementing partner of assessed project
- DFI representative (e.g., from EIB)
- Government representative
- Social partner
- ILO country director

147. The in-depth analysis of the project's activities in three countries will be supplemented with a portfolio analysis across all countries. The portfolio analysis will be mainly based on documents and supplemented with interviews with the project team country focal points. All six country focal points will be interviewed.

148. The estimated total number of interviews to assess the country-level activities is approx. 24 (six country focal points and 5-6 stakeholder interviews for each of the three selected countries).

Global/regional level activities

149. In order to assess the project's global/regional-level activities, it is suggested to conduct a thorough document analysis of progress reports, workshop reports (including satisfaction surveys), outputs (e.g., Employment Impact Assessment Report 2020), websites, etc. Annex 4 provides an overview of the global/regional-level activities.

150. The document analysis will be supplemented by interviews with key stakeholders, i.e.

- EC staff (Brussels), particularly from the Directorate General for International Partnerships (DG-INTPA) (3 interviews, online)

⁹² Cameroon, Côte d'Ivoire, Kenya, Malawi, Namibia, Rwanda, Senegal, and Zambia. It was decided to drop Uganda as no interest could be found, according the project team.

- IFI representatives at the global/regional levels, e.g., EIB (2 interviews, online)
- ILO Employment Policy Department; other than project team (3 interviews, online or face-to-face in Geneva)
- ILO office in Brussels

The estimated total number of interviews to assess the global/regional level activities is 9. Additional interviews can be added if the need emerges during the evaluation.

151. In order to capture the views of the project team on the global/regional activities, it is suggested to conduct a focus group discussion (FGD) with the project team (Geneva/Abidjan). A FGD is also an opportunity to strengthen the learning dimension of this evaluation. The FGD could take place online or face-to-face in Geneva (with Abidjan online). A preliminary list of questions for the FGD is included in Annex 5.

Assessment of theory of change and log frame

152. In order to answer the evaluation question “*Are the revised theory of change and the logical framework a better fit for the project or should the old one be retained?*” the evaluator will conduct a comparative analysis of the two versions. The FGD with the project team will also be an opportunity to address the issue of the TOC/log frame.

Overview of evaluation methods

153. An overview of the evaluation methods along the evaluation criteria is provided in Table 3. The evaluation matrix in Annex 1A provides a more detailed account.

Table 4: Evaluation criteria and evaluation methods

Evaluation criteria	Country-level activities		Global/regional level activities			TOC and log frame
	In-depth country analysis (interviews, document analysis)	Country portfolio analysis, (document analysis, interviews)	Document analysis	Interviews	FGD with project team	Comparative analysis
1. Relevance and validity of design	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
2. Coherence	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	
3. Effectiveness	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
4. Efficiency of resource use	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	
5. Impact orientation and sustainability	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>

Table: Evaluator.

Planning of interviews and focus group discussion

154. The estimated total number of interviews is 28. Additional interviews can be added if the need emerges during the evaluation. It is expected that the project team will facilitate the organisation of the interviews and the FGD. All interviews with stakeholders at the country level will

be online. Interviews and the FGD with the project team and ILO staff in Geneva can be face-to-face or online.

155. Interviews and the FGD need to take place between the 12 December 2022 and the 13 January 2023, in order to meet the deadlines of the ToR (see work plan in Annex 2). Suggested days for a visit to Geneva are the 15-16 December 2022. This would be an opportunity to conduct the interviews with Geneva-based persons and the FGD with the project team (Table 4 below).

Table 4: Suggested dates for interviews and focus group discussion

December 2022							January 2023						
M	T	W	T	F	S	S	M	T	W	T	F	S	S
			1	2	3	4							1
5	6	7	8	9	10	11	2	3	4	5	6	7	8
12	13	14	15	16	17	18	9	10	11	12	13	14	15
19	20	21	22	23	24	25	16	17	18	19	20	21	22
26	27	28	29	30	31		23	24	25	26	27	28	29
							30	31					

Possible days for online interviews
 Suggested days for visit to Geneva (or online interviews/FGD)

Table: Evaluator.

Analytical framework

156. The evaluation criteria and questions (Table 1) provide the analytical framework for this evaluation. Data will be collected, analysed and processed along these evaluation criteria and questions.

Evaluation work plan

The evaluation work plan is provided in Annex 2.

Limitations

The data collection phase will take place between 12 December 2022 and 13 January 2023, which may limit the availability of stakeholders for interviews due to the Christmas holiday season.

Annex 1: Evaluation matrix

Evaluation criteria	Evaluation questions	Evaluation methods
1. Relevance and validity of design	i) To what extent does the project meet the needs of the ILO constituents? (National governments, workers and employers' organisations) j) How relevant is the project for the EC and the EUDs? k) What is the strategic relevance of the project for ILO beyond the project? l) Are the revised TOC and the log frame a better fit for the project or should the old one be retained	<ul style="list-style-type: none"> ▪ In-depth country analysis (interviews, document analysis) ▪ Country portfolio analysis (document analysis, interviews) ▪ Document analysis (global/regional levels) ▪ Interviews (global/regional levels) ▪ FGD with project team (global/regional levels) ▪ Comparative analysis of theory of change and log frame
2. Coherence	e) How did the project link with relevant initiatives within the ILO at both global and country level? (internal coherence) f) How did the project ensure coherence and linkages with other global, national initiatives on employment? (external coherence)	<ul style="list-style-type: none"> ▪ In-depth country analysis (interviews, document analysis) ▪ Country portfolio analysis (document analysis, interviews) ▪ Document analysis (global/regional levels) ▪ Interviews (global/regional levels) ▪ FGD with project team (global/regional levels)
3. Effectiveness	i) To what extent has the project been making progress towards its planned results? Is the project likely to achieve its planned results and/or what can realistically be achieved? j) What is the added value of the delivery model to work primarily through the EU and EUDs? k) To what extent has gender mainstreaming been addressed in the design and implementation of the project? l) How effectively did the project team monitor performance and results?	<ul style="list-style-type: none"> ▪ In-depth country analysis (interviews, document analysis) ▪ Country portfolio analysis (document analysis, interviews) ▪ Document analysis (global/regional levels) ▪ Interviews (global/regional levels) ▪ FGD with project team (global/regional levels) ▪ Comparative analysis of TOC and log frame
4. Efficiency of resource use	g) How well have resources and inputs (funds, expertise, time, etc.) been allocated or used strategically to achieve the expected results? h) Have project outputs been delivered in a timely manner? If not, what are the factors that have hindered timely delivery of outputs? Did Covid-19 affect the implementation of the project?	<ul style="list-style-type: none"> ▪ In-depth country analysis (interviews, document analysis) ▪ Country portfolio analysis (document analysis, interviews) ▪ Document analysis (global/regional levels) ▪ Interviews (global/regional levels) ▪ FGD with project team (global/regional levels)

