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Sida Decentralised Evaluation

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Evaluation of the Maghreb Regional Training Programme “Development of Public Employment Services in Algeria, Morocco and Tunisia”

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July 2012

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

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Abbreviations and Acronyms

AF	The Swedish Employment Service (Arbetsförmedlingen)
AfDB	African Development Bank
ANEM	The National Employment Agency in Algeria (Agence Nationale de l'Emploi)
ANAPEC	The National Skills and Job Promotion Agency in Morocco (Agence Nationale de l'Emploi et des Compétences)
ANETI	The National Agency for Employment and Independent Work in Tunisia (Agence Nationale Pour l'Emploi et le Travail Indépendant)
CIREM	Spanish foundation for Employment (Centre d'Initiatives i Recerques Europees a la Mediterrania)
DAC	Development Assistance Committee (OECD)
EU	European Union
PES	Public Employment Services
Pôle-Emploi	French Employment Services
ILO	International Labour Organisation
MOLSS	Ministry of Labour and Social Security (Algeria)
NGO	Non-Governmental Organisation
ONEQ	The National Observatory for Employment and Qualification in Tunisia (Observatoire National de l'Emploi et des Qualifications)
OECD	Organisation for Economic Co-operation and Development
PES	Public Employment Services
PES-T	Public Employment Services Tunisia
PES-M	Public Employment Services Morocco
PES-A	Public Employment Services Algeria
Sida	Swedish International Development Cooperation Agency
WB	The World Bank

Executive Summary

The Swedish government has provided bilateral support to the employment agencies in Tunisia and Morocco through Swedish Arbetsförmedlingen (AF) in the past. This particular programme has attempted to support these countries, including Algeria from a regional perspective since all three share similar challenges with regard to their labour markets, including high unemployment rates among the young. The programme objectives included supporting the three national employment agencies in: i) introducing and adapting methods and procedures for collection and analysis of labour market information; ii) developing systems for labour market intermediation through web-based employment services; iii) reviewing and adapting programmes and instruments regarding employment of individuals and vulnerable groups; iv) increasing the level of cooperation at national level within each country among stakeholders in the employment sector; and iv) developing mechanisms and instruments for the promotion of self-employment.

Arbetsförmedlingen is considered a neutral outsider and is well positioned among other donors to provide technical assistance to the three countries, including the facilitation of intra country dialogue and technical discussions. The Swedish approach to employment and unemployment, including labour market analysis, web-based employment services and introducing instruments to serve vulnerable groups has proven to be beneficial to the three public employment agencies. In particular, their flexible approach to adapting the Swedish model to the three national public employment services and introducing an incremental approach to learning by doing has been well received and effective. Arbetsförmedlingen has contributed significantly to the three first objectives. The remaining two objectives were not funded by this programme and the assumption that the agencies would be able to pursue these independently has proven to be wrong. Therefore, very few initiatives have been developed in response to these objectives.

The support is relevant to all the agencies but each agency has its specific interest and preference. In Morocco, for example, the web-based employment services have been improved which has increased transparency between employer and job seeker while also providing easier access to employment information for jobseekers. In Algeria, labour market analysis based on surveys has been conducted which provides the agency and government with useful data for policy making. In Tunisia, the job barometer and compass have proven crucial tools in predicting employment trends in the tourism sector while also providing better guidance to job seekers.

In all three countries support to systems, analysis and forecasting, and support to vulnerable groups, including women, disabled and long-term unemployed has been significant. In Tunisia, the support to disabled persons is promising while the cooperation between the agency and the Ministry of Social Affairs has improved significantly and will continue after this programme. In Morocco, the agency's advisors are conducting the surveys for labour market analysis independently and local and regional technical groups were created to analyse regional and local labour markets. In Algeria, the agency started survey and data gathering in two pilot regions The pilot

programme is extended to 11 regions. As a response to the Swedish support a special unit was created which contributed to successful implementation of the pilots.

The support has been less effective with regard to gender issues and targeting youth. Gender appears a sensitive issue where traditional perceptions regarding labour and gender prevail. Youth unemployment is one of the key challenges in the Magreb but the support has addressed this target group not systematically in all countries. The nature of the support is providing technical assistance to the three agencies and it is not always clear how this assistance supports planned or ongoing reforms. The analytical underpinning of this support is weak and the logframe's indicators and monitoring system were overambitious. In all three countries the PES' monitoring and evaluation is weak, including of their own programmes which impedes verifiable data collection and analysis.

The agreements of cost-sharing have been followed among all partners. All agencies receive support from other donors and all depend on the availability of staff and management. Commitment from management in all countries has been excellent which has also contributed to ownership. Cooperation with the French Employment services has been constructive but donor cooperation among the different actors addressing the aid effectiveness principles has been limited. Assistance has been provided intermittently through short missions, workshops and training sessions which has been effective and efficient. The regional seminars have provided the three agencies with the opportunity to discuss, learn and exchange ideas and the regional perspective is emerging but beneficiaries consider the bilateral technical support most important.

The programme is sustainable in that it assisted the three agencies in increasing their performance. Staff acquired skills and knowledge while also developing the systems and tools in support of closing the gap between supply and demand in the labour market. The agencies themselves remain responsible for ensuring sufficient human and financial resources to continue the work. The regional cooperation is a first attempt to bring the three agencies together and provide them with a platform for discussion. It constitutes an important step for future cooperation in which themes of mutual interest will be beneficial to all stakeholders. Arbetsförmedlingen has developed and contributed to constructive partnerships with and among the agencies.

1 Introduction

Sida has commissioned an evaluation of the Maghreb Regional Training Programme, “Development of Public Employment Services in Algeria, Morocco and Tunisia. The purpose of the evaluation is to provide Sida, Arbetsförmedlingen (The Swedish Employment Service) and the partner organisations in the Maghreb region with information and knowledge regarding the outcome and effects of the project, both in terms of the regional training programme approach and concerning the country-specific follow-up interventions.

The Maghreb Regional Training Programme was elaborated during 2008 after a series of consultations with partner organisations in the beneficiary countries. Project implementation started in early 2009. Partners in the cooperation were:

- the National Employment Agency (ANEM) in Algeria,
- the National Skills and Job Promotion Agency (ANAPEC) in Morocco,
- the National Agency for Employment and Independent Work (ANETI) in Tunisia, and
- Arbetsförmedlingen.

Representatives of Pôle-Emploi, the French public employment service, the ILO and other international resource persons have also participated in the training events organised by the project.

The project was organised as a regional and international training programme complemented by tailored national follow-up activities to support the institutional capacity development at national level. Sida’s contribution to the cooperation was SEK 6 300 000.

The project’s specific objective (or project purpose) was “to increase the institutional capacity of the three agencies participating in the regional competence development programme to provide assistance to selected target groups, i.e. young, highly educated persons as well as members of vulnerable groups in the labour market (women, handicapped and long-term unemployed)”.

The specific objective was expected to be achieved through five outcomes/outputs that the project intended to produce. These were:

- Methods and procedures for collection and analysis of labour market information introduced and adapted to the national requirements.
- Systems for labour market intermediation through web-based employment services further developed, tested and approved.
- Measures (programmes and instruments) reviewed, adapted and tested concerning employment of individuals and vulnerable groups.
- Increased level of cooperation at national level within each country among stakeholders in the employment sector.
- Mechanisms and instruments further developed for promotion of self-employment within the target group.

Swedish expert inputs have mainly been geared towards outcome one, two and three while outcome four and five have been addressed through exchange of information and collaboration among the three beneficiary countries.

2 Methodology

The evaluation methodology has followed the five evaluation criteria as prescribed by the ToR, including the specific questions: i) Efficiency, ii) Effectiveness, iii) Ownership, including project management, iv) Cross-cutting issues and sustainability, and v) Main lessons learned and continued cooperation. For an overview of the ToR see annex 1. These five evaluation criteria also constitute the outline of the report.

The methodology consisted of six logical steps in order to collect information, cross examine data and analyse the results of the assistance to the public employment services (PES) in the three countries. The analysis also includes an overall judgement of the regional character of the training programme.

Step 1: Inception phase: document review, interviews with representatives of Sida and AF in Stockholm. Preparation of the field work, including development of a questionnaire.

Step 2: Country field visits. Meetings with PES representatives in Tunisia and Morocco, donors and international organisations in country as well as in their respective headquarters.

Step 3: Analysis and data review based on step 1 and 2 in order to prepare the first draft of the report.

Step 4: Sida and other stakeholders provided comments after which the team will draft the final report.

Step 5: The final report will be submitted to Sida for approval after which the team will translate the report into French.

Step 6: A workshop in Sweden with representatives of the three PES and other interested stakeholders will be organised to discuss future cooperation. The evaluation report will be used as a point of departure for the discussions.

The team prepared an evaluation matrix and included several questions on relevance which were not part of the ToR. This would permit the team to evaluate the programme based on the five OECD-DAC criteria. The matrix was translated into French. The team started with interviewing representatives of Sida and Arbetsförmedlingen based on this matrix and the ToR questions. In addition, the team started preparation for field visits and made contact with the different representatives in the three countries to agree on a time schedule for the visits and identify persons to be interviewed.

Both team members visited Tunisia and met with beneficiaries, government officials and donors. One team member continued the field work in Morocco and met with beneficiaries and government officials. A third country visit to Algeria was prepared but the administrative procedures to obtain a visa took longer than expected and

in close consultation with Sida and the Algerian Authorities it was decided that interviews would be held by phone. The ToR questions were shared with representatives of the employment service in Algeria before the telephone interviews were conducted. The team had no opportunity to verify the information obtained through interviewing other stakeholders.

After the field visits, the team met with the French Employment Service (Pôle Emploi) in Paris and the World Association of Public Employment Services (WAPES) in Brussels. Finally, representatives of the ILO shared information by mail.

For all the interviews the questionnaire was used in particular for the field visits. The purpose of interviewing the French Employment Services, WAPES and the ILO was to get a better perspective on AF's approach and contribution to the three countries as well as the regional aspect of the programme. Some of the organisations have similar assistance programmes to the Maghreb, interact with donors and employment organisations and had participated in workshops during this programme. They were therefore in a good position to provide the team with a comparative perspective and discuss the added value of AF's work in the three countries.

The team had various meetings to discuss the data and analysis, followed up with additional correspondence to the PES in the three countries to verify information and consolidate findings.

3 Evaluation Criteria and Questions

3.1 INTRODUCTION

The programme was designed based on a workshop held in Trosa, Sweden in May 2008. The workshop was organised as a consultative process to formulate project objectives and indicators. The discussion was conducted in the framework of Sida's commitment to the project and it ensured project resources. The programme purpose was to further strengthening the institutional capacity of the participating three agencies and that the collaboration should promote and facilitate intensified contacts between Sweden and the region. The event was attended by high-level representatives of the national employment services in Algeria, Morocco and Tunisia as well as two representatives of Arbetsförmedlingen. The ILO in Geneva as well as the French National Employment Agency sent observers to the seminar. A final project document was drafted and submitted to Sida after the workshop.

This workshop resulted in the identification of five outcomes of the regional training programme as mentioned above. Only the first three outcomes were budgeted for in the training programme while it was assumed that the two remaining outcomes would be further developed by the respective PES in each country. This assumption was overambitious and due to a lack of resources such regional events did not take place.

The programme design was based on results from previous bilateral assistance programmes to Tunisia and Morocco. Based on Arbetsförmedlingen (AF) experience in the region, they initiated to contact the Algerian PES which was eager to join the regional programme. AF was considered a neutral outsider and well positioned to provide the link among the three countries and facilitate debate and technical discussions based on the assumption that all three countries had similar challenges with regard to their labour markets. In addition, as a result of previous bilateral assistance, AF was well aware of the technical and analytical needs that were required in order for the public employment agencies to implement their mandates and improve overall performance.

The log frame which was developed was ambitious and although progress has been made in all three outcomes not all objectives have been achieved. For example, for outcome I, it was assumed that a 40% increase in the number of persons in the defined target group would receive employment through the participating agencies. It is unlikely that this is the case since: i) there is no baseline; ii) the statistics cannot differentiate which interventions have led to a reduction in unemployment of the tar-

get groups¹; and iii) other development partners are also active in reinforcing the PES, for example in Tunisia. Another related issue is that monitoring and evaluation of the PES's existing programmes² are weak and it is difficult to determine how such programmes contributed to log frame results.

The log frame is an important tool to monitor progress and results. Adjustments can be made during implementation - if necessary- and information provided to ensure that targets remain realistic. Monitoring of the log frame also contributes to reporting in a qualitative and quantitative way and permits Sida to discuss progress and results. Various interim reports have been produced as well as a final report. All are informative and provide information regarding progress made towards objectives but the log frame is not used as a reference point for reporting.

