



MID-TERM REVIEW REPORT

PROJECT ON IMPROVED LABOUR MARKET STATISTICS AND ENHANCED INFORMATION MANAGEMENT ON EMPLOYMENT AND POVERTY TRACKING SYSTEMS IN AFRICA (LMIS)

Final Report

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ACRONYMS AND ABBREVIATIONS

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| ACBF | African Capacity Building Foundation |
| AFRISTAT | Economic and Statistical Observatory for sub-Saharan Africa |
| CEMAC | Central African Economic and Monetary Community |
| CSO | Central Statistical Office |
| CV | Curriculum Vitae |
| DIAL | Développement, Institutions et Analyse de Long terme |
| DOEF | Department of Employment and Training Watchdog |
| ECCAS | Economic Community of Central African States |
| ECOWAS | Economic Community of West African States |
| EISS | Employment and Informal Sector Survey |
| ICT | Information and Communication Technologies |
| IFORD | Institut de Formation et de Recherches Démographiques |
| ILO | International Labour Office |
| ILO | International Labour Office |
| INS | National Institute of Statistics |
| INSEE | Institut National des Statistiques et des Etudes Economiques |
| LMI | Labour Market Information |
| LMIS | Labour Market Information System |
| MGLSD | Ministry of Gender, Labour and Social Development |
| MINEFOP | Ministry of Employment and Vocational Training |
| MLSS | Ministry of Labour and Social Security |
| MOU | Memorandum Of Understanding |
| NEA | National Employment Agency |
| NEF | National Employment Fund |
| NISER | Nigerian Institute of Social and Economic Research |
| NPU | National Project Unit |
| NSIF | National Social Insurance Fund |
| ONEFOP | National Employment and Vocational Training Observatory |
| PHS | Permanent Household Survey |
| PRSP | Poverty Reduction Strategy Paper |
| RPSC | Regional Project Steering Committee |
| RPU | Regional Project Unit |
| SADC | Southern Africa Development Community |
| UBOS | Uganda Bureau Of Statistics |
| WAEMU | West African Economic and Monetary Union |

CONTENTS

| | |
|---|-----------|
| <i>EXECUTIVE SUMMARY</i> | 4 |
| <i>I. INTRODUCTION</i> | 7 |
| Presentation of the review | 7 |
| Methodology | 8 |
| <i>II. OBJECTIVES, DESCRIPTION AND BASIC DATA OF THE PROJECT</i> | 8 |
| Project goal and objectives | 8 |
| Project design and components | 9 |
| 2.3 Basic data of the LMIS Project | 12 |
| <i>III. PROJECT IMPLEMENTATION ANALYSIS</i> | 13 |
| Commencement, launching and completion of the project | 13 |
| Project outputs | 13 |
| 3.2.1 Regional Unit | 14 |
| 3.2.2 National components at country level | 16 |
| <i>IV. EVALUATION OF PROJECT PERFORMANCE</i> | 22 |
| Overall Evaluation | 22 |
| 4.2 Operational and Strategic Management | 22 |
| 4.3 Financial and Administrative Performance of the LMIS Project | 27 |
| Impact of the Project | 30 |
| 4.5 Lessons and the way forward | 31 |
| <i>5 CONCLUSIONS AND RECOMMENDATIONS</i> | 34 |
| 5.2 Conclusions | 34 |
| 5.3 Recommendations | 35 |
| <i>6 ANNEX</i> | 37 |
| 6.1 Annex 1: Proposed content for annual situational analysis | 37 |
| 6.2 Annex 2: Proposed content for quarterly and bi-annual newsletters | 40 |
| 6.3 Annex 3: Proposed content of the technical report | 41 |
| 6.4 Annex 4: Methodology of mid-term review | 42 |
| 6.5 Annex 5: Terms of Reference | 44 |
| 6.6 Annex 6: List of persons met by the mission | 47 |

EXECUTIVE SUMMARY

The Project on Improved Labour Market Statistics and Enhanced Information Management on Employment and Poverty Tracking Systems in Africa (LMIS) was initiated by the African Capacity Building Foundation (ACBF) and the International Labour Office (ILO). The Project, which is in its pilot phase, currently supports five African countries (Cameroon, Mali, Nigeria, Uganda and Zambia) in developing or strengthening their Labour Market Information Systems (LMIS). The Economic and Statistical Observatory for sub-Saharan Africa (AFRISTAT) was selected to implement this project. The Project will cost approximately USD 2 million, including a 1.5 million contribution from ACBF. The ILO's contribution will primarily entail expertise, technical assistance and coaching. The beneficiary countries will contribute basically in kind through human resources and logistics. AFRISTAT's contribution will be both technical (experts) and logistical (facilities and equipment).

The Project is supervised by a Regional Steering Committee comprising representatives of each beneficiary country and a representative of the ILO. At the country level, the project will be managed by a structure involved in the implementation of the employment policy.