	i) To what extent do the project management capacities and arrangements put in place, support the achievement of the expected results?	
5. Impact orientation and sustainability	g) To what extent are the planned results of the project likely to be durable and can be maintained or even scaled-up and replicated by other partners after major assistance has been completed? h) How effective has the project been in establishing national/local ownership? i) To what extent and at what level (global country level) have ILO constituents been involved in the implementation of the project?	<ul style="list-style-type: none"> ▪ In-depth country analysis (interviews, document analysis) ▪ Country portfolio analysis (document analysis, interviews) ▪ Document analysis (global/regional levels) ▪ Interviews (global/regional level) ▪ FGD with project team (global/regional levels) ▪ Comparative analysis of TOC and log frame
<p>In addition to the evaluation criteria, the evaluation will address the responsiveness of the project to the “special concerns” for ILO: normative work/labour standards, tripartism and social dialogues, gender equality, disability and environment.</p>		
<p><i>Table: Evaluator.</i></p>		

Annex 2: Evaluation work plan

Tasks	Schedule	Evaluator's allocation of work days		
		Days	Total days	%
Inception phase				
Briefing and exchange with the evaluation manager, project team, stakeholders	21 Nov-7 Dec 2022	1	7	20%
Initial desk review of project-related documents and websites	21 Nov-7 Dec 2022	3		
Drafting inception report (deliverable 1)	21 Nov-7 Dec 2022	3		
Data collection and analysis phase				
<u>Document analysis</u> <ul style="list-style-type: none"> - In-depth country analysis - Country portfolio analysis - Document analysis (global/regional levels) - Comparative analysis of old/new TOC and log frame 	8 Dec 2022-9 Jan 2023	7	15	43%
<u>Interviews</u> (country and global/regional levels), incl. preparatory work and follow up (online) <u>FGD</u> with project team, incl. preparatory work (online)	12 Dec 2022-13 Jan 2023	8		
Reporting phase				
Overall data aggregation and analysis	1-27 Jan 2023	4	13	37%
Drafting MTE report (first draft, deliverable 2)	16-27 Jan 2023	5		
Presentation of draft report (deliverable 3)	23-27 Jan 2023	1		
Review of draft report by stakeholders	1-15 Feb 2023	-		
Finalization of evaluation report, including explanations why comments were not included (if any) (deliverable 4)	16 Feb-10 March 2023	3		
Total number of work days			35	100%

Table: Evaluator.

Annex 3: STRENGTHEN2 country activities

The table below shows the status of country activities as of November 2022.

Table was prepared by the project team upon request from the evaluator.

COUNTRY	ACTIVITIES	STATUS
Côte d'Ivoire Focal Point: Pamphile sossa@ilo.org	<p>O3 advisory services:</p> <ul style="list-style-type: none"> - Budget support analysis - Monitoring indicator guidance note <p>O2 in-depth assessment: Ecler Ivoire project (renewable mini grids for rural electrification)</p> <p>Training and capacity development support to "Employment Observatory"</p>	<p>Planned</p> <p>Completed</p> <p>Almost done – already edited and in layout</p> <p>Planned for 2023</p>
Senegal Focal Point: Pamphile sossa@ilo.org	<p>O2 in-depth assessment: Gambian Sénoba-Ziguinchor Road rehabilitation project (Ageroute)</p> <p>O2 in-depth assessment: PASE II (electrification)</p> <p>O3 in-depth assessment: Smart Grid project (electrification)</p> <p>O3 advisory service: budget support analysis</p> <p>General and specific trainings envisaged for 2023</p> <p>Exchanges with national statistical office ongoing about support to updating the Senegalese SAM.</p>	<p>Almost done – edited and in layout</p> <p>Ongoing – publication early 2023</p> <p>Ongoing – publication early 2023</p> <p>Completed</p> <p>Planned</p> <p>Ongoing</p>
Cameroon Focal Point: Pamphile sossa@ilo.org	<p>Exchanges with EUD ongoing about support (advisory services – Outcome 3).</p> <p>O2 in-depth assessment: 2 in-depth assessments envisaged</p>	<p>Planned</p> <p>Envisaged</p>
Kenya Focal Point: Alina game@ilo.org	<p>O2 in-depth assessment: Merille-Marsabit road project (GIS ex-post assessment using night-time lights data).</p> <p>O3 in-depth assessment: One study on renewable energy mini grids construction (GMG) – short to mid-term impacts</p> <p>O3 in-depth assessment: GMG – effects during operation.</p>	<p>Almost done – to be edited next</p> <p>Almost done – to be edited next</p> <p>Planned</p>

<p>Rwanda Focal Point: Alina game@ilo.org</p>	<p>O2 in-depth assessment: National feeder roads project (GIS ex-post assessment using night-time lights data).</p> <p>Exchanges with statistical office about additional data access ongoing that would enable further assessments.</p>	<p>Almost done – being reviewed</p> <p>Ongoing</p>
<p>Zambia Focal Point: Xiao jiangx@ilo.org</p>	<p>O2 in-depth assessment: ex-ante assessment of a Great North Road project – assessing short- and long-term impacts</p> <p>Mission conducted by Xiao Jiang, Massimiliano La Marca, Pamphile Sossa, Ralf Krueger) in September 2022, including an awareness raising event for decisionmakers and a technical training for specialists.</p> <p>Up to 3 further advisory services (Outcome 3) discussed with EUD, but did not start and are currently in question.</p> <p>O2 in-depth assessment: One case study using GIS methods.</p>	<p>Almost done</p> <p>Completed</p> <p>Ongoing</p> <p>Envisaged; GIS data already obtained</p>
<p>Malawi Focal Point: Luis villanuevamartinez@ilo.org</p>	<p>Mission in Malawi conducted by Luis in November 2022, including a seminar</p> <p>O2 in-depth assessment: Study on M1 road project</p> <p>2 further studies envisaged.</p>	<p>Ongoing</p> <p>Planned</p>
<p>Namibia Focal Point: Ralf or Maikel (tbd)</p>	<p>Mission in Namibia conducted by Maikel and Ralf in November 2022</p> <p>Outcome 3 assessment: Hyphen project (green hydrogen)</p> <p>Outcome 3 assessment: potentially in mining or horticulture</p> <p>Outcome 3 advisory service on institutionalization of EmplA within the government</p> <p>General and specialized trainings envisaged for early 2023.</p>	<p>Planned</p> <p>Envisaged</p> <p>Envisaged</p> <p>Envisaged</p>

Annex 4: STRENGTHEN2 global/regional activities

The table below shows the status of global/regional level activities as of November 2022.