In the following chapters we will discuss the results of the ToR questions with regard to the different evaluation criteria.

3.2 RELEVANCE

Relevance discussed to assess whether the programme responds to the country's reform efforts of the labour market, including the specific target groups. In addition, the team assessed to what extent the events of 2011 have affected the objectives and whether the regional perspective was and remained relevant to each country. Finally, relevance of the programme is reviewed in view of assistance from other donors and international agencies.

Tunisia

The different support to systems, analysis and forecasting, and vulnerable groups is relevant and continues to be relevant. The main character of AF's support is that the Swedish model has provided a benchmark for the Tunisian PES. It has permitted PES-T to define where they are in terms of systems, analysis and forecasting and support to vulnerable groups and how AF's technical support to PES has provided them with skills and insights to improve their service delivery.

In comparison to other donors, AF represents a normative framework which is more open and less judgemental and this has affected their way of thinking and identifying problems. For example, in order to assist handicapped people their focus has shifted from an emphasis on the handicap and the way it impedes access to work towards how the handicapped person's environment can be adjusted, including special provisions for equipment which allows the handicapped person doing work like anybody else.

¹ Statistics in general appear to be weak and the level of accuracy and trustworthy is questionable as PES and independent observers indicated.

² These are programmes which the PES initiated without external assistance.

AF's intervention is also relevant in that it provides the PES-T with different concepts and approaches and how it can respond to the challenges that it is facing. In such context AF explicitly does not impose its model or tools but rather provides options that can be adapted to the country's context and needs. This flexible approach is appreciated and it also reinforces ownership since PES-T is in the driver seat and can determine what is appropriate. For instance, based on the Swedish approach of the labour market ANETI has introduced the job barometer in the tourism sector and will extend it to other economic sectors. It is expected that work on the textile industry will start shortly. In addition, they continue working on the vocational compass development for a better career guidance of jobseekers.

Interviewees ascertained that the technical support is of value in itself and permit the PES to professionalise. Little reference was made to how such support directly affects existing policies. The support, therefore, pushed the technical competence of the PES forward which in turn can be used by the Minister or other agencies to develop policies. Support to handicapped persons, however, responds to existing legislation and ratios.

PES-T enjoys support from several donors and due to the events in 2011 more donors express interest in supporting the PES-T. The technical support from AF is considered relevant in view of other support but future support must be designed in such a way that it is complementary to other donors existing and planned interventions.

The PES-T has suffered considerably during the upheavals in early and mid-2011. Offices and staff were attacked and had to be closed for security reasons. The PES-T was seen as the agency that is responsible for creating jobs and the general public perceived it as a bad performer. Some of the planned support had to be postponed and the project was extended at no cost with 6 months. Both the PES-T and AF considered the extension appropriate and the planned activities have been completed. At the same time ANETI suffered from a continuous lack of strong leadership. Its last Director General was only appointed for a year and a new Director General has not been appointed yet. In his/her absence the Chef du Cabinet performs the task as ad interim Director General. This situation has affected PES-T's own programmes and their implementation. The events have also slowed down ANETI's activities. For example, a convention that was supposed to be signed between ANETI and the Ministry of Social Affairs regarding assistance to vulnerable groups has still not been signed. The pilots that have been developed in the regions, however, continue.

Most interviewees consider the next challenge to restore the credibility of the PES-T and improve its overall performance in response to the challenges that face Tunisia. Many have come to realise that this includes a reorganisation of ANETI. Tunisia is undergoing profound changes now that the leadership of the country has changed. It is expected that government's focus on employment and the labour market continues. One of the consequences of the tragic event in which the unemployed young man died is that unemployment appears to be no longer a taboo, including the high percentage of unemployed women. In addition, ANETI, for example, has been able to recruit additional staff through a 'concours'. The newly recruited staff – who were long term unemployed- are working as employment advisors. This permits ANETI to improve the quality of their programs and, for example, provide more individual assistance to jobseekers and deepen its contacts with employers. PES-T has now more than 100 employment offices across the country and it employs about 1400 people.

Morocco

Morocco did not face the problems Tunisia had in 2011. It appears that the programmes of the ANAPEC are implemented in a different context since compulsory registration for job seekers is not necessary and there are no unemployment benefits. As a consequence the social pressure on ANAPEC staff appears less intense in comparison to Tunisia. ANAPEC, however, experienced an uncertain period in 2005-2006 in which the leadership was considered weak. In order to improve ANAPEC's performance in reorganising ANAPEC was introduced and two important objectives were prioritised:

- Monitoring of the labour market to collect reliable information about its evolution for PES-M's internal needs and at the same time to be recognized by other stakeholders (such as regional and local authorities, employer and Chambers of Commerce as a reliable partner
- Developing distance services in order to provide essential information to job-seekers, employers and others stakeholders.

Monitoring the labour market was essential for ANAPEC to show that it was a reliable partner to others and collect the necessary information for programmes assisting its different clients. A previous cooperation project between AF and ANAPEC, financed by Sida, focussed on the development of sector-based labour market forecasting and analysis. ANAPEC was not in a position to develop an "observatory for employment" and AF has assisted ANAPEC in developing locally adapted and reliable methods to forecast developments in the labour market without having to use large investments, including buying sophisticated hardware. AF has been a valuable adviser in simplifying the number of indicators regarding the labour market which are necessary for labour market forecasting and analysis. This permits the collection of reliable information about the labour market starting at local level then transferred to the regional level and finally to the national level. This support is relevant and improved the services provided by PES-M. Similar to Tunisia, many different actors are supporting the PES-T and PES-M. Future support would need to take into account the current and planned support of other donors and in particular the fact the AF is part of a twinning project already. See below paragraph 6.2.

The choice to focus on web based distance services was made to compensate for the rather weak network of the ANAPEC offices across the country. The Haut Commissariat au Plan³ estimates that the active population in Morocco was around 11.629.000 people by the end of 2011 while the estimated number of jobseekers was 980.000. ANAPEC, however, has only 612 advisors of which 475 possess a higher education diploma. They are therefore not in a position to serve each individual job-seeker. The development of web based distance services therefore was a relevant

³ Haut Commissariat au Plan: Note d'information au sujet de la situation du marché du travail au quatrième trimestre de l'année 2011

choice which also increased ANAPEC's effectiveness and efficiency. This has been confirmed at all levels: from the Director General to the Head of a local office. The DG and his staff now have a much better understanding of the labour market situation, they can articulate their needs and know what to expect from its bilateral cooperation with AF. They also appear to be strongly involved in the process and lead the reforms which have increased their ownership. AF's programme was implemented at the right moment when ANAPEC's needs were emerging.

Finally, AF assisted ANAPEC in how they could develop distance services taking local conditions and constraints into account. The Swedish model was used as an example to trigger reflexion and discussion while copying the advanced Swedish PES system was not considered appropriate for the PES-M and its country characteristics. The model was used as an efficient tool adapted to local conditions. In other words, ANAPEC selected from the model what they considered appropriate and with the help from AF trainers and specialists developed their own system. ANAPEC underlines that AF has helped them in structuring their ideas before reforming the web based system and making it user friendly both for clients and staff.

Algeria

Modernisation of ANEM started in 2008 with different activities in the development of human resources, staff training, provision of equipment and the development of IT systems. Despite these activities the ratio jobseekers/advisor remains high (one adviser for about 400 jobseekers). ANEM has a long tradition of bilateral cooperation in different fields including staff training with Pôle Emploi and has cooperated with the Spanish Research Institute for the Mediterranean Region (CIREM) in the field of employment policies. In addition, the EU is planning to finance a 30 months project improving ANEM's organisation, including its structure and its services which it provides to clients and staff training.

When ANEM joined the AF project, two staff members were nominated to work with AF representatives to ensure smooth implementation of the project under the supervision of the Director of Information, Surveys and Documentation (DIED). In general, cooperation with AF is highly appreciated and ANEM has been impressed with the professionalism of AF staff. AF's support is closely linked to the core activities of ANEM development (see below in 3.2 Components). ANEM representatives realise that the Swedish model is advanced for their context, but AF's staff were open to take local constraints into consideration while ANEM was exposed to the Swedish experience and chose to build its own structures, systems and tools based on the local situation. AF's support is relevant in view of other donor support but the future EU cooperation will include areas that AF's has supported during this programme.

In all three countries the support offered by AF is relevant. AF's approach and open attitude not imposing the Swedish model but initiating a dialogue in which learning and adapting to local circumstances prevail has contributed to the individual PESs being in charge of professionalising their organisations and services. The support provided to the three PES permits the organisations to select precisely what AF's comparative advantage is in comparison to other donors. It is precisely the technical and practical support combined with their ability to mentor and facilitate that is relevant and also effective. They also realise that AF's own work, however, is conducted in a stable environment with ample resources. For the three PES, their choices for support need to be well targeted as well as realistic given the human and financial resources that are available to them. They can, for example, not afford frequent and very personalised individual assistance in the same way AF provides this to

Swedish jobseekers. Interlocutors indicate that their technical capacities are progressing but that their workloads are demanding and that their organisations are not conducive to work efficiently and effectively.

The regional perspective has provided the PES with opportunities to exchange and both ANETI and ANAPEC consider the topics chosen for the three regional seminars (intermediation through distance services, labour market data collection and analysis and support to vulnerable groups) relevant as they are at the core of PES activities in all three countries. ANAPEC, however, acknowledges that the approach of the topics is different in each country and that the exchange of ideas and the learning element is relevant to all three country representatives. As part of the AF project ANEM, for example, organised a regional seminar on long term unemployed, handicapped people and young jobseekers in March 2010 (with the participation of Pôle emploi and the ILO). Although ANEM is appreciative of this initiative, ANEM has been more interested, more involved and more active in the two other components. The exchanges are useful but do not necessarily represent a common interest among the three PES.

3.3 EFFECTIVENESS

Effectiveness assesses to what extent the project achieved its objectives, including outcomes that were not budgeted for. In addition, it addresses whether and to what extent regional cooperation has been institutionalised.

Some interlocutors appreciate that AF takes a non-domineering role and provides its support through short missions, including workshops and training sessions. They also appreciate AF's flexibility and in particular when the unexpected events took place in Tunisia and the timeframe for activities and locations for meetings had to be changed. Others argue that they would benefit from longer exposure to AF's support, e.g. in forecasting, in order to have more hands-on supervision and direct contact to discuss and learn. Given that the support was provided on an intermittent basis, AF could not monitor progress closely and only from a distance. In general, contact was not regular enough to fully understand how the PESs advanced.

3.3.1 Support to systems

In all three countries support to systems has been provided based on the outcome "systems for labour market intermediation through web-based employment services further developed, tested and approved". The PES have continued to work on their web-based employment services which has increased accessibility to information for both job seekers and employers as interviewees confirmed. They claim that some key results include firstly that the role of the PES as a facilitator to assist job seekers and employers has improved. The web provides an independent and transparent medium for both parties to meet. The PES has become a more neutral intermediary promoting services in a transparent manner to both sets of clients. This increases the credibility of the PES and creates a level of trust. It also creates a level of individual freedom for users to work on their employment opportunities independently. Secondly, the information can be accessed at any time from any location. Those who do not have individual access can visit PES service centres where assistance can be provided. Given that a high number of users are young they can be better targeted through the internet and the web since they all have IT skills and a high number of users possess a mobile

phone and visit internet cafés. Thirdly, in most cases users are provided with a unique number which permits PES to collect data that are useful to target specific groups. For example, in Tunisia, those who would like to attend workshops to improve their interview skills or follow a course on how to set up their own business can be easily identified. The same data can also prevent fraud since it will be difficult to collect unemployment benefits twice. Although data include gender, very few programmes tend to focus specifically on gender. All systems can report on whether a person has a special need, including handicapped jobseekers.

The team could not obtain data (for example statistics of users of the websites) to support the above and at several occasions interviewees indicated that the monitoring of websites and information systems was still weak. The team participated, for example, in a demonstration of a fictive job searcher and employer to understand how matching through the web takes place.

The PES have developed the systems based on their own needs and they now have the skills to maintain and update the systems. Monitoring remains weak and given the developments in the IT sector refinements and updates will be necessary.

Tunisia

In the PES-T there is a tendency to focus more on jobseekers than on employers. It is still a challenge to motivate employers to use the PES-T for job offers. The PES-T recognizes that they need to improve their methods to engage with employers and to better understand their needs in the medium term and how the PES-T could respond to these needs adequately. Data include gender but little has been done to specifically target women, including those with specific education levels or needs. Age is also included in the data but over time it appears that programs targeting specific age groups are in effect targeting a larger set of jobseekers.