The table was prepared by the evaluator, based on the ToR for the MTE and project progress reports.

GLOBAL/REGIONAL ACTIVITIES	STATUS
<u>Workshop</u> for development banks: Financial institutions and employment impact assessments: the state of play, 2 February 2022, virtual workshop.	Completed
<u>Symposium</u> “Measuring Quality of Employment and Long-Term Employment Impacts” An exchange with the financial institutions on the quality of employment and long-term employment impact assessments: challenges and the state of play, 20-21 October 2022, Geneva.	Completed
Employment Impact Assessment Report 2020 - A First <u>Portfolio Assessment</u> of EU Blending Operations, February 2021.	Completed
Three more <u>portfolio assessments</u> and respective EIARs were planned, but data has not been made available.	Planned, behind schedule
<u>Methodological notes</u> on (1) IO-based multipliers, on (2) GIS methods and on (3) Local Multipliers as well as (4) a literature review on credit guarantee schemes were produced and published. (* option to do more)	Completed*
Additional <u>methodological notes</u> , e.g. explore impact of development of transport corridors on employment and economic activity more generally.	Planned
The EC <u>monitoring system</u> tracks employment within the life cycle of the EIP/EFSD+ projects	Planned, delay (not yet started)
4 <u>infographics</u> have been produced. (out of 10)	Ongoing
<u>Sectoral Guidelines</u> , i.e. best practices of employment assessment indicators and employment impact, e.g. energy and transport sectors.	Planned
A first prototype of the estimation tool has been developed and presented to the EC (the web interface has yet to be developed).	Ongoing

Annex 5: Guiding questions for the FGD with the project team

These are the guiding questions for the FGD with the project team. They may be adjusted and the number of questions reduced during the further preparatory work.

The emphasis of the FGD is on the global/regional activities of STRENGTHEN2. Activities at the country level will be addressed in bilateral interviews with country focal points.

The FGD is planned for about two hours.

- 1) From your perspective, what are the **main results** of STRENGTHEN2 at the global/regional level as of now? (December 2022) [EQ 3a]
- 2) From your perspective, what are the main **potential results** of STRENGTHEN2 at the global/regional level by the end of the project? (2024) [EQ 3a]
- 3) From your perspective, to what extent does the project meet the **needs of the ILO constituents**? (National governments, workers and employers' organisations) [EQ 1a]
- 4) From your perspective, what is the strategic **relevance** of the project **for ILO** beyond the Project? [EQ 1c]
- 5) How does the project link with other relevant ILO initiatives both at global and country level? (**internal coherence**) And how does the project ensure coherence and linkages with relevant initiatives of other organisations? (**external coherence**) [EQ 2a,b]
- 6) From your perspective, are the proposed revised **theory of change** and the **logical framework** a better fit for the project or should the old one be retained? Why? [EQ 1d]
- 7) From your perspective how do you assess the approach to work primarily with/through the **European Commission**? [EQ 3b)
- 8) From your perspective, are **resources** (technical and financial) allocated and used strategically? [EQ 4a]
- 9) To what extent do the project **management capacities and arrangements** put in place, support the achievement of the expected results? [EQ 4c]
- 10) How well does STRENGTHEN2 fit with **other initiatives** aiming at employment impact assessments? [Relevance]
- 11) From your perspective, are there any **strengths** of the project which we did not address yet in our discussion? [all EQ]
- 12) From your perspective, are there any **weaknesses** or **challenges** of STRENGTHEN2 which we did not address yet in our discussion? [all EQ]
- 13) How do you view the **near future** of the STRENGTHEN2 (until 2024, project end)? Where do you see threats and opportunities? [EQ 5a]

Annex 6: Proposed evaluation report structure

- Cover page with key project and evaluation data
- Executive summary
- Acronyms
- Description of the project
- Purpose, scope and clients of the evaluation
- Methodology and limitations
- Findings (headings reflecting themes or major areas of achievement, rather than by evaluation criteria)
- Conclusions
- Recommendations
- Lessons learned and good practices
- Annexes:
 - TOR
 - Inception report
 - List of people interviewed
 - Schedule of work
 - Documents reviewed

I. Terms of reference

Terms of Reference

Independent Mid-Term Evaluation of STRENGTHEN2: Employment impact assessment to maximize job creation in Africa

ILO Project Code	GLO/20/19EUR
Administrative Unit in charge of the Project	Employment Policy Department
Technical Backstopping Unit	DEVINVEST
Type of Evaluation	Mid-term Independent
Project Period	01/08/2020 – 31/07/2024
Total Project Budget	EUR 6,420,000 including EUR 420,000 as ILO contribution
Funding Agency	European Union
Evaluation Manager	Drew Gardiner

INTRODUCTION AND RATIONALE FOR EVALUATION

1. The project, “STRENGTHEN2: Employment impact assessment to maximize job creation in Africa” (the Project), is a 48-month project built on earlier International Labour Organization (ILO) work with the STRENGTHEN project. The EUR 6.42 million budget is funded by the European Commission and the ILO and the Action is implemented by the ILO. The Project aims at leveraging employment impact assessments to promote the creation of more and better jobs in sub-Saharan African countries.
2. In line with the ILO’s Evaluation Policy (2017), projects with budgets over US\$ 5 million must undergo both an independent mid-term and final evaluation.
3. In line with the donor agreement and ILO’s Evaluation policy, a Mid-Term Evaluation (MTE) is being conducted to review the Project performance and enhance learning within the ILO and among stakeholders. Findings and recommendations of the evaluation will also inform the Project team in aligning the implementation of the second half of the Project as well as provide valuable inputs to strengthening the ILO’s management capacity.
4. The evaluation will be conducted as an independent evaluation where the evaluation is managed by an ILO Official and conducted by an external Evaluator, selected through a competitive process, in consultation with the Project Management Team and the Employment Policy Department. Key stakeholders, ILO Constituents, partners and the donor will be consulted throughout the evaluation process. This MTE of the Project is planned to begin after the end of the second out of

four Project years (end of July 2022), with the final report expected to be completed by end of December 2022.

BACKGROUND ON PROJECT AND CONTEXT

5. STRENGTHEN2 is a joint initiative of the European Union and the ILO that focuses on job creation through investments. Launched in August 2020, the Project is a strategic partnership with the overall goal of leveraging employment impact assessments to promote the creation of more and better jobs in sub-Saharan African countries. A particular area of attention will be on European Union (EU)-sponsored actions, more specifically, the European Fund for Sustainable Development plus (EFSD+; formerly the EIP; i.e., the External Investment Plan) which aims, among others, to ensure an integrated approach to boosting the investment climate and business environment in order to promote decent job creation and inclusive and sustainable development in Africa. Given the high levels of poverty in the region, rising inequalities in many countries, growing populations in sub-Saharan Africa, and high levels of informality, unemployment and underemployment, in particular among young people and women, more and better jobs are an absolute necessity. The Project is helping the European Commission (EC) and its partners in:
 - a. better measuring the employment impact of EU investment-support actions by working with the EC itself, stakeholders in beneficiary countries and the development finance institutions partnering with the EC; and
 - b. identifying opportunities for employment generation by analyzing specific sectors, value chains, investment projects and initiatives, with an emphasis on the agricultural sector.
6. The first focus area of the Project is measuring the employment impact of the EFSD+. The Project applies employment impact assessment methodologies to EFSD+ actions at both the portfolio level and at the level of the individual project. Applying relevant methodologies to these actions provides insights for the further development of the methodologies and enhanced subsequent in-depth assessments of projects. In the process, the Project team engages various national stakeholder groups, including governments, and employer's and workers' organizations. The Project contributes to the knowledge base on employment impact assessments (EmplAs) throughout the investment project cycle – before, during and after project implementation. Areas covered include:
 - a. Enhancing input-output analysis as one of the most widely used tools to create employment estimates.
 - b. Leveraging other methodologies that show potential to improve the way long-term employment impacts can be measured, including those using micro-level data or geographic information system (GIS) data sources.
 - c. Exploring how the employment impact of various support modalities, for instance blending operations or guarantees, can be adequately measured.
7. The employment impact assessments are first undertaken by the ILO project team, but efforts will be made to promote sustainable use of the methodologies and systems within the EC and also made available to national stakeholders, including the social partners. The capacities of these groups are strengthened through specific support measures, for example, improved monitoring systems that track employment outcomes of projects and trainings on applying EmplAs. The Project team facilitates exchanges among international and bilateral financial institutions (FIs) on how to measure the employment impact of investments while also contributing to the improvement and harmonization of such assessment practices across these institutions. Since the EU is partnering with FIs in all of its EFSD+ investment actions, working with them on this is an important component of the STRENGTHEN2 Project. Engaging with FIs and other specialists working on such issues also reinforces the knowledge base of the STRENGTHEN2 Project team. The first focus area covers Outcomes 1 and 2 of the Project logframe (see table on Project progress below).

8. The second focus area of the Project is the identification of employment creation potential. The EU is actively looking for promising sectors and value chains in EFSD+ partner countries to target for future investment support actions. An important criteria in selecting these is the anticipated employment impact. The STRENGTHEN2 Project closely liaises with EU delegations in sub-Saharan African countries in order to identify such sectors and value chains and undertake in-depth analysis on the employment potential of respective investments. The second focus area is covering Outcome 3 of the Project logframe.

Alignment to the SDGs and ILO objectives

The Project fully aligns with the Sustainable Development Goals (SDGs). Promoting better labour market outcomes is central to ensuring decent work and achieving SDG 8 and related goals. SDG 8 calls for the promotion of sustained, inclusive and sustainable economic growth, full and productive employment and decent work, and the Project aligns particularly with indicator 8.3 which calls for the promotion of development-oriented policies that support productive activities, decent job creation, entrepreneurship, creativity and innovation, indicator 8.5 which wants to achieve full and productive employment and decent work for all women and men, and indicator 8.10 which aims at strengthening the capacity of domestic financial institutions to encourage and expand access to banking, insurance and financial services for all. The Project also aligns with SDG 9 – Building resilient infrastructure and promoting inclusive and sustainable industrialization, and more specifically with indicator 9.3 to increase the access of small-scale industrial and other enterprises, in particular in developing countries, to financial services, including affordable credit, and their integration into value chains and markets.

9. ILO priority actions are also increasingly emphasizing the strategic importance of employment impact assessments for the ILO and its tripartite constituents. Employment is a key priority of ILO's Programme and Budget (2020-21 and 2022-23) at the global level, as reflected in Outcome 3, most notably in output 3.1 - increased capacity of Member States to formulate and implement national employment policies and output 3.2 – increased capacity of Member States to formulate and implement policies and strategies for creating decent work in the rural economy. The proposal is also relevant to the outputs of global products GLO321⁹³ and GLO325⁹⁴. At the June 2021 International Labour Conference, constitutes adopted the “Global call to action for a human-centred recovery from the COVID-19 crisis”, which places people as the focus in employment recovery strategies. Finally, the International Labour Conference discussed the topic of Employment as its recurrent item during May/June 2022 and employment impact assessments featured prominently in the exchanges and the proceedings, tasking the office with further efforts in this area.
10. With a specific focus on the African continent, ILO is supporting the African Union and its Member States by developing policy guidelines and offering a range of capacity development activities, particularly aiming at the formulation of pro-employment macroeconomic and sectoral policies for African countries. In these and other efforts, it is essential to bring together Ministries of Finance and Ministries of Labour to discuss alternative and employment-focused policymaking. The ILO is strongly supporting these efforts. Such work is for instance currently ongoing also in support of the Southern African Development Community (SADC) and its Member States.
11. At the regional strategic level, the 14th ILO African Regional Meeting held in Abidjan in December 2019 adopted the Abidjan Declaration – Advancing Social Justice: Shaping the future of work in Africa, which calls for a structural transformation of production, economic diversification, the creation of an enabling environment for the creation of decent jobs, tackling inequality and actions to promote full and equal participation of women in the labour force.