Morocco

During the period 2009-2011 Morocco considered e-intermediation through distance services as their top priority and therefore bilateral assistance supported this area. After the presentation of the Swedish model and its IT system, including development methods, data systems, related tools and their monitoring, the AF staff supported the PES in:

- The validation of specifications related to the intermediation part of the information system
- The validation of technological choices
- The evaluation of the pilot information system
- The validation of the data system
- The follow up of the development process
- The elaboration of specifications for conducting tests on the Internet
- The preparation of tests and experiments

Users groups were invited to ensure that the services provided would meet their needs. It appears that the basic system is in place; it has to be tested and then extended to the entire ANAPEC network (77 local agencies). The system is designed to take local needs into account which increased reliability and also accounts for its success.

Since the project ended, ANAPEC continued to develop the outcomes of the bilateral project and eight trained developers are improving the functionalities of the

system; new graphics standards have been introduced, responsible staff at the regional level has been nominated and trained, and training has been organized across all regions.

Currently, other functionalities for jobseekers are being developed and an external partner is optimizing the access to the ANAPEC's website. Registering on the website has become easier (with the opportunity to create a CV, to compare individual skills with needed skills for a job, and an alert system for jobseekers about new vacancies), but this service is has only recently started and data are not yet available to measure increased registration and use. Each jobseeker has secured access and can search vacancies corresponding to his/her profile, send a CV directly to employers, check a mail box and ensuring that action plans for job searches are implemented. Employers can now submit vacancies with the logo of their company, create several accounts for the same company (depending on the branch which is recruiting) to facilitate matching, search jobseekers' profiles with a key word or different criteria. They have individual accounts and are informed about jobseekers' new profiles and they can determine to what extent these profiles correspond to existing vacancies. All these new services to employers are planned or about to be implemented and it is too early to tell what effect this will have on matching vacancies with jobseekers and motivating both to use the system.

During the bilateral cooperation it was expected that AF would assist with developing new e-services, new matching facilities, new information and career guidance tools, and additional training of the ANAPEC specialists in developing distance services. After 5 missions of the Swedish experts and two work visits to Sweden between May 2009 and September 2011 it appears that most of activities are completed and the expected objectives achieved. Among the results is a new e-intermediation system which is developed, tested and implemented in 5 pilot offices. Concrete plans have been developed to further expand the service to the entire ANAPEC network across the country.

The website is in French only, not in Arabic, which could reduce the participation of the target groups. Costs of developing the website and its tools are substantial and require upfront investment from the government.

Algeria

Compared to the two other PES, ANEM is not as advanced in IT development. Nevertheless ANEM is interested in developing distance services. AF could assist ANEM in preparing specifications for the development of web based distance services in the near future. AF staff already endorsed the specifications and they have to be approved by ANEM management and the Ministry. In addition, a proposal for an intranet system for the staff ANEM has been developed and is under examination before being implemented.

After the project ended, ANEM developed in 2012 two distance services for its users: jobseekers can now register through the website and employers can advertise their vacancies.

AF's support to systems is effective in particular in Morocco. PES-M focus is in this area and AF has proven to increase PES-M's performance.

3.3.2 Support to analysis and forecasting

Analysis and forecasting are essential elements in understanding the labour market in order to plan and implementing measures that are in line with existing or new policies.

The analysis and forecasting serves multiple purposes, including a better matching between vacancies and job seekers, development of support programmes for job-seekers (vocational training), decisions regarding services and funding (incentives) for job seekers and employers and the objectives of the education system.

In this outcome substantial progress has been made based on the introduction of the Swedish model which is survey based. Questionnaires have been developed and training provided to ensure that these were representing the local circumstances and needs. AF has targeted staff from the PES-T and PES-A to provide them with the necessary skills to conduct the survey, collect the information and analysis it.

AF's approach to this outcome has been well received and recipients value AF's quality as facilitator and supervisor. They also appreciate the practical approach to learning through workshops and interaction among participants and with AF. The PES have realised the importance of trustworthy and reliable forecasting and how it can inform decision makers and policy development. At the same time, they indicate that there is no visible effect yet on policies. It is too early to expect such results. In addition, the PES-T is waiting to for a Director General to be appointed who may set new priorities. The relationship between PES-T and ONEQ will have to be clarified as well in order to ensure effective assistance in future.

Tunisia

ANETI has been the main focus of intervention while ONEQ – the agency under direct responsibility of the Ministry of Vocational Training and Employment has the responsibility to conduct surveys, ANETI is dependent on the surveys to work on the analysis.

The fact that there are two agencies conducting separate pieces of work has led to confusion between ANETI and ONEQ but also between ANETI and AF. In the beginning it appeared that they were working as independent silos while for AF it was only possible to fully support the collection and analysis of data if ANETI and ONEQ were to cooperate. The latter is now the case and training and support has been offered to both. It must be noted, however, that changes in human resources and different people attending workshops has somewhat undermined the continuity of the training.

In the previous projects ANETI has always been interested in the tools developed by AF especially those which are related to labour market indicators and analysis. ANETI would like to avoid bottlenecks with higher education graduates entering the labour market. This is especially the case for female graduates. ANETI has tried to adapt the tools to the Tunisian context and with AF support it has created the Job barometer and the Vocational compass.

The job barometer is a practical tool to show prospects for various professions in a specific sector. It is a management tool measuring the level of employability in different jobs of the same economic sector during the 12 next months. The data are collected through a questionnaire which is used by PES-T advisors at the local level to collect information about vacancies versus qualified job seekers' profiles. The same information is collected at the regional and the national levels. The first experiment in the tourism sector gives relevant information about the situation of each profession and, for example, the extent to which a qualified labour force is available. The job barometer will be extended to other economic sectors (the textile sector has been proposed) and ANETI considers it an efficient management tool which should facilitate preparation of actions by ANETI. Data on the job barometer were not yet available.

The Vocational compass provides information about the labour market and professions from 12 different economic sectors for the following year covering 80% of the labour market. In principle, the information can be used as a forecasting tool for a long term perspective at the national level up to 10 years. This is a career guidance tool based on employment statistics and indicators and compares the numbers of vacancies and jobseekers in the same profession during the same time period. It provides information about the problems jobseekers might face in choosing professions with a limited number of vacancies. The tool has not yet been completed and it is expected that PES users will start working with it. At the same time, the Minister of Labour will use the results of these tools in a colloquium which is supposed to take place in June.

The management by objectives system has not been fully introduced. This principle was created by the Ministry of Finance and was introduced across various agencies in Tunisia. In practice it appears much more difficult and the unit in PES-T responsible for 'controle de performance' claims that they have weak performance indicators and experience difficulty in collecting data since they do not have one single administrative system. From their perspective the emphasis has been on labour programmes and support to other ANETI units and the financial and administrative system in support of ANETI's performance has been too marginal. They would prefer to have more time to prepare future support with specific and concrete objectives, work closely with an interlocutor who is in country and consider how AF but also other donors could support them effectively.

Morocco

In Morocco where the informal sector is still significant, monitoring the labour market has been a challenge. Bilateral agreements with AF existed before this regional project. ANAPEC highly appreciated AF's cooperation improving the monitoring system of the labour market. Following AF recommendations, ANAPEC has reduced the number of indicators to analyse the labour market. Thus ANAPEC has obtained a clear idea of the dynamic of the Moroccan labour market. AF advised to concentrate on the economic sectors in development and the monitoring of these sectors is now organised twice a year. ANAPEC's advisors are now able to conduct the surveys without the help of external partners. In addition, local and regional technical groups were created by sector and are analysing the regional and local labour markets. ANAPEC's role is to serve as the secretary of the groups and ensures that they properly function. Partnerships have been developed and further improved and labour market surveys are conducted regularly. Starting at the local level, the system is supposed to anticipate changes in the labour market; to better assess employers' needs in order to improve matching between vacancies and jobseekers; and to avoid gaps in organising (re)qualification training activities for job seekers. At the same time, a Moroccan job and skills repertoire has been produced in the most important economic sectors, allowing employers, jobseekers, ANAPEC staff and other stakeholders on the labour market to speak a common language and use the same terminology.

Algeria

Before AF's intervention ANEM was rather weak in producing reliable statistics and in analysing the data. The Swedish model was adapted to the local situation and ANEM benefitted from the Swedish experience organising surveys and data gathering. As a result ANEM started conducting surveys in two pilot regions. AF also assisted ANEM with the development of a questionnaire and how direct contact with

employers could be initiated to interview them about their needs. The pilot programme has now been extended to 11 regions. The ANEM-AF programme was ambitious and enjoyed the full support of the DG and the Project manager, who is the Director of the Information, Studies and Documentation (DIED) centre. A special unit was created for this AF project as a result and is very committed to its development and success.

A manual with guidelines on forecasting and analysis of the labour market produced at the ANEM national level has been endorsed by AF and has been distributed to regional and local ANEM offices and the current surveys about the labour market are conducted according to the guidelines. It was impossible to collect information about the number of surveys and which topics have been covered. In the absence of a field visit this information is not available. It appears, however, that ANEM's performance in this area would improve if it starts to cooperate with the National Institute of Statistics.

3.3.3 Support to vulnerable groups, including women, handicapped and long-term unemployed

Tunisia

The support to vulnerable groups has been mostly developed in Tunisia and should be considered an important first step in how vulnerable groups can be adequately approached and supported in a non-discriminatory way. Originally this component included a focus on women and youth but the emphasis has been on handicapped persons only. In the past, the focus on the latter was reinforced by the former President's wife, who supported many of the handicapped NGOs in Tunisia and the attention to handicapped persons was well developed but from a charity perspective. There are more than 200 NGOs in Tunisia who support the handicapped and most receive funding from the state.

With support from AF, ANETI developed a strategy and action plan that responded to the existing legal framework, including the existing legislation which obliged companies to employ one handicapped person out of 100 employees. ANETI's most important partner is the Ministry of Social Affairs which is responsible for the registration of handicapped persons and with support of the Medical Association grants a handicapped card.⁴ The PES is responsible for job placement. The results of the approach, strategy and implementation are promising. First, the cooperation between both entities has been reinforced, including at top level which has been instrumental in ensuring that implementation was supported by both organisations. It changed their way of approaching handicapped persons and the staff started focusing on the need to adapt the working place. The attention has shifted towards assisting employers in adapting the working environment. It is not clear to what extent employers receive incentives to employ handicapped persons or support to investment costs with regard to the work place. The PES offices were sensitized to in-

⁴ A medical doctor examines the person and establishes the degree of being handicapped. There are three levels of handicaps.

introduce the approach and overcome perception barriers. Legislation is strong in that it includes socio economic rights for handicapped persons as well as the concept that employment should be a right of all and notably those with a handicap. In that sense Tunisia meets all the international standards. The behaviour towards handicapped persons has changed, interlocutors claim, and the approach and technical support has improved in the course of the project. Some PES-T offices now have a specific unit which provides services to handicapped persons. The Ministry in a joint seminar with ANETI has discussed the way forward and more individual support to handicapped persons is planned. The Ministry itself made 500.000 Tunisian Dinar⁵ available to support the integration of handicapped persons in its organisation and it hired 12 persons, including making public facilities available to this group. The Ministry claims that most public service institutions have hired handicapped beyond the existing ratio but that the private sector still lags behind. Companies that are not in a position to create a job for a handicapped person can support specific programs such as a self-employment project for severely handicapped persons who produce small items to sell.

The government of Tunisia was also suddenly confronted with the release of a significant number of prisoners after amnesty was granted and they considered this group to need special assistance since they had been out of the labour market for a considerable time. The Ministry and PES created a support programme for this group which appears successful and shows the anticipation of the organisations to plan and conduct special activities for job seekers with special needs.

Tunisia has an immersion programme of 21 days for job-seekers, including long-term unemployed who wish to start their own business and this programme appears to be successful. In addition to the programme, participants can access credit (Banque de Solidarité) once the programme is completed. The credit is provided based on the qualifications of the candidate. This programme, however, was not supported by AF.

Morocco

While concentrating on web based distance services and prospects on the labour market, it appears that ANAPEC has partly neglected this aspect of the regional project. It has, however, tried facilitating access to training activities and employment for youth. For example, local employment offices advertise training activities and job vacancies for youth but this is part of ANAPEC's mandate and also a result of other cooperation programmes with donors and it is not a result of this specific programme.

Algeria

The same can be said about ANEM. Apart from the regional seminar on vulnerable groups organised in March 2010, ANEM has mainly focused its efforts on the two other components in the programme which also represents their institutional development priorities.