⁹³ GLO321: “Increased capacity of member States to formulate and implement a new generation of gender-responsive national employment policies, including for youth”

⁹⁴ GLO325: “Increased capacity of member States to formulate and implement labour market programmes and employment services for transitions to decent work over the life course, with particular focus on young and older workers”

The Abidjan Declaration was followed up with the Implementation Plan of the Abidjan Declaration (IPAD2019). It promotes the implementation of comprehensive pro-employment policies, covering macroeconomic, sectoral investment and trade policies and fully aligns with the ILO Programme and Budget, and with overarching frameworks, such as the African Union Agenda 2063 (cf below paragraph).

12. At the sub-regional level, the aspect of employment creation has been mainstreamed through the elaboration of regional Decent Work Programmes, which have been approved in Southern Africa (SADC), and are currently being formulated in West Africa (ECOWAS), Central Africa (ECCAS) and East Africa (EAC). The Member States of IGAD (the Intergovernmental Authority on Development) adopted in October 2021 a Ministerial Declaration on Labour, Employment and Labour Migration.

Intervention logic

13. **The Project Development Objective** of the STRENGTHEN2 Project is to leverage employment impact assessments (EmPIAs) to promote the creation of more and better jobs in sub-Saharan Africa.

14. The Project expects to achieve the following **Outcomes**:

Outcome 1: Improved practices among the EIP/EFSD+ partners and stakeholders of the reporting, monitoring and assessment of different employment outcomes of EIP/EFSD+ interventions.

Outcome 2: Increased and improved employment impact measurement at project and portfolio levels for EIP/EFSD+ partners and stakeholders.

Outcome 3: To provide employment assessments of sectoral strategy and employment impact assessment of selected project in support of EU delegations and national stakeholders in view of creating more and better jobs in Africa.

15. Summary of Achievements

OUTPUT DELIVERY ⁹⁵		
Output	Output status	Output summary
Outcome 1: Improved practices among the EIP/EFSD+ partners and stakeholders of the reporting, monitoring and assessment of different employment outcomes of EIP/EFSD+ interventions		
1.1 Employment Impact Assessment Forum	On schedule	A first forum has been organized in February 2022, gathering the EC, FIs and the STRENGTHEN2 project team to cover the following topic: Financial institutions and employment impact assessments: the state of play. A second forum is planned for October; it will focus on quality of employment and long-term impacts.
1.2 Common indicators and definitions of direct employment	On schedule	Part of the Forum reports.
1.3 Identified and advocated best practices in M&E	On schedule	Part of the Forum reports.
1.4 Improved methodology of EmplA	On schedule	Part of the Forum reports.
Outcome 2: Increased and improved employment impact measurement at project and portfolio levels for EIP/EFSD+ partners and stakeholders		
2.1 a Systematic Employment Impact Assessment of Investments at portfolio level, Employment Impact Assessment Report (EIAR) and Ex-ante Assessment of Employment Potential of Project Applications	Delay: behind schedule	<p>A first portfolio assessment has been done and the respective Employment Impact Assessment Report for 102 blending operations submitted.</p> <p>Three more portfolio assessments and respective EIARs were planned, but data has not been made available, therefore leading to a delay.</p>

⁹⁵ Based on the Implementation Plan.

OUTPUT DELIVERY ⁹⁵		
Output	Output status	Output summary
2.1 Specific in-depth study of selected projects	Delay: behind schedule	A first batch of 6 EmplAs is planned to be done by the end of summer 2022: <ul style="list-style-type: none"> - 4 road projects (Kenya, Rwanda, Senegal, Zambia) - 2 renewable electricity generation (Cote d'Ivoire, Kenya) A second batch of 3 EmplAs is planned to be finished by the end of December 2022.
2.2 Tools/methodologies for employment impact assessments	On schedule	Methodological notes on IO-based multipliers, on GIS methods and on Local Multipliers as well as a literature review on credit guarantee schemes were produced and published.
2.3 The monitoring system tracks employment within the life cycle of the EIP/EFSD+ projects	Delay: not yet started	The work on the monitoring system of the EC has not yet started. The project team is waiting to receive more detailed information on the project processing system in place at INTPA.
2.4 User friendly tools, infographics, Guidelines and capacity building of staff	On schedule	4 infographics have been produced. The production of guidelines and the capacity building efforts are scheduled for after summer 2022. A first prototype of a webtool has been developed and presented to the EC. Capacity building activities are about to start at country level (e.g. in Zambia).
Outcome 3: To provide employment assessments of sectoral strategy and employment impact assessment of selected project in support of EU delegations and national stakeholders in view of creating more and better jobs in Africa		
3.1 Identification of sectors and value chains with high employment potential to support EU Delegations and Partner Countries	On schedule	A draft menu of possible support actions has been shared with a number of EUDs. Advisory service has been provided to Côte d'Ivoire on M&E. 2 more EUDs (Malawi and Sénégal) would be interested in further advisory services.

OUTPUT DELIVERY ⁹⁵		
Output	Output status	Output summary
3.2 Evaluation of the employment potential of selected projects including bilateral flagships for EU Delegations and National Partners	On schedule	See above.
3.3 Accompanying policies and guidance on project design and implementation	On schedule	These activities are scheduled for later in the project implementation.

Note: Beneficiaries of the project include the following groups:

- Government agencies of SSA countries, particularly those currently in focus (Cameroon, Cote d'Ivoire, Kenya, Malawi, Namibia, Rwanda, Senegal, Uganda, Zambia);
- Social partners in these countries;
- Other national stakeholders in these countries;
- European Commission staff, particularly from DG INTPA and the delegations in the above countries; and
- International and bilateral financial institutions' staff.

Project Management Arrangement

16. A Steering Committee constituted with INTPA E2⁹⁶, E3⁹⁷, A2⁹⁸ and D4⁹⁹ officials for the European Commission side, and with the ILO Director of the Employment Department, the Deputy Regional Director for Africa, the Branch Chief of DEVINVEST, the Team Leader Structural Transformation, Trade and Sectoral Strategies, and the Project's CTA for the ILO side, provides guidance and advice to the Project team.
17. An Operational Committee constituted with INTPA E2 and E3 officials, as well as the STRENGTHEN2 Project team, provides regular guidance and oversight on the Project.
18. The Project structure consists of a Central Project Office based in Geneva and a local Office based in Abidjan. The Project team currently consists of the following staff:
 - a. 1 Chief Technical Adviser
 - b. 5 Technical Officers (2 of which part-time)
 - c. 1 Project Assistant
 - d. 1 Finance & Admin Assistant
19. Part of the Project activities and staff are based in Côte d'Ivoire. They are subject to management decisions by the ILO's regional office (ROAF) and technical supervision by the CTA, based at ILO HQ.
20. The Chief of DEVINVEST at the ILO provides the overall supervision to the Project and is the ILO Responsible Officer.
21. The Project works closely with the ILO Regional Office in Abidjan, as well as the METI project (Mainstreaming Employment into Trade and Investment in the Southern Neighbourhood), which covers related issues for countries in the Middle East and North Africa.

⁹⁶ INTPA E2: Micro-economic Analysis, Investment Climate, Private Sector, Trade & Employment

⁹⁷ INPTA E3 : Sustainable Finance Policy

⁹⁸ INTPA A2: Regional & Multi-country programmes for Africa

⁹⁹ INTPA D4: Performance, Results & Evaluation, Internal Communication, Knowledge Management & Collaborative Methods

PURPOSE AND SCOPE OF THE MID-TERM INDEPENDENT EVALUATION

Purpose

22. The independent mid-term evaluation serves two main purposes:
 - i. Provide an independent assessment of progress to date of the Project across the three outcomes; assessing performance as per: the targets and indicators of achievement at output level, the strategies and implementation modalities chosen, the partnership arrangements, and the constraints and opportunities in Project countries;
 - ii. All of the items mentioned under i. shall be undertaken with the aim of generating lessons learned and pointing out resources needed for the successful implementation of the Project; i.e., providing strategic and operational recommendations, including on how to address sustainability issues.

Scope

23. The evaluation will cover the duration of the Project since its start (in August 2020) and its full geographic coverage at both Headquarters, Regional and Country level. The evaluation will cover all outcomes of the Project, with particular attention to coherence and synergies across components.
24. Gender concerns should be addressed in accordance with the ILO Guidance note 4, “Integrating gender in the monitoring and evaluation of projects².” All data should be sex-disaggregated and different needs of women and men and of marginalized groups targeted by the Project should be considered throughout the evaluation process.
25. The evaluation will integrate gender equality, disability inclusion and other non-discrimination issues as a cross-cutting concern throughout its methodology, analysis and all deliverables, including the final report.
26. The evaluation will give specific attention to how the Project is relevant to the ILO’s programme and policy frameworks at the national and global levels, relevant Sustainable Development Goals (SDGs), UNDAF and national sustainable development strategies (or their equivalent) or other relevant national development frameworks, including any relevant sectoral policies and programme.

EVALUATION CRITERIA AND QUESTIONS

27. The evaluation will follow the UN Evaluation Standards and Norms, the Glossary of key terms in evaluation and Results-Based Management, as well as utilise the Organisation for Economic Co-operation and Development Assistance Committee (OECD DAC) evaluation criteria as outlined below:
 - **Relevance and strategic fit** – the extent to which the objectives are in keeping with Sub-Regional, National and Local priorities and needs, Constituents’ priorities and needs, and the Donor’s priorities for the Project countries;
 - **Validity of design** – the extent to which the Project design, logic, strategy and elements are/ remain valid vis-à-vis problems and needs;
 - **Effectiveness** - the extent to which the Project can be said to have contributed to the development objectives and the immediate objectives and more concretely whether the stated outputs have been produced satisfactorily; in addition to building synergies with national initiatives and with other donor-supported projects and Project visibility;
 - **Efficiency** - the productivity of the Project implementation process taken as a measure of the extent to which the outputs achieved are derived from an efficient use of financial, material and human resources;
 - **Effectiveness** of management arrangements;

- **Impact** - positive and negative changes and effects caused by the Project at the Sub-Regional and National levels; i.e., the impact with Social Partners and various implementing partner organisations; and
 - **Sustainability** – the extent to which adequate capacity building of Project stakeholders has taken place to ensure mechanisms are in place to sustain activities and whether the existing results are likely to be maintained beyond Project completion.
28. In line with the Results-Based approach applied by the UN, the evaluation will focus on identifying and analysing results by addressing key questions related to evaluation concerns and the achievement of the outcomes/immediate objectives of the Project using the logical framework indicators.

Key Evaluation Questions

29. The evaluation will examine the Project on the basis of the questions listed below and against the standard evaluation criteria mentioned above. The Evaluator will start from these proposed set of questions and develop a more detailed analytical structure of questions and sub-questions, taking into account gender equality concerns. Evaluations findings and lessons learned from the STRENGTHEN project should also be taken into account when finalising the analytical framework. In addition, the report of the Evaluability Assessment undertaken in 2021 will also be key in the selection of the final evaluation questions.

i. Relevance and strategic fit

- To what extent are the objectives and interventions of the Project consistent with the beneficiaries' requirements and relevant to the needs of the Project countries?
- To what extent does the Project complement and fit with other on-going ILO and prominent UN and EU programmes and projects in the Project countries?
- To what extent does the Project align to National priorities in the Project countries?
- To what extent is the Project relevant to the DWCPs of the Project countries and to relevant Programme and Budget Outcomes of the ILO? To what extent have EU bilateral cooperation priorities been considered?
- To what extent did the Project objectives and interventions consider relevant SDG targets and indicators?

ii. Validity of design

- To what extent is the results framework appropriate, given the expectations of the ILO and the Donor?
- To what extent are the indicators described in the Project document appropriate and useful in assessing the Project's progress? If necessary, how should they be modified to be more useful?
- To what extent are the original Project design (objectives, outcomes, outputs and activities) and its underlining theory of change logical and coherent?
- The Evaluability Assessment of the Project recommended a revision of the Theory of Change and the logical framework. Drafts have been prepared for both. When answering the above questions, special consideration should be given to these drafts and the ideas expressed therein. Are the revised Theory of Change and the logical framework a better fit for the Project or should the old one be retained? Dependent on the answer, recommendations should be made to modify further.
- How realistic were the risks and assumptions upon which the Project logic was based, and how should they be revised?