⁵ The equivalent is Euro 250.000

3.4 MONITORING AND EVALUATION

Monitoring from AF perspective has been conducted through interim reporting on a six months basis and a final report has been produced at the end of the project. The reporting is activity based and provides adequate information on progress but reporting does not include any reference to the log frame, neither are the indicators referred to. In addition, in all three countries the PES monitoring is weak which impedes AF to produce verifiable data and to monitor how their intervention is progressing. This absence impedes tracking progress in detail over time, including establishing a clear causal relationship between AF's support and results that can be either attributed to AF or where AF has had significant contribution to the institutional improvements of the organisations. There are no baselines and in the absence of a clear overview of the existing PES programmes and government's policies in each country it is difficult to assess how AF's intervention has assisted the PES in better responding to governments planning and policies. Rather, it seems that the technical support in forecasting, for example, assists the PES (in Tunisia and Algeria) in providing information to government based on reliable data and analysis. This constitutes the very basis on which government can develop policies and introduce reforms. In Tunisia, the job barometer and compass is of a similar nature in that it provides essential information for planning.

The assumption in the programme document that the governments concerned continue to support the employment sector and the initiatives to promote and facilitate employment was correct despite the events in 2011. In all three cases they do so but it would have been helpful to have an overview what this support consists of and what the existing policies are.

3.5 CROSS CUTTING ISSUES

Cross cutting issues refer specifically to gender and gender equity but these aspects have not substantially been included in the project. It is not clear from which perspective the gender aspect was introduced and AF's gender expert who was initially involved in the programme has retired.

The project document refers in particular to well-educated women who are one of the disadvantaged groups that experience unemployment rates much above the average in the labour markets of the three countries. Other groups include members of vulnerable groups in the labour market such as working poor, women, handicapped and long-term unemployed. As discussed above, the focus has been on handicapped persons and in Tunisia only.

The importance of gender in the three countries is debatable. In Tunisia, the PES is well aware of the high unemployment of educated young women for example, including supporting statistics but in programmes such groups are not necessarily targeted. Data on gender exist in the information systems but have not been used to develop specific tools or programmes to support particular groups.

The perception and status of women is still problematic. At the same time, however, many more women have access to education and complete tertiary education. The Third Maghreb regional seminar on vulnerable groups indicates that both men

and women are well inserted into the labour market with little difference between the two groups. The project, however, also targeted young, highly educated women but no concrete programmes could be detected in Tunisia and Algeria initiated by the PES themselves or through AF's interventions. In Tunisia, for example, other donor support programmes also neglect this aspect. In Morocco vocational training programmes are targeting youth and jobs are advertised in local PES for this target group.

In Morocco and Algeria it appears that gender and equal access to work is part of the existing legal framework and that discrimination is not tolerated from a legal perspective. Interlocutors refer to women experiencing problems in accessing work and this is considered a cultural issue and linked to traditional divisions of labour rather than rule based. In Tunisia, women who graduated from the university are facing serious difficulty in finding work. In Algeria, no specific programmes for vulnerable groups could be detected. Tunisian, Moroccan and Algerian PES employ female staff, including in management positions.

The different categories identified as 'vulnerable' groups used in the project document and described above are not systematically treated in the programme and very few initiatives can be detected that took these groups into account apart from the focus on handicapped persons in Tunisia and job placements for youth in Morocco. It appears that data with regard to the different groups are not always available in the PES which makes targeting difficult. PES own programmes may not target these groups or use different criteria which makes it difficult to ascertain AF's contribution. Interviewees also mentioned that urban and rural divisions constitute a challenge and that certain target groups may need more assistance in particular geographical areas of a country.

3.6 EFFICIENCY

Efficiency assesses cost-effectiveness and cost-sharing, cooperation between AF and the three PES and the contribution of other partners such as the ILO and the French Employment Services. Tailoring the programme to the needs of the beneficiaries has been discussed under relevance and in the section on the log frame.

3.6.1 Cost Effectiveness

The agreements of cost-sharing have been followed with the only exception that Tunisia paid the additional costs for interpreters. All partners applied the cost-sharing principles stipulated in the project document and in the bilateral cooperation agreements. The PES have no additional observations with regard to this point.

Cost-effectiveness from the beneficiary perspective should take into account that many of the staff involved do so in addition to their usual workload. In other words they need to spend extra time in addition to the work they need to do for the organisation. AF acknowledged this and expressed concern that implementation of activities depended on the availability of staff and management. In some cases this resulted in additional staff who were appointed such as in Algeria where more staff was recruited to assist with forecasting. The staff working in Tunisia on the job barometer is limited in numbers too. Staff being overstretched can undermine the expected results and the

project documents did recognize this risk. Continuity has also been an issue and in particular assigning the same people to training and workshops so that the learning curve of the staff would take place jointly and people would not miss sessions. In general, commitments from management in all three countries has been excellent which has also contributed to ownership.

The cooperation between AF and PESs has suffered from some language barriers, including the inability of some consultants to fully work in the French technical vocabulary. In some instances this was solved with the assistance of interpreters which has not been optimal.

It is impossible to judge cost-effectiveness from AF's perspective since the interim and final reports provide only invoice overviews without details.

All three countries enjoy support from other donors and in particular ANETI in Tunisia. Pôle Emploi, in cooperation with AF, for example, has a two year detailed support programme which targets units that are also beneficiaries of AF's support. Although this programme may be complementary in principle it often targets the same management and technical levels. The French Employment Services and ILO have assisted at various workshops and have followed the programme during its implementation but they have not been actively involved in implementing specific project activities. It is not clear to what extent these organisations have been consulted to support the monitoring function of the programme. Independent data could have been collecting from both to support interim and final reports. The programme implementation has been exclusively conducted by AF.

As mentioned above the two final outcomes have not been achieved and although the regional perspective is appreciated and the exchanges useful, PES have not independently from the programme initiated country specific activities or engaged in regional activities.

3.6.2 Delivery Mechanisms

In addition to what has been discussed above, the delivery mechanisms have also been a challenge in light of the turnover of staff and, for example, the events of 2011 in Tunisia. The different components target different units of the labour offices. For IT support, for example, it appears that short term interventions such as workshops and training sessions are appropriate while support to financial and administrative performance may need longer term presence in order to be effective. Other donors use different modalities, including residential advisors who can monitor closely how the programme evolve, liaise with other stakeholders on a permanent basis, including other donors and adapt quickly where necessary, including to changes in government and government policies.

The technical assistance provided can also reach limits which are beyond AF's control but which impact the overall results. Representatives of ANETI, for example, suggest that their existing organisational chart is obsolete and it needs to be reviewed and a reorganisation of ANETI implemented They would also like to clarify their role to ONEQ. This also affects their regional and local offices which all have the same structure. An ineffective organisational set-up can impede results of technical assis-

tance particularly if systems are rolled out across the entire country and all organisation are affected.

3.7 SUSTAINABILITY AND OWNERSHIP

Sustainability discusses to what extent outcomes are institutionally and financially sustainable and what needs to be done to ensure sustainability of the programme.

3.7.1 Partnerships

AF has developed constructive partnerships with all three PES. AF provided previous support to Morocco and Tunisia and Algeria is now part of the regional programme. In general, partners have responded well and appreciate AF's approach and methods. They have been actively involved in implementation and in some instances, such as the job barometer in Tunisia, activities will continue. There is also appreciation of the exchange opportunities with the PES in other countries and in some areas continued exchange and learning are useful such as in labour market analysis.

In Morocco the intermediation tools have been designed, tested and implemented, contributing to better service delivery by the ANAPEC to both jobseekers and employers. In addition, ANAPEC staff and AF experts have quickly found a common language which has accelerated their cooperation and partnership. AF's advice, the assistance with design, the implementation of tools and the training of staff has contributed to such partnership. As mentioned above ANAPEC has already targeted realistic ways of support if a future cooperation with AF is further developed.

AF's support to the PESs is oriented towards providing technical assistance over a two year period on an intermittent base while other donors choose other types of support, including having resident advisors in the organisations. Ownership of the project is therefore perhaps not the most appropriate concept to determine whether the project has been effective and sustainable. ANETI, for example, has internalised the different aspects of AF's assistance based on the Swedish model and they wish continuing doing so. ANETI has selected those activities that suit their needs and the partnership has been further developed based on AFs previous support. AFs added value is based on reinterpreting and adapting the Swedish model to the Tunisian context while reinforcing ANETI's strengths to respond to its mandate and the wider labour market demands. This is also the case for Algeria (focus on forecasting) and Morocco (distant services). The three countries appear to prefer choosing what fits them best rather than buying into all the components. The gender and other vulnerable groups categories are an example where ownership, relevance or even interest appears limited except for the categories handicapped persons and youth as discussed earlier.

The support is sustainable in the sense that instruments and skills have been provided and developed to better respond to the needs of the PES and improve the service delivery of the PES. In particular the knowledge shared and hands on, practical support has been well targeted. Response and cooperation from the PES perspective have been positive but no particular project management skills could be detected. Rather, in the course of implementing this project, beneficiaries have learned to work

together on a step by step approach and continued working while AF staff was absent. This has increased their independence and self-reliance.

The regional character of the programme is appreciated and all three PES consider exchange of information and learning important steps forward in improving their respective PES in country while also learning from each other. The assumption that they have shared problems with regard to the labour market may be true but their legal, institutional, socio-economic and cultural conditions differ. This is also reflected in the PES different mandates and priorities. As discussed above the PES tend to choose what fits them best, including in comparison to what other donors offer. The regional aspect also assumes what they can learn from each other and interviewees see opportunities in future to do so and for example, organise meetings around information systems, job barometers and job classification systems. Tunisia participates in other Sub-Sahara networks and has exchanged information with countries in the past. Interlocutors consider the regional context important and even more so after the 2011 events. In particular labour migration has been an often suggested topic. The African Development Bank in particular is planning activities that cover the Maghreb.

The regional perspective in this programme was a first attempt to bring these three countries together and the exchange has been useful but with few concrete results other than exchange. The PES have in first instance focussed on the needs of their respective organisations. Other donors and organisations who support the three PES do consider the regional aspect useful and positive and something most of them do not in their individual assistance programmes.

As part of the AF project ANEM, for example, organised a regional seminar on long term unemployed, handicapped people and young jobseekers in March 2010 (with the participation of Pôle emploi and the ILO). Although ANEM is appreciative of this initiative, ANEM has been more interested, more involved and more active in the two other components.

The programme is sustainable in the sense that the acquired skills, knowledge and the improvement to systems enable the PES to improve their service delivery. If the PES can ensure sufficient human resources and ensure that their organisations are well structured the sustainability will increase over time. The latter will also improve if the PES are in a position to provide more of their own financial resources to a future programme.

From the regional perspective the programme is a first attempt to bring the three countries together and provide them with a platform for discussion. Once there are themes of mutual interest and benefit to all three PES will the support from a regional perspective be sustainable.

3.7.2 Donor and International Agency Cooperation

AF has informed both Pôle Emploi and ILO from the beginning about the programme. Pôle Emploi involvement in this project has been limited to presentations at various regional seminars and workshops. AF and Pôle Emploi exchange regularly with regard to various topics and themes, for example on labour migration. ILO has been following the project with interest and is focusing in particular on youth in Maghreb countries. It has hosted the preliminary regional seminar in Geneva but its fur-

ther contribution and participation in the AF project has been limited to presentations in regional workshops.

In comparison to the situation before the AF project started in 2009, it seems that the three PES have improved their international cooperation strategies and in particular Tunisia and Morocco. In the past the PES welcomed technical support irrespective of who provided it. Now that more donors are working with the PES, they are in a better position to judge who can bring what types of benefits.

Tunisia

Interlocutors in PES-T, for example, indicated that they could have capitalised better on the project if they had a strong overall strategy at ANETI and strong complementarity with other projects, including donor funded projects. Such strategy could also clarify what role the PES plays in addition to other agencies. If for example, ANETI will sign a cooperation agreement with the Ministry of Social Affairs then future support to vulnerable groups could be build on such agreements and include other partners as well.

In addition to Sida's support, ANETI enjoys assistance from Pole Emploi (the French Employment Services), the French Labour Ministry (Gip Inter), the EU (twinning project), the Belgian Cooperation. A Spanish support programme has ended recently. In the past Pôle Emploi trained ANETI advisers and delegated in 2008-2009 a permanent adviser supporting the labour migration project (AENEAS).

Currently, a twinning project financed by the EU is implemented by Pôle emploi, GIP inter, the French Ministry of Labour, Employment and Solidarity, Sida, AF and Statistiska Centralbyrån. It started in November 2011 and has the following goals:

- Intermediation: improvement of quality services and reinforcement of ANETI's capacity of intervention
- Monitoring, follow up and analysis of the labour market: organisation improvement, development of the ability to get and to provide information to ONEQ.
- Coherence of institutional and technical support: based on the European employment strategy, methodology and tools for the Tunisian employment strategy, management improvement and evaluation of the performance of external support.

The twinning project is implemented during 30 months and two permanent advisers, one from Pôle Emploi and the other one from the French Ministry of Labour, Employment and Solidarity have been recruited to support ANETI and ONEQ respectively. ONEQ has already received some AF support and it is expected that ANETI will also be assisted by AF (AF's intervention in this project will be linked with developing project activities).

Morocco

Morocco has a long tradition of bilateral cooperation with Pôle Emploi, including one permanent adviser who supported ANAPEC's participation in the EU framework projects for 6 years. Cooperation with AF is newer but is attractive for ANAPEC.

Algeria

In Algeria, ANEM cooperates with Pôle Emploi and has started to develop a job classification system with the Spanish PES including support from Pôle Emploi. In addition, ANEM will start a partnership with the EU for 30 months and it has high expectations from this cooperation. This project aims at improving staff skills, external communication, planning, strategic data gathering of the labour market, strengthening its information system, improving knowledge of the labour market as well as developing economic analysis of the labour market. This will permit ANEM to provide reliable information to the Ministry of Labour, Employment and Social Security (MoLSS).

4 The Evolving Context

The region is experiencing many changes since the aftermath of the events in Tunisia. The Arab spring has affected all three countries and their neighbours and challenges in the labour market will remain at the forefront of concerns of politicians and policy makers.

Reforms in the labour market will be needed and the PES is one of the key agents responding to the changes. At the time of designing the project it was assumed that overall reforms were underway and that the project would contribute to these. In Tunisia, the work on handicapped persons has been promising, including the existing legal underpinnings and resources have been made available to support integration into the labour market. As the situation evolves, the Ministry of Social Affairs and PES in Tunisia identify continued options for improvements. For example, they would like to work more closely with the many NGOs that support handicapped persons⁶ and also provide assistance to handicapped children in schools.

The evolving situation has also provoked attention from donors who wish to support. The AfDB, for example, is working with ANETI and other agencies to start a self-employment programme for which they created a support fund (US \$ 1.000.000 grant based) to self-starters. They are also developing a human development strategy for the MENA region and are conducting needs assessments for the different countries, including creating more employment opportunities as well as studying labour migration across the Maghreb. Such overarching programmes could be informative for future cooperation and its analysis could support Sida in targeting its support and ensuring that it is complementary to other donors.

Morocco has suffered less during the Arab spring and the project has been implemented without delay. From a regional perspective ANAPEC would like to be recognized as the main intermediation actor in the labour market. It is strongly supported by the authorities while their level of autonomy is much higher than in the other countries. As mentioned above ANAPEC also knows what they can expect from the AFs partnership with regard to labour market analysis and web based distance services.

In Algeria the situation is more complicated since ANEM is dependent on its parent Ministry's approval. This slows the partnership down considerably. This has also contributed to the fact that its development strategy lacks visibility. Nevertheless,

⁶ There are more than 200 NGOs in Tunisia supporting the handicapped. Most of these are funded by the government.

the willingness and the involvement of ANEM's management to cooperate is considerable and should have a positive effect on ANEM's development. It must be noted, however, that cooperation with AF and other donors would be much easier if its administrative procedures would be simplified.

5 Lessons Learnt

- Design a programme and its components and budget for **all** components
- Design programme support that focuses on the modernisation of the PES and what this entails rather than capacity building. In other words, what are the necessary steps to be taken in order to increase PES performance. This permits a more targeted approach continuing in specific technical areas.
- Use data and existing policies in each country to develop a baseline in the project document which will permit improved monitoring and permits to ascertain what Sida's contribution has been in retrospect.
- Prepare better analysis about specific target groups and ascertain whether the identification of such target groups is considered relevant to beneficiaries or what the rationale for supporting such target groups could be. For example in relation the Sida's strategy which includes human rights and gender
- Ensure complementarity with other donor interventions and consider joint operations, including joint financing which could improve effectiveness and efficiency while also responding to Sida's medium term strategy.
- The regional character of the project has provided the three countries with exchanges based on a common theme. Although all three countries share the same challenges with regard to the labour market, their differences are also apparent. Outcome four has not been achieved and exchanges could be organised that have a stronger learning element across the countries and that meet Sida's regional policies.

6 Conclusion

The project purpose was ‘to increase the institutional capacity of the three agencies participating in the regional competence development programme to provide assistance to selected target groups, i.e. young, highly educated persons as well as members of vulnerable groups in the labour market (working poor, women, handicapped, long-term unemployed)’.

In general, it can be argued that the project has contributed to reinforcing the institutional capacity of the PES in the specific areas that were agreed. Although the overall objective may have been achieved, not all specific objectives were realised. The first three outcomes have been achieved to a large extent. Some of the indicators identified, however, are not met. For example, in Algeria only one forecasting report was produced (three reports was the indicator) and it appears that no data are available to verify whether the number of handicapped persons that received employment through ANETI can be attributed to AF’s contribution. The objective included selected targeted groups such as young, highly educated persons as well as members of vulnerable groups (women, handicapped and long term unemployed). In Tunisia, the focus on handicapped people has been well developed and shows promising results.

The focus on women appears more challenging and they are not a specific target group in the components. Gender equity has received marginal attention and is appears less relevant to the PES. Cultural barriers and perceptions about women’s roles and status continue in Tunisia and across the Maghreb and are more pertinent in rural areas. Long term unemployment programmes exist in Tunisia and the recent recruitment of PES advisors were long term unemployed. AF’s support could have indirectly been beneficial to long-term unemployed, youth or women, for example, through the support to systems and matching job seekers and employers but these vulnerable groups cannot be distinguished in retrospect. In Morocco and Algeria, those groups have not been specifically targeted except for youth in Morocco. Registration as a jobseeker at a PES in Morocco is not linked to any unemployment benefit and this voluntary system cannot cater for these target groups. Programmes targeted at vulnerable groups as identified in the programme have not been considered a priority in both Morocco and Algeria and AF’s impact in this area is weak.

It must be noted, however, that AF has worked in a dynamic environment in which significant political, economic and social changes have taken place in the Maghreb and that the overall objective was defined in a medium to long term perspective. Monitoring in the PESs is weak and therefore reliable data are not easily available. It is without doubt, however, that AFs contribution to the overall objective is significant.

The two remaining outcomes have not been achieved. It was assumed that the three PESs would have increased cooperation at national level among different employment stakeholders and that they would be able to develop instruments for the

promotion of self-employment. These outcomes did not receive any budget in the AF programme and to assume that the PES would indeed be able to make progress was overambitious as well as unrealistic given that the three countries were not able to mobilise resources themselves. In addition, the three different PES had their own priorities and preferences for focus areas and the outcome with regard to self-employment appears not among them. With regard to increased cooperation among national stakeholders Tunisia has improved its cooperation with ONEQ and the Ministry of Social Affairs but that was a result of different project components such as work on handicapped persons and labour market analysis.

It is not clear how well the project is known at a lower level of the PES and, for example, how local offices benefit from the project. The multiservice office⁷ in Tunisia, for example, claims that only some of the top management has been exposed to the programme and that other levels of the organisation are not fully aware of the programme and what it intends to achieve.

Tunisia

In Tunisia different perspectives are developing with regard to needs in the labour market and what the response of the PES could be. On the one hand the request for an overarching employment strategy is emerging at the highest level of government, including a clear vision for the medium to long term. In such context, the role and responsibilities of the PES need to be clarified. Different staff members confirmed that the PES needs to have a clear mandate in order to contribute to such strategy and vision. In addition, the different projects – supported by various donors – all contribute one way or another to ANETI but to work effectively an overview of these projects and to what needs they respond would enable donors to better target future support to ANETI.

Morocco

In Morocco, the contribution and impact of AF's intervention is considered high with regard to the development of e-services. The Swedish system has been used as a reference model and the Moroccan experts adapted it to their needs with the assistance of AF's trainers. Beneficiaries are of the opinion that the use of different applications has seriously improved the existing system and that future development perspectives such as gathering information in one system to improve the matching between vacancies and jobseekers, better career guidance, availability of vacancies on mobile phones are very promising.

⁷ This office is open to anyone and various services are provided, including registration; web reach; and advisory services. The office also provides several specific programmes such as facilitation of stages and support to target groups such as those who have a higher education diploma

Algeria

AF's support in Algeria is effective and beneficiaries in retrospect can now see how weak they were, including the absence of key tools. In general, management is very responsive and enthusiastic at what has been achieved until now with AF's support. ANEM, however, falls under the authority of the Ministry of Labour and Social Security (MoLSS) and has little power to take decision with regard to its own organisation and development. It cannot act independently and without the Minister's approval. ANEM is obliged to develop its activities within its mandate following the rules (including financial rules) created by the Ministry. All activities have to be approved by MoLSS and this could hamper future assistance because some activities may go beyond its current mandate and ANEM will not be allowed to go beyond its mandate. It has not been possible to ascertain in the field, and in particular in the regions where local PES operate, how the project has been received and what effect and impact AF's assistance has had. Similarly to Tunisia and Morocco, no work was undertaken with regard to outcomes 4 and 5. (cooperation with stakeholders and self-employment development).

Given the above it can be concluded that the three outcomes have different weights in the three countries depending on the PES priorities and opportunities within their countries to move forward. The regional character of this programme has been an advantage and important learning point but it does not constitute a common and leading thread for the project in retrospective

7 Recommendations and Future Interventions

Sida did not have a Strategy for development cooperation with the Middle East and North Africa when the project began but has had a long standing cooperation with all three countries and in particular Tunisia. Sida as well as the Ministry of Foreign Affairs takes a great interest in the Maghreb region and wishes to continue its support. High level visits have taken place recently in Tunisia and discussions were held regarding future cooperation.

The recommendations take into account Sida's new Strategy for Development Cooperation with the Middle East and North Africa 2010 – 2015 as well as its policy for economic growth in Swedish Development Cooperation 2010-2014.

7.1 RECOMMENDATIONS TO SIDA

- In all three PES, the challenge is to further improve the technical capacities and systems that were identified in this programme while also putting forward a stronger emphasis on the regional aspects that are of mutual interest and benefit to *all three* countries. This technical support must take into account other donor's activities to prevent duplication of efforts and waste of resources
- The future programme must ensure that all programme components are budgeted for and that during the design, consultations include discussion to what extent beneficiaries are prepared to invest in national and regional activities. This should strengthen both relevance and ownership while also choosing regional activities that are pertinent to all three organisations.
- More preparation and time is needed to design the next support programme with robust analysis and specific targeted areas of intervention. For example, if the administrative and financial systems appear weak and hinder performance then they must be included in the objectives. Similarly, medium to long term support with longer term in country presence is more appropriate in some areas which will also ensure better achievement of results.

- Future support should be more in line with Sida's regional strategy for development cooperation and economic and trade strategy. Topics that should be considered are : labour migration⁸, private sector development and employment targeting the poor, and gender equity. Sida's should ensure that its future intervention is based on adequate and sufficient analysis of the labour market and the country's needs. It is likely that attention to the challenges of improving the labour market will receive more attention since the Arab spring.
- The log frame should be realistic, including the use of SMART norms for the objectives, indicators and results to ensure that Sida's contribution can be monitored, progress assessed and changes introduced at mid-term to ensure effectiveness.
- Sida should consider joint support with other donors to increase effectiveness and particular if the next programme requires expertise that may not be available in Sweden and focuses on support areas that target other elements of the labour market not restricted to supporting the PES. Joint support will also respond to Sida's priorities for aid effectiveness as articulated in various strategies.

7.2 RECOMMENDATIONS TO AF

- The specific objectives in the programme document should include more analysis and data that provide a justification for the intervention. Such data and analysis should consist of data provided by the PES, government and international organisations and include existing or planned legislation and policies for each individual country as well as comparisons across the region.
- The monitoring and evaluation framework is weak and this is reflected in the interim and final reports. There is a lack of data to support findings which could be a result of weak data at PES. If the latter is the case then data management and monitoring should be mainstreamed in the components. This would also strengthen monitoring of specific target groups in future programmes.
- French language skills are a pre-requisite for effective cooperation between AF and the participating countries in a new programme and AF's must have a robust selection criteria to ensure that experts meet such requirements.

⁸ The centre for Mediterranean Migration in Marseille but also the World Bank and the African Development Bank are working in some of these areas.