iii. Effectiveness

- To what extent has the Project been making sufficient progress towards its planned results (including intended and unintended, positive and negative)? Is the Project likely to achieve its planned long-term and medium-term outcomes by the end?
- To what extent has gender mainstreaming been addressed in the design and implementation of the Project?
- To what extent has the Project adapted its approach to specific country contexts? Has it been responsive to political, legal, and institutional challenges where it operates?
- To what extent do the Project management capacities and arrangements put in place, support the achievement of the expected results?
- Has the Project made strategic use of coordination and collaboration with other ILO projects and with other partners to increase its effectiveness and impact?
- How effectively did the Project monitor performance and results?
- To what extent are the Project interventions contributing (or not) to the relevant SDGs and related targets? If the relevant SDGs were not identified in design, can a plausible contribution to the relevant SDGs and related targets be established?

iv. Efficiency of resource use

- How well have resources and inputs (funds, expertise, time, etc.) been allocated or used strategically to achieve the expected results?
- Have Project outputs been delivered in a timely manner? If not, what are the factors that have hindered timely delivery of outputs?
- Have any measures to integrate gender equality been put in place? Where possible, analyse intervention benefits and related costs of integrated gender equality (or not).
- To what extent have Project resources been leveraged with other related interventions to maximize impact, if any?
- Was the budget spent according to the proposed budget lines?

v. Impact orientation and sustainability

- To what extent are the planned results of the Project likely to be durable and can be maintained or even scaled-up and replicated by other partners after major assistance has been completed?
- How effective has the Project been in establishing national/local ownership?
- To what extent can the outputs be expected to be sustainable over the medium-term 5 - 10 years?
- Which recommendations could be drawn from the Project implementation so far and from other similar undertakings?
- To what extent do the government institutions support the initiatives taken by the Project? Why and how to increase this support?
- To what extent and at what level (global – ILO or local – country level) have ILO Constituents been involved in the implementation of the Project?

30. A methodology is suggested for the mid-term evaluation, which can be adjusted by the Evaluator if considered necessary, is in accordance with the scope and purpose of the evaluation and in consultation with the Evaluation Manager.
31. The evaluation should be carried out in adherence with the relevant parts of the ILO Evaluation Framework and Strategy; ILO Policy Guidelines for Evaluation: Principles, Rationale, Planning and Managing for Evaluations (3rd ed. August 2017)³.
32. The following elements are the proposed methodology:

i. Inception Phase

The Evaluator will review the Project document, work plans, Project monitoring plans, progress reports, previous evaluations completed by ILO and donors, government documents, meeting minutes, evaluability assessment, policy frameworks and other relevant documents that were produced through the Project or by relevant stakeholders. In addition, the Evaluator will conduct initial electronic or telephone interviews with key Project informants (CTA, Project Coordinators in Project Countries). An inception meeting with the Evaluation Manager and the Project team (via Skype or face-to-face). The objective of the consultation is to brief the evaluator about the status of the Project, the priority assessment questions, available data sources and data collection instruments and an outline of the final evaluation report. The following topics will be covered: status of logistical arrangements, Project background and materials, key evaluation questions and priorities, outline of the inception and final report. Based on the scope and purpose of the evaluation, document review, briefings and initial interviews, the Evaluator will prepare an inception report with the final methodology.

ii. Data Collection Phase

The Evaluator will first complete relevant consultations with internal Project stakeholders such as the CTA, and Project staff and those in the list of key stakeholders. If the Evaluator wishes to speak with other stakeholders beyond the list, this can be discussed with the Evaluation Manager. The Evaluator may consider undertaking missions to selected Project Countries (for example to Abidjan, Cote d'Ivoire) if relevant, otherwise organize various meetings online with tripartite stakeholders⁴ to get their views and feedback on the Project and its engagement with them. This will include one or more meetings divided per stakeholder group with Government Representatives, Social Partners and Implementing Partners of assessed projects (international or bilateral financial institutions acting as financial partner institutions of the EU and technical partners implementing relevant investment projects).

The Evaluator will work together with the Project Management to ensure meetings with Project stakeholders are organized. Based on these meetings and the document review, the Evaluator will build an initial set of conclusions and possible recommendations for next steps. The Evaluator will debrief the ILO Project team and the Evaluation Manager on preliminary conclusions and recommendations.

iii. Report Writing Phase

Based on the inputs from discussions and interviews with key stakeholders, the Evaluator will draft the mid-term evaluation report. The draft report will be sent to the Evaluation Manager, who will share the report with key stakeholders for their inputs/comments. The Evaluation Manager will consolidate all comments including methodological comments and will then share them with the Evaluator for consideration in finalizing the report. The Evaluator will finalize the report, taking into consideration the stakeholder comments and submit one complete document, with a file size not exceeding 5 megabytes. Photos, if appropriate should be included, inserted using lower resolution to keep overall file size low. A debriefing will be held with the ILO – including the Evaluation Manager and the Project team – and the European Commission, ideally

in-person and only if not feasible through conference call, following the submission of the final report.

EVALUATOR'S RESPONSIBILITIES AND DELIVERABLES

33. Key Evaluator responsibilities:

- The design, planning and implementation of the evaluation and the write-up of the evaluation report, using an approach agreed with ILO, and for delivering in accordance with the ILO's specifications and timeline;
- Consulting and liaising, as required, with ILO, stakeholders and partners to ensure satisfactory delivery of all deliverables; and
- Making herself/himself available, if required, to take part in briefings and discussions, online or, if judged necessary, at the ILO Geneva Office or other venue, on dates to be agreed, in line with the work outlined in these ToRs, details of which will be worked out by the end of the inception phase.

34. Key Evaluator deliverables:

i. **Deliverable 1: Inception report with methodology⁵**

The inception report should detail the Evaluators' understanding of what is being evaluated and why, showing how each evaluation question will be answered by way of: proposed methods; proposed sources of data; and data collection procedures. The inception report should also include an evaluation matrix, proposed schedule of tasks, activities and deliverables. The evaluation methodology should include a description of:

- An analytical approach to assessing the Project across locations;
- A methodology to select and evaluate, among the Project countries, a sub-set of countries to be reviewed in depth, as mentioned in the evaluation scope section above.
- As proposal for physical in-country visits, if deemed relevant and not possible to conduct virtually.

ii. **Deliverable 2: Draft Evaluation Report**

To be submitted to the Evaluation Manager in the format prescribed by the ILO checklist number 5⁶.

iii. **Deliverable 3: Presentations of Draft Report**

A presentation should be prepared for the ILO on the draft report, to be used during the debriefing.

iv. **Deliverable 4: Final Evaluation Report**

To be submitted to the Evaluation Manager as per the proposed structure in the ILO Evaluation guidelines, checklist number 5, carefully edited and formatted. The quality of the report will be determined based on quality standards defined by the ILO Evaluation office⁷. The report should also, as appropriate, include specific and detailed recommendations by the Evaluator based on the analysis of information obtained. All recommendations should be addressed specifically to the organization or institution responsible for implementing it. The report should also include a specific section on lessons learned and good practices⁸ from that aspect of the Project that the evaluation is focusing on, either that could be replicated or those that should be avoided.

v. **Evaluation summary**

A standalone summary of the evaluation in the template provided by EVAL for wider dissemination.⁹

PROPOSED WORKPLAN AND TIMEFRAME

35. The evaluation is foreseen to be undertaken in the time period, 1 September – 24 December 2022, with the aim to submit the final evaluation report to the donor no later than **21 December 2022**. The total effort is expected to be **35 work days** to complete the full assignment.