7.3 COUNTRY SPECIFIC RECOMMENDATIONS

Tunisia

- Continued support should be provided in labour market analysis, expanding the job barometer and the vocational compass, assistance to vulnerable groups – and further assistance to handicapped persons -, the implementation of management by objectives and performance management.
- Continue to improve the working relationship with ONEQ. The latter tends to produce reports that are favourable to the top management of the Ministry whereas collection and analysis of data needs to be robust, reliable and trustworthy. To ensure the latter, a close cooperation is required with local and regional institutions as well as other national organizations such as the Institute of Statistics and the Institute of qualitative studies.
- A closer cooperation with civil society, including those representing vulnerable groups is also considered a necessity starting with handicapped organisations and in close collaboration with the Ministry of Social Affairs. Additional work should be done with regard to employers and the 200 handicapped associations which are mostly supported by the state. In addition, coordination among the different stakeholders remains weak and a strong communication strategy that influences the perception of and behaviour towards handicapped persons is absent. Such activities could also be implemented across the regions.
- ANETI should consider evaluating their individual support programmes in order to produce an overview of what works and what not. Such overview will serve two purposes: i) improve the effectiveness of these programme and improve targeting specific groups, and ii) request specified support from donors to meet ANETI's needs.

Morocco

- Continue improving the matching process between jobseekers and employers with the help of distance services across the country.
- Extend the new job classification to more sectors in order to create a common language among employers, jobseekers, PES offices and other stakeholders active in the labour market.
- Develop regional as well as local web pages to service the PES clients with timely and regularly updated information.

Algeria

- Continue with the preparations of specifications for the development of web based distance services and implement related activities.
- Develop indicators in forecasting and improve analysis and reporting.

All

- Each PES should prepare a detailed document that provides information about the current and planned interventions by donors in order to ensure that existing and future donor support is relevant and increases effectiveness and efficiency. This would be mutually beneficial to donors and the PES and also increases the identification of regional interests and needs. The PES should exhaust comparative advantages from different donors, compare the different programmes and take the most interesting and relevant practices, including tools to further develop their systems, skills and knowledge. Regional interests and needs can be funded by those donors that have a specific regional focus, including Sida.
- Start developing a single and unique Maghreb job classification system that would benefit all three PES and support future labour market activities across the region, including migration.
- Promote the employment of women graduates of higher education based on sound analysis in the three countries and introduce gender equity programmes.
- Discuss labour migration within the Maghreb and the individual PES contribution to this to solve unemployment issues beyond the national level. Assess to what extent the PES are already working in a regional context and how their systems can be improved to provide information about opportunities across the region. Develop best practices for the benefit of inter-regional migration

Annex 1 – List of People Met

i. People met in Aneti

Name and Surname	Position
Mr. Mokhtar Farhat	Director of the Quality Standards Unit
Mr. Mohamed Abichou	Director of the IT Security Systems Unit
Mr. Hatem Amorri	Director of the Management Control Unit
Ms. Samia Amamou	Director of the Internal Auditing Unit
Mr. Chafik Abdeltif	Director of the Financial Affairs Unit
Mr. Yassine Ben Hmida	Head of Department in the Training and Retraining Unit
Mr. Lotfi Haddagi	Director of the Information and Career Guidance Unit
Ms. Bahija Mensi	Director of the Local Offices Network Development Unit
Mr. Mohamed Tani	Director of the Employment Market Database Analysis Unit
Mr. Kamel Labiadh	Head of Department in the Employment Market Database Analysis Unit
Mr. Slah Eddine Medini	Head of the National Office for Managers' Employment
Mr. Ali Ben Abdel Aziz	Director of the Employment and Vocational Integration Unit
Mr. Ezzedine Ben Meriem	Director of the Information, Career Guidance and Methods Unit
Ms Saloua Lacheb Fezzani	Director of the International Cooperation unit
Ms. Radhia Ben Moussa	Head of Department in the International Cooperation Unit
Mr Naoufel Ben Youcef	Head of Department in the International Cooperation Unit
Ms Olfa Abichou	Head of Department in the International Cooperation Unit
Mr. Ben Ezzeddibe Meriem	Director of Information Systems

*ii. People Met in Tunisi**iii. s*

Mrs Anne-Catherine Bellier	Resident Advisor, ANETI, Tunis. On behalf of the EU and other donors twinning project
Mrs Catherine Nicolas	Resident Advisor, ONEQ, Tunis. On behalf of the EU and other donors twinning project
Mr Justin Murara	Chief poverty Reduction and Social Protection Specialist, Human Development Department, African Development Bank
Mr. Mouhamed Gueye	Principle Education Economist, OSHD, African Development Bank

iv. People met in Anapec (20-23 March 2012)

M. Hafid KAMAL	ANAPEC's Director General
M. Anouar ALAOUI ISMAILI	Regional Director of Casablanca Region
M. Abdelkrim BELKADI	Head of the Cooperation Unit
Mohamed CHOUKOU	Head of the Prospection Activities Unit
M. Mostafa ELLAGAHT	Director of the « Resistance » Local employment office in Casablanca
M. Nouredine ELMAMOUN	Head of the Organisation and Information Systems Unit
M. Oussama LAKHMIRI	Head of the Marketing and Prospection Unit
Ms. Rajaa MALIKI	Head of the Services to Employers Unit

v. People interviewed on the phone in Anem (15 may 2012), algeria

Mr. Mohamed Arrache	Director of the Information, Surveys and Documentation Unit(DIED) Responsible for the labour market forecast and analysis in the AF project
Mr. Ziani Azzeddine	Deputy Director of the Information Systems Unit In charge of Intermediation and Distance Services in the AF project

vi. People met in Pôle Emploi (27 march 2012)

Ms. Lenka Kint	Executive Secretary
Mr. Jean-Pierre Alix	Regional Advisor for the Middle East and Arab Countries and for the African Region

vii. People met in Wapes

Ms. Lenka Kint	Executive Secretary
Mr. Jean-Pierre Alix	Regional Advisor for the Middle East and Arab Countries and for the African Region

E mail contacts with Ms. Ellen Hansen (retired from the Employment Unit in the ILO) and Ms. Donna Koeltz

viii. People met in Sweden, Stockholm

Davidson – Abdelli, Margareta	Senior Economic Integration/ Trade Advisor. MENA IRAQ. Swedish International development Cooperation Agency (Sida)
Skiold, Lena	Head International Cooperation
Josephson, Joakim	Project leader
Palermo, Linda	Analyst
Granath, Eva	IT Specialist
Jaccard, Margaretha	Vulnerable persons Specialist
Priller, Nathalie	IT Specialist

Annex 2 - Documents Consulted

1. Protocole D'accord, Accord bilatéral. Marocain- Suédois
2. Protocole D'accord, Accord bilatéral. Tuniso-Suédois
3. Protocole D'accord, Accord bilatéral. Algérie- Suédois
4. Swedish Public Employment Service, Maghreb Regional Training Programme, The Development of Public Employment Services in Algeria, Morocco and Tunisia, Third Maghreb Regional Seminar, Insertion of vulnerable groups in the labour market, Seminar organized by ANEM and AF, Alger – Zeralda, March 16-18, 2010
5. Maghreb regional training programme 2009-2011, development of public employment services in Algeria, Morocco and Tunisia, Final Report. Arbetsförmedlingen, International Affairs, Development Cooperation Unit, Ms. Lena Skiöld. Final report
6. LFA seminar as part of the preparation of a regional training and cooperation programme for selected countries in the Maghreb region. May 2008-05-21, Åke Sahlin, SIPU International AB
7. Maghreb regional training programme, the development of public employment services in Algeria, Morocco and Tunisia, 2008-12-19. Project Document
8. Management Response to the Final Report for the Contribution. Kurt Granberg, Sida, 19th December 2011
9. Swedish Public Employment Service, Maghreb Regional Training Programme. The Development of Public Employment Services in Algeria, Morocco and Tunisia. Second Maghreb Regional Seminar. Labour market monitoring for a better match between training and employment. Seminars organized by ANAPEC, WAPES & AF. Agadir, Morocco, November 2-5, 2009.
10. Réunion préparatoire sur la coopération régionale au Maghreb dans le domaine de l'emploi, le 19 juin 2007 au Bureau International du Travail, Genève. Ms. Lena Skiöld

11. Cooperation between Tunisian and Swedish Public employment services.
Note undated, no author
12. 12. Maghreb regional training programme. The development of public employment services in Algeria, Morocco And Tunisia. Interim Progress Report I, II, III, IV and V
13. Policy for economic growth in Swedish development cooperation, 2010–2014, Sida
14. Strategy for Development Cooperation with the Middle East and North Africa September 2010 – December 2015, Sida

Annex 3 - Terms of Reference

Evaluation of the Maghreb Regional Training Programme Development of Public Employment Services in Algeria, Morocco and Tunisia

Terms of Reference

1. Introduction

Unemployment and underemployment continues to be one of the major challenges for the countries of the Maghreb region, i.e. Algeria, Morocco and Tunisia. Despite economic reforms and rapid growth the economies of these countries are characterised by unemployment rates ranging from 10-15% for the population in general. Among young people, individuals with higher education and persons with disabilities, the unemployment rates are considerably higher, 20-30%. Given the demographic structure of these countries, even high levels of job creation will be insufficient to absorb the high number of additional job seekers that will enter into the labour market in the foreseeable future. The turmoil experienced during, in particular, the earlier parts of 2011 have brought additional burden to the governments of the region, through declining levels of tourism and investment.

In order to assist the countries in managing challenges in the economy and the labour market, Sida has over the years financed several development cooperation projects aimed at supporting and facilitating institutional capacity building through the introduction of efficient forecasting, analysis and mediation approaches and techniques. The interventions have been implemented by Arbetsförmedlingen (the Swedish Public Employment services).

2. Background

The Maghreb Regional Training Programme, “Development of Public Employment Services in Algeria, Morocco and Tunisia, was elaborated during 2008 after a series of consultations with partner organisations in the beneficiary countries. Project implementation started in early 2009. Partners in the cooperation were:

- the National Employment Agency (ANEM) in Algeria,
- the National Skills and Job Promotion Agency (ANAPEC) in Morocco,
- the National Agency for Employment and Independent Work (ANETI) in Tunisia,
- and
- Arbetsförmedlingen.

Representatives of the French public employment service, the ILO and other international resource persons have also participated in the training events organised by the project.

The project was organised as a regional/international training programme complemented by tailored national follow-up activities to support the institutional capacity development at national level. Sida's contribution to the cooperation was SEK 6 300 000.

The project's specific objective (or project purpose) was "To increase the institutional capacity of the three agencies participating in the regional competence development programme to provide assistance to selected target groups, i.e. young, highly educated persons as well as members of vulnerable groups in the labour market (women, handicapped and long-term unemployed)".

The specific objective was expected to be achieved through five outcomes/outputs that the project intended to produce. These were:

1. Methods and procedures for collection and analysis of labour market information introduced and adapted to the national requirements.
2. Systems for labour market intermediation through web-based employment services further developed, tested and approved.
3. Measures (programmes and instruments) reviewed, adapted and tested concerning employment of individuals and vulnerable groups.
4. Increased level of cooperation at national level within each country among stakeholders in the employment sector.
5. Mechanisms and instruments further developed for promotion of self-employment within the target group.

Swedish expert inputs have mainly been geared towards outcome one, two and three while outcome four and five have been addressed through exchange of information and collaboration between the three beneficiary countries.

The project was scheduled to finish in June 2011. Due to the political development in the region it was agreed to extend the project by six months, i.e. to the end of 2011.

3. Purpose

The purpose of the evaluation is to provide Sida, Arbetsförmedlingen and the partner organisations in the Maghreb region with information and knowledge regarding the outcome and effects of the project, both in terms of the regional training programme approach and concerning the country-specific follow-up interventions. In order to contribute to the strategic decision making and country programming within Sida the evaluation report should also discuss briefly the need and scope for continued cooperation with the three partners, i.e. intervention logic, content and co-operation arrangements, if further assistance is considered.

4. Questions

The evaluation should focus on and respond to the questions listed below. Unless specifically indicated, the questions are relevant for the entire programme, i.e. all three cooperation partner countries. In some cases, the questions listed are relevant to one of the cooperation partners.

Effectiveness

- To what extent has the project achieved its objective of increasing the institutional capacity of the three partner organisations to provide assistance to selected target groups, i.e. young, highly educated persons as well as members of vulnerable groups in the labour market (women, handicapped and long-term unemployed). To what extent have the members of the vulnerable groups targeted by the project benefitted from the project?

- To what extent do the beneficiary organisations perceive the outcomes of the cooperation as relevant in relation to their needs and priorities? Could project achievements be expected to contribute to reduced levels of unemployment within the target group? The analysis should consider also the situation and conditions that prevailed when the project was designed and initiated.
- Outcome four and outcome five in the project document have received insignificant attention and support by the project. What has been the value-added of including them in the project design? Could any progress in relation to these outcomes be attributed to project interventions?
- What measures have been taken during and after the completion of the project in order to institutionalise the cooperation between the employment agencies in Algeria, Morocco and Tunisia?

Country specific questions

i) Algeria

- To what extent is the recently established labour market information unit at ANEM applying the approaches and methods introduced by Arbetsförmedlingen?
- Has the labour market forecasting and analysis handbook been introduced/disseminated and applied?
- The project has assisted ANEM in elaborating the specifications for a new information system that will allow for matching between job-seekers and vacancies. Has the subsequent procurement process been completed and is the system in place and operational?

ii) Morocco

- Has the new web-based service system been fully introduced? What are the benefits as compared to the previous system in terms of functionality and service delivery capacity? Does it offer any specific benefits to the users and potential users targeted by the project?

iii) Tunisia

- Has ANETI continued to produce so called Job Barometers and Job Compasses on a regular basis?
- Are the strategic guidelines for labour market forecasting and analysis being applied? Have they contributed to improved performance of the agency?
- Has the new management by objectives system been introduced? To what extent does it improve service delivery to employers and job-seekers?
- Are there any early indications that the new tools for assistance to people with disabilities (for example wage subsidies) reduce the barriers to employment for this group of job seekers? What benefits has the enhanced level of cooperation between ANETI and the Ministry of Social Affairs brought to the target group?

Efficiency

- Have project activities been conducted in a cost-effective manner? What was the advantage of organising the cooperation as a regional training programme enhanced through national follow-up activities?
- How well have the Swedish experts' inputs been tailored to the needs of the beneficiary organisations? Has the range of expertise provided been appropriate in relation to the needs? Has the language barrier impacted on the efficiency of the cooperation?
- To what extent have the partners applied the cost-sharing principles stipulated in the project document and in the bilateral cooperation agreements?

- What has been the value-added of involving the ILO, the French Employment Service and other organisations in the project? Has the balance between Swedish and non-Swedish expert inputs at the training events been appropriate?

Ownership and project management

- To what extent have the three cooperation partners in Algeria, Morocco and Tunisia respectively assumed ownership of project outcomes and activities? During the implementation phase, have the partners assumed responsibility for organisational tasks such as arranging training events, preparing study tours, providing inputs to regular reports, and so forth?
- The project design and approval was based on the assumption that the beneficiary employment agencies would be given sufficient political, institutional and financial support from their governments as well as from other concerned institutions in their countries. Did this backing and willingness to collaborate materialise?
- The project was designed on the assumption that the interventions would be planned and undertaken as an integral part of on-going reform processes in the countries concerned. How well have the partners succeeded in this respect?
- How well did the project manage risks and political changes, in particular during the earlier part of 2011?

Cross-cutting issues and sustainability

- To what extent have gender aspects been mainstreamed into the programme? What were the benefits of having a gender expert involved during the project's inception phase?
- Are project outcomes institutionally and financially sustainable? Were the assumptions made in the project document regarding conditions for sustainability relevant and appropriate?
- What further assistance is needed, if any, to secure sustainability?

Main lessons and continued cooperation

- What are the main lessons learnt from the cooperation? Is there a perceived need for continued cooperation? If so, what are the areas prioritised by the partners (brief description)?
- What other, domestically or internationally supported endeavours are made at the moment to address the challenges in the labour market? How should these efforts be taken into account if continued collaboration is considered? What should be the focus of a new cooperation agreement?

5. Methodology

The evaluation will be conducted through a review of available documents combined with interviews with representatives of the cooperation partners as well as other stakeholders. As a starting point for the assignment the evaluation consultant shall review steering documents (project proposal, project ToR, agreements between the cooperation partners), regular report as well as a selection of technical reports. As part of the preparations, the consultation shall also interview the Sida programme officer and the project manager at Arbetsförmedlingen.

The consultant shall visit the three beneficiary countries, i.e. Algeria, Morocco and Tunisia. In each country, the consultant shall interview the partner organisations' management, project managers, technical experts involved in the project as well as officials at these agencies international liaison offices. Representatives of the relevant ministry in each country, employers' organisations and other sector organisations of interest (for example ONEQ in Tunisia) should also be visited. Visits to local employment offices should be considered, at least in the case of Morocco.

The consultant is responsible for organising the mission to Algeria, Morocco and Tunisia. However, it is assumed that Arbetsförmedlingen and the three partner organisations will as-

sist the consultant by setting up appointments with the officials to be interviewed. International and local travel will be organised by the consultant and included in the budget.

Following the completion of the field visit, the consultant shall present the main findings to Arbetsförmedlingen and Sida. Their comments and views should be considered when the evaluation report is elaborated.

A workshop will be lead by the evaluation team at Sida, inviting participants from each country (maximum 5 per country), Sida and AMS. The evaluation findings will be used as a point of departure for discussions about how to develop the next phase of the project.

6. Work Plan and Reporting

It is expected that the assignment will be carried out during March 2012. The field work should be scheduled to start on 12 March. A draft report will be submitted to Sida no later than 16 April. Based on Sida's and Arbetsförmedlingen's comments a final report will be prepared by the consultant within one week after receiving the comments.

The evaluation report shall follow the instructions and guidelines included in Sida's Evaluation Manual, the OECD DAC Quality Standards for Development Evaluation and other relevant policy documents. The report shall be written in English and include an executive summary of two-four pages in French. Three weeks after having received the approval of the final report, the consultant should submit to Sida a French language version of the report.

7. Evaluation Team

The consultant carrying out the assignment shall:

- have knowledge and preferably experience of labour market systems development;
- have documented experience from at least three similar project evaluations;
- have experience of development cooperation;
- be fluent in French and English;
- be available to undertake the assignment in March 2012.

Annex 4 – Inception Report

Some sections of the Inception Report have been omitted for final publication

1. Assessment of scope of the evaluation

1.1 The regional training programme

The Maghreb Regional Training Programme, “Development of Public Employment Services in Algeria, Morocco and Tunisia, was elaborated during 2008 after a series of consultations with partner organisations in the beneficiary countries. Project implementation started in early 2009. Partners in the cooperation were:

- the National Employment Agency (ANEM) in Algeria,
- the National Skills and Job Promotion Agency (ANAPEC) in Morocco,
- the National Agency for Employment and Independent Work (ANETI) in Tunisia, and
- Arbetsförmedlingen.

Representatives of Pôle-Emploi, the French public employment service, the ILO and other international resource persons have also participated in the training events organised by the project.

The project was organised as a regional/international training programme complemented by tailored national follow-up activities to support the institutional capacity development at national level. Sida’s contribution to the cooperation was SEK 6 300 000.

The project’s specific objective (or project purpose) was “To increase the institutional capacity of the three agencies participating in the regional competence development programme to provide assistance to selected target groups, i.e. young, highly educated persons as well as members of vulnerable groups in the labour market (women, handicapped and long-term unemployed)”.

The specific objective was expected to be achieved through five outcomes/outputs that the project intended to produce. These were:

6. Methods and procedures for collection and analysis of labour market information introduced and adapted to the national requirements.
7. Systems for labour market intermediation through web-based employment services further developed, tested and approved.
8. Measures (programmes and instruments) reviewed, adapted and tested concerning employment of individuals and vulnerable groups.
9. Increased level of cooperation at national level within each country among stakeholders in the employment sector.
10. Mechanisms and instruments further developed for promotion of self-employment within the target group.

Swedish expert inputs have mainly been geared towards outcome one, two and three while outcome four and five have been addressed through exchange of information and collaboration between the three beneficiary countries.

1.2 Approach to the evaluation

The evaluation will address five issues as prescribed by the ToR:

- Efficiency
- Effectiveness
- Ownership, including project management
- Cross-cutting issues and sustainability
- Main lessons learned and continued cooperation

The evaluation will provide an analysis of:

- i) results of the country-specific assistance, including the specific points raised in the ToR;
- ii) results of the interaction among the three countries and the regional training programme;
- iii) the interface between the individual countries and regional activities.
- iv) conclusions and recommendations for future interventions will be developed.

The team started work and has completed interviews with project management at Arbetsförmedlingen, including staff who have been involved in various technical assignments. The team also met with Sida and Arbetsförmedlingen jointly to discuss the background to the project.

The team received all the documents related to the project and its implementation, including progress reports, minutes of meetings and workshops, and budget overviews. The team received Sida's Maghreb strategy 2010 – 2014 and its economic policy paper 2010 – 2014. In addition, the team was provided with a paper on Swedish – Tunisian cooperation in public employment services by the Ministry of Foreign Affairs.

The team translated the ToR and all three countries have received a copy in order to prepare mission schedules. Team members are in daily contact with representatives of the public employment agencies and preparations are well underway.

1.3 Relevance and evaluability of evaluation questions

The team has discussed the Terms of Reference with Sida and Arbetsförmedlingen and proposed adding questions in the relevance and results/outcome areas to balance the different evaluation criteria; this proposal was agreed. These additional questions have been included in the questionnaire (see annex 1).

In addition, the meetings in Stockholm provided the team with additional information and clarifications:

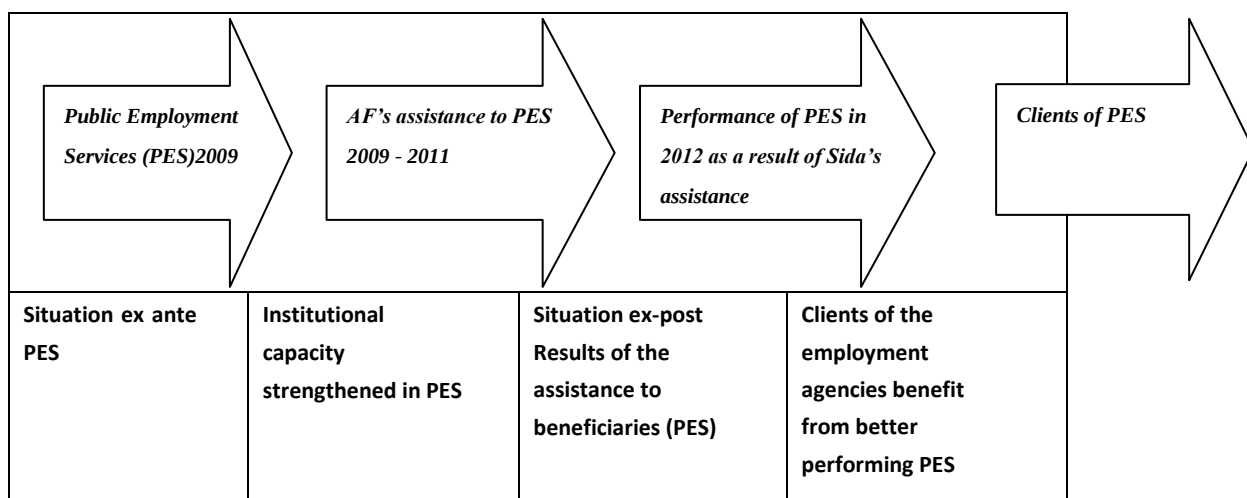
1. Arbetsförmedlingen has been implementing the project and has been the single provider of services. No other providers were engaged in the implementation.

2. Tunisia and Morocco enjoyed previous bilateral assistance from Sida through Arbetsförmedlingen. Algeria has only participated in this project.
3. The project has three main areas of intervention: support to systems; analysis and forecasting; and vulnerable groups. During preparation, counterparts suggested adding two more themes: self-employment and regional cooperation. The latter were agreed but the counterparts would develop activities for those two areas independently of the project since no budget was made available. The team will evaluate these additional themes to the extent possible but formally they fall outside the scope of the evaluation.
4. Beneficiaries are defined as the three public employment services in the countries.
5. The team will gather information from the target groups, including job seekers and employers, to assess whether from their perspective changes have occurred in the public employment services and the extent to which they, as clients, may have benefitted.
6. For the same reason the team will interview selected donors and other international organizations in order to ascertain to what extent levels of change in the three public employment services have occurred.

Points 4 and 5 are important to the evaluation, since these informants will be able to provide us with an outside perspective re the changes that may have occurred in the public employment services. These additions will also allow the team to assess the impact of the assistance on the clients of the employment services. This approach could also provide us with information useful for any future assistance. Finally, it will also feed into outputs 4 and 5. The team could, for example, assess to what extent cooperation among actors in the employment sector has improved.

From an evaluation perspective, the above additions are also important in that they ensures that we are not restricted to interviewing those people who have been suppliers and receivers of the assistance. A robust evaluation approach demands that information be triangulated, meaning that the information received is cross-checked against two or more different sources.

Figure 1: Changes assessed in the evaluation process:



The evaluation report will contribute to various strategies and policy areas within Sida, including its Maghreb strategy and economic policy approach. Moreover, the Minister for Development Cooperation visited Tunisia in early 2012 and both countries wish to continue the collaboration. This evaluation will provide both partners as well as officials of Morocco and Algeria with an independent assessment of the results obtained. The latter will serve as a starting point for discussion in a workshop to be held in Stockholm in May 2012 in which the representatives of all three countries will participate.