Phase	Tasks	Responsible Person	Timing	Days Proposed
I	Preparation of TOR, consultation with the European Commission and ILO	Evaluation Manager		
II	Identification of independent international Evaluator Entering into contracts and preparation of budgets and logistics	Evaluation Manager		
III	Inception phase: Desk review, initial briefing with Evaluation Manager, internal briefings with the CTA and key Project staff, development of a draft and final inception report and agenda for meetings	Evaluator		
IV	Data collection phase: Meetings with key stakeholders, facilitate stakeholder meetings and interviews, debriefing with ILO Field Offices	Evaluator		
V	Report writing phase: Draft evaluation report based on desk review and consultations from field visits	Evaluator		
VI	Circulate draft evaluation report to Project stakeholders and consolidate comments of stakeholders and send to Evaluator	Evaluation Manager		
VII	Finalize report including explanations on comments not included	Evaluator		
VIII	Approval of report by EVAL	EVAL		
IX	Official submission to the PARDEV	Evaluation Manager		
Total				

36. For this independent mid-term evaluation, the final report and submission procedure will be as follows:
- The Evaluation Consultant will submit a draft evaluation report to the Evaluation Manager;
 - After reviewing compliance with the TORs and accuracy, the Evaluation Manager will forward a copy to the Project staff and other key stakeholders for comment and factual check;
 - The Evaluation Manager will consolidate the comments and send these to the Evaluation Consultant;
 - The Evaluation Consultant will finalize the report, incorporating any comments deemed appropriate and providing a brief note explaining why any comments might not have been incorporated. He/she will submit the final report to the Evaluation Manager;
 - The Evaluation Manager will forward the report to EVAL for approval;
 - The Evaluation Manager officially forwards the evaluation report to stakeholders and PARDEV; and
 - PARDEV will submit the report officially to the Donor.

PROPOSAL SUBMISSION CRITERIA

37. The following will be considered minimum contents of the proposal. Please submit in the order listed:
- Responder's name and address;
 - Telephone number, skype address and email address (as available);
 - A detailed methodology for meeting the objectives of the TOR;
 - A description of the deliverables and work plan that will identify the major tasks to be accomplished and be used as a scheduling and managing tool, as well as the basis for invoicing;
 - An outline of the Respondent's background and experience with examples of similar work done (two evaluation reports);
 - The cost proposal or proposed budget, please provide assumptions taken;
 - Contact details for at least three organizations who have engaged the Responder for similar assignments during the proposal review process;
 - A specific statement that the evaluation will comply with UN Norms and standards; and
 - Mention and reference to the Code of Conduct for carrying out the evaluations.

RESOURCES

38. The following resources are required:
- Consultant fees for 35 work days
 - Travel to selected Project Countries and DSA as per ILO rules and regulations if applicable
 - Costs associated with meetings including interpretation as needed

PROFILE OF EVALUATION CONSULTANT

39. The Evaluator should have the following qualifications:
- Masters degree in social sciences or related graduate qualifications;
 - A minimum of 10 years of professional experience specifically in evaluating international development initiatives and experience related to the area of employment impact assessments;
 - Minimum five years of experience in conducting programme or project evaluations;
 - Proven experience with logical framework approaches and other strategic planning approaches, M&E methods and approaches (including quantitative, qualitative and participatory), information analysis and report writing;
 - Fluency in written and spoken English is required, knowledge of French would be an asset
 - Knowledge and experience of the UN System;
 - Understanding of the development context of the Project Countries is an advantage;
 - Excellent consultative, communication and interview skills;
 - Demonstrated excellent report writing skills in English; and
 - Demonstrated ability to deliver quality results within strict deadlines.
40. Interested candidates should submit an expression of interest, highlighting the relevant past experience, full curriculum vitae and daily fee to the Evaluation Manager, Drew Gardiner (gardiner@ilo.org) no later than

ANNEX 1: All relevant ILO evaluation guidelines and standard templates

1. STRENGTHEN2
[Employment impact assessment to maximize job creation in Africa \(STRENGTHEN 2\) \(EMPLOYMENT\) \(ilo.org\)](#)
2. Integrating gender in the monitoring and evaluation of projects,
https://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm
3. ILO Policy Guidelines for Evaluation: Principles, Rationale, Planning and Managing for Evaluations (3rd ed. August 2017), http://www.ilo.ch/eval/Evaluationpolicy/WCMS_571339/lang--en/index.htm
4. Guidance note 7 Stakeholders participation in the ILO evaluation
http://www.ilo.org/eval/Evaluationguidance/WCMS_165982/lang--en/index.htm
5. Checklist No. 3 Writing the inception report: http://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_165972.pdf
6. Checklist No. 5 Preparing the evaluation report: http://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_165967.pdf
7. Checklist 6 Rating the quality of evaluation report
http://www.ilo.org/eval/Evaluationguidance/WCMS_165968/lang--en/index.htm
8. Template for lessons learnt and Emerging Good Practices
http://www.ilo.org/eval/Evaluationguidance/WCMS_206158/lang--en/index.htm
http://www.ilo.org/eval/Evaluationguidance/WCMS_206159/lang--en/index.htm
9. Writing the evaluation report summary
http://www.ilo.org/eval/Evaluationguidance/WCMS_166361/lang--en/index.htm
10. Template for evaluation title page
http://www.ilo.org/eval/Evaluationguidance/WCMS_166357/lang--en/index.htm
11. SDG related reference material at:
<http://www.ilo.ch/eval/eval-and-sdgs/lang--en/index.htm>