2. Proposed methodology

The project's specific objective was "To increase the institutional capacity of the three agencies participating in the regional competence development programme to provide assistance to selected target groups, i.e. young, highly educated persons as well as members of vulnerable groups in the labour market (women, handicapped and long-term unemployed)".

The specific objectives to support the overall goal were:

1. Methods and procedures for collection and analysis of labour market information introduced and adapted to the national requirements.
2. Systems for labour market intermediation through web-based employment services further developed, tested and approved.
3. Measures (programmes and instruments) reviewed, adapted and tested concerning employment of individuals and vulnerable groups.
4. Increased level of cooperation at national level within each country among stakeholders in the employment sector.
5. Mechanisms and instruments further developed for promotion of self-employment within the target group.

The questions presented in the ToR provide the team with a solid basis for the evaluation and address the different criteria: effectiveness, efficiency and sustainability. In addition, we will analyse project management in country with a specific focus on ownership and on cross-cutting issues.

The questionnaire has been used to interview representatives from Sida and Arbetsförmedlingen and will again be used to interview the interlocutors in the three countries and international resource persons. After discussion with Sida and Arbetsförmedlingen we added questions to two evaluation criteria: relevance and results or outcomes, in order to ensure that there is sufficient balance among the 5 criteria. This also responds to the need to meet Sida's evaluation guidelines. We will also consult websites of international organisations such as the ILO in order to gather additional data for the final analysis⁹.

Key interlocutors in all three countries have been identified. The list includes people who have had a role in managing and implementing the project as well as those who benefited from it. We will ensure that we interview a broad range of stakeholders in order to triangulate the information gathered and support the data analysis.

Based on the above approach, the team will assess to what extent the institutional capacity of the different organisations in the three countries has improved; how targeted groups have benefitted, how the project as a regional training programme has evolved and what it has achieved, and what key lessons can be drawn. This method will allow us to prepare evidence-based conclusions and make recommendations for future collaboration.

Step 1 – Inception phase: this phase is now completed. In addition to the above, all three countries are informed of the team's work and mission schedules are completed for Tunisia and in progress for Morocco and Algeria. Missions to Tunisia and Morocco will take place as planned. The mission to Algeria is expected to take place as planned but the visa has not yet been issued.

Step 2: Both team members will visit Tunisia in week 11 and Mr. Duronsoy will continue for Morocco and Algeria in week 12 and 13. We will have meetings with

⁹ The ILO launched in 2007 a parallel project: *Promoting productive employment and decent work for young people in Algeria, Mauritania, Morocco and Tunisia*.

- the PES Director General or his Deputy and/or representatives of the relevant Ministry,
- the person in charge of the project,
- technical experts,
- the Head or staff of a PES local office,
- other relevant stakeholders (ONEQ in Tunisia)
- international organisations, donors, employers' associations, etc.
- beneficiaries of the project such as women's groups, youth organisations, and NGOs

Step 3: The team will prepare the draft report, including findings and recommendations for future cooperation. The team members will meet for one or two days to discuss the outline of the report, compare data, analyse the results of the field work and prepare a comparative analysis among the three countries. The evaluation report will follow the instructions and guidelines included in Sida's Evaluation Manual, the OECD DAC Quality Standards for Development Evaluation and other relevant policy documents. The report will be written in English and include an executive summary which will also be translated into French.

Step 4: Sida and other stakeholders will provide comments after which the team will draft the final report.

Step 5: The final English report will be submitted to Sida for approval after which the team will translate the report into French within 3 weeks.

Step 6: Given the recent changes in the countries included in the project, Sida is planning to engage with representatives of the countries to develop the next phase of the project. The team will support the effort through participation in a workshop. The evaluation report could be used as a point of departure for discussions.

Annex 1 - Evaluation matrix Maghreb Regional

Evaluation Criteria	Evaluation Questions	Sources of Information/Indicators
Evaluation per theme/criteria		
RELEVANCE	- OVERALL QUESTIONS	
Relevance of the project per country: institutions, policies, reforms	How relevant was the project in country's reform efforts of the labour market, the specific target groups ? Have the events of 2011 affected the objectives of the project and where adaptations necessary and introduced ? How has Sida/AF ensured quality control ? (accountability, performance, cost effectiveness) Were risks assessed and what mitigation strategy has been identified ? How relevant was the assistance in view of assistance from other donors or agencies ? Was the project relevant to all three countries from a regional perspective: what were the assumed commonalities ?	Leading officials in the three countries Sida/AF overall policies for the region. ILO/PES/WB/AfDB AF/Sida. Progress reports, correspondence. Results of training, visiting missions, workshops. Log frame Documents that address changes in particular to assumptions and amendments after the 2011 events
EFFECTIVENESS		
Has the project reached its objectives ? How ?	To what extent has the project achieved its objective of increasing the institutional capacity of the three partner organisations to provide assistance to selected target groups, i.e. young, highly educated persons as well as members of vulnerable groups in the labour market (women, handicapped and long-term unemployed). To what extent have the members of the vulnerable groups targeted by the project benefited from the project?	Interviews with responsible project managers and implementers. Discussions with beneficiaries (E) and with the target groups: vulnerable, employers, job seekers, women groups youth groups. Data and statistics that could be attributed to the project from AF or the beneficiary organisations. Interviews with NGOs and other umbrella organisations Progress reports, intermittent reporting to Sida/AF
Is the project and approach relevant ?	To what extent do the beneficiary organisations perceive the outcomes of the cooperation as relevant in relation to their needs and priorities? Could project achievements be expected to contribute to reduced levels of unemployment within the target group? The analysis should consider also the situation and conditions that prevailed when the project was designed and initiated.	See above relevance. Trends for each country and across the three countries as expressed in policy reports. Interviews with government officials and specific ministries (outsiders) and project management (insiders). Interviews with clients of the PES.
Outcome 4+5 added value	Outcome four and outcome five in the project document have received insignificant attention and support by the project. What has been the value-added of including them in the project design? Could any progress in relation to these outcomes be attributed to project interventions?	Sida and AF Per country: project management Notes on log frame workshop
Regional cooperation reinforced	What measures have been taken during and after the completion of the project in order to institutionalise the cooperation between the employment agencies in Algeria, Morocco and	Project management and those participating in the regional events. Trainers ILO

	Tunisia?	PES Sida/AF
ALGERIA	To what extent is the recently established labour market information unit at ANEM applying the approaches and methods introduced by Arbetsförmedlingen? Has the labour market forecasting and analysis handbook been introduced/disseminated and applied? The project has assisted ANEM in elaborating the specifications for a new information system that will allow for matching between job-seekers and vacancies. Has the subsequent procurement process been completed and is the system in place and operational?	Sida/AF Trainers Interviews with the unit + management and users MIS system + responsible management. Beneficiaries within the unit and those using the system (outsiders)
TUNISIA	Has ANETI continued to produce so called Job Barometers and Job Compasses on a regular basis? - Are the strategic guidelines for labour market forecasting and analysis being applied? Have they contributed to improved performance of the agency? Has the new management by objectives system been introduced? To what extent does it improve service delivery to employers and job-seekers? Are there any early indications that the new tools for assistance to people with disabilities (for example wage subsidies) reduce the barriers to employment for this group of job seekers? What benefits has the enhanced level of cooperation between ANETI and the Ministry of Social Affairs brought to the target group?	Responsible Heads Actual documents or other (Barometer / Compasses) Annual Reports Internal notes of the organisation or minutes of management meetings ONEQ Employers, job seekers or umbrella organisations, unions, NGOs Specific Beneficiaries of the target group and data from the unit. Progress reports Head ANETI and representative MiniSocial
MOROCCO	Has the new web-based service system been fully introduced? What are the benefits as compared to the previous system in terms of functionality and service delivery capacity? Does it offer any specific benefits to the users and potential users targeted by the project?	Responsible person for web site. Data analysis (statistics on hits) Individual users or user groups
EFFICIENCY		
Cost effectiveness	Have project activities been conducted in a cost-effective manner? What was the advantage of organising the cooperation as a regional training programme enhanced through national follow-up activities?	Sida/AF Expenditure reports. Cost – benefit analysis (compare recurrent versus investment costs). Link with sustainability.
Cooperation between Sweden and beneficiaries	How well have the Swedish experts' inputs been tailored to the needs of the beneficiary organisations? Has the range of expertise provided been appropriate in relation to the needs? Has the language barrier impacted on the efficiency of the cooperation?	Sida/AF Recipients in the three countries Other donors and international originations
Cost sharing	To what extent have the partners applied the cost-sharing principles stipulated in the project document and in the bilateral cooperation agreements?	Bilateral Agreements Proof of expenditures/ approvals
Added value of other organisations	What has been the value-added of involving the ILO, the French Employment Service and other organisations in the project? Has the balance between Swedish and non-Swedish expert inputs at the training events been appropriate?	ILO PES websites. Trainers Project documents and progress reports Other donors present ?
OWNERSHIP AND PROJECT MANAGEMENT		
Proof of ownership in each country	To what extent have the three cooperation partners in Algeria, Morocco and Tunisia respectively assumed ownership of project outcomes and activities? During the implementa-	Sida/AF Management in 3 countries Documents of activities and impact

	tion phase, have the partners assumed responsibility for organisational tasks such as arranging training events, preparing study tours, providing inputs to regular reports, and so forth?	Documents that provide evidence of activities conducted in relation to output 4 & 5.
Government Support	The project design and approval was based on the assumption that the beneficiary employment agencies would be given sufficient political, institutional and financial support from their governments as well as from other concerned institutions in their countries. Did this backing and willingness to collaborate materialise?	Interviews with other than the project management. Labour and social Ministries. Other institutions that may support these: National Institute of Statistics. Labour offices. Chambres de Commerce.
How has the programme affected ongoing or planned reforms	The project was designed on the assumption that the interventions would be planned and undertaken as an integral part of on-going reform processes in the countries concerned. How well have the partners succeeded in this respect?	Key persons involved in the reform process (political and economic)
Effect of the Arab Spring	How well did the project manage risks and political changes, in particular during the earlier part of 2011?	Documents and progress report Interviews Heads of Unit. DG.
SUSTAINABILITY		
Project outcomes	Are project outcomes institutionally and financially sustainable? Were the assumptions made in the project document regarding conditions for sustainability relevant and appropriate? What further assistance is needed, if any, to secure sustainability?	Project documents Expenditures Government Officials Contributions from recipients in human and financial resources
CROSS-CUTTING ISSUES		
GENDER	To what extent have gender aspects been mainstreamed into the programme? What were the benefits of having a gender expert involved during the project's inception phase?	Gender expert who was involved in the design In 3 countries representatives of gender specific organisations Project and other staff Mini Social NGOs ILO
Coordination and Coherence among the three countries		
OUTPUTS/RESULTS	Use made of the outputs by the beneficiary which the actor has targeted	
In relation to output 1 & 2 & 3	What are the results of the Swedish assistance per country ? What are the results from a regional perspective ? Was it effective to identify two set of outputs of which one set did not receive financing ? Are there any effects on the clients of EAs	Sida/AF DG and other stakeholders Umbrella groups a, NGOs, clients from EAs.
In relation to output 4 & 5	What have the three countries achieved in these two outputs as individual country or as a regional endeavour ? Do any of these themes need to be integrated or further developed ? Have they managed to commit resources and time in addition to the Swedish assistance ? What are the lessons learned of these two parallel tracks ? What could be concluded re future cooperation ?	DG and other stakeholders Donors, regional bodies Specific organisation which assists in self-employment ? Chambers of commerce ?
MAIN LESSONS		
Continued support based on lessons learned	What are the main lessons learnt from the cooperation? Is there a perceived need for continued cooperation? If so, what are the areas prioritised by the partners (brief description)?	

Contributions from other donors/support	What other, domestically or internationally supported endeavours are made at the moment to address the challenges in the labour market? How should these efforts be taken into account if continued collaboration is considered? What should be the focus of a new cooperation agreement?	
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EVALUATION OF THE MAGHREB REGIONAL TRAINING PROGRAMME “DEVELOPMENT OF PUBLIC EMPLOYMENT SERVICES IN ALGERIA, MOROCCO AND TUNISIA”

The Evaluation of the Maghreb Regional Training Programme “Development of Public Employment Services in Algeria, Morocco and Tunisia” concludes that the support provided to the employment agencies in the three countries has been successful. In particular the technical assistance provided has contributed to better technical skills and instruments to analyse the labour market, provide e-services to employers and job seekers and support disabled persons. The Swedish support has also provided opportunities to the agencies to discuss themes of common interest and establish partnerships between Sweden and the agencies as well as partnerships among them. The support is relevant, effective and sustainable, and constitutes a promising approach for future interventions.

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