The three-year project lays emphasis on the strengthening of capacities based on a flexible approach that requires each country to define its own action matrix given that the project rationale is based on the level of development and status of the given field. The Project activities are implemented by AFRISTAT for cross-cutting actions targeting all components/beneficiary countries and by National Project Units (NPU) at country level. National Project Units implement activities according to specific needs by strengthening capacities as set out in the national work programmes. Capacity building programmes centre on: (i) advocacy for the improvement of labour market information systems; (ii) strengthening capacity for employment and poverty information analysis; (iii) use of Information and Communication Technologies (ICT); and (iv) networking and coordination of data production, storage and dissemination.

Despite teething problems, the project recorded the following remarkable progress:

- All national components are fully operational.
- The training of national officers on the development of a labour market information system has been conducted.
- The periodic reporting system to guide the drafting of status reports has been defined and established.
- The types and contents of publications (technical report, bi-annual newsletter and annual status report) to be produced for each country have been designed and prepared. Production has begun.
- The design of a web page on the AFRISTAT site to showcase the project products has been finalized.
- The actual collection of labour market data to generate current key labour market indicators has begun.

The main objectives of the project were achieved and overall performance was satisfactory. Although it is still in the building phase, the regional LMIS project generally led to the development of significant activities in the five target countries for the purpose of clarifying definitions and concepts on Labour Market Information (LMI) and labour market information systems (LMIS) as well as compiling labour market statistics which are of paramount

importance to the different category of users. It can therefore be concluded that the Project genuinely contributed to strengthening the capacities of governments, labour and management, national institutions of recipient countries responsible for the timely collection, analysis and dissemination of labour market and poverty tracking data.

The Regional Project Steering Committee (RPSC), on the whole, adequately performed its duties and the performance of the project with respect to resource mobilization was satisfactory owing to the fact that, in addition to the contribution of target countries in kind (facilities, staff, telephone, water, electricity, etc.), the implementation agencies made substantial financial contributions to cover the costs of implemented activities.

The implementation of the project was however stalled by constraints bearing on implementation procedures, red tape in the allocation of funds to national components, regularity/frequency of Regional Steering Committee and National Committee meetings, low staff strength of the Project (Regional Expert and Financial Assistant) and Donor timeframes for approving action programmes and budgets.

Although the Grant Agreement sets the deadline for using ACBF resources to 30 April 2007, the amount of non-disbursed grants as at 30 September 2006 totalled USD537 530.87, that is, 35.8% of resources.

Given the teething difficulties of the project which can be explained by its specific nature and due learning and acquaintance process with the provisions agreed under its implementation, some targets set in 2004 have not yet been achieved by the project. In this vein, the challenge of the project in its current phase lies in the regular production of data: current key labour market indicators; data on labour market dynamics; annual labour market situational analysis; development of a database. Hence, the proposal to approve the extension of the project by twelve (12) months to enable beneficiary countries to compile and disseminate the appropriate data sets (technical report, bi-annual newsletter and situational analysis), as well as to consolidate the gains of the project.

To this end, the reallocation of available funds seems useful and should help in mainstreaming the equipment needs of NPUs, the decentralization of the data collection and processing system of local labour offices and other members of national networks, including private and non-government players, enhancement of advocacy and awareness campaigns, training and networking.

This additional period in the pilot phase of the project will also guide the thorough and efficient preparation of the second phase of the project which is considered as the phase where sustainability issues will be thoroughly addressed. The preparation of this second phase should fully involve beneficiary countries, review implementation procedures and signature of a Memorandum of Understanding between the donor(s), implementation agency and beneficiary countries.

Other major recommendations are included in the Report:

- i) Given the specific nature of the project, it is advisable to reduce the timeline for endorsing and approving work programmes and budgets;
- ii) Production of a booklet containing comparative and commented employment data for the five beneficiary countries;
- iii) Institution and sustenance of employment surveys in the countries, with a

- minimum timeframe of two years;
- iv) Organization, at the end of the pilot phase of the project, of study trips to countries which have successfully implemented labour market information system programmes (South Africa for English-speaking countries, Tunisia for French-speaking countries);
 - v) Extension of the project to other African countries;
 - vi) Boosting of the technical project implementation team of the Regional Unit by the recruitment of a full-time expert and secretary. These staff members should be very bilingual.

I. INTRODUCTION

Presentation of the review

Pursuant to the provisions of the Grant Agreement between the Economic and Statistical Observatory for sub-Saharan Africa (AFRISTAT) and the African Capacity Building Foundation (ACBF) concluded on 7 October 2003 and under its terms of reference, the mid-term review mission of the "**Project to Improve the Quality of Statistics on Employment and Management of Labour Market Information Systems in Africa (LMIS)**" paid successive visits, from 16 October to 1 November 2006, to the head office of AFRISTAT and Regional Coordination Unit of the Project as well as to each National Project Unit of beneficiary countries to the project: (i) **Mali**, 16 to 19 October; (ii) **Nigeria**, 20 to 22 October; (iii) **Cameroon**, 23 to 25 October; (iv) **Uganda**, 26 to 28 October; and (v) **Zambia**, 29 October to 1 November.

These visits set out to collect requisite documentation and to hold working sessions with the stakeholders and beneficiaries of the project in a bid to prepare its report. The mission accordingly held working sessions with AFRISTAT officials and staff of the Regional Unit, officers of National Project Units, members of National Steering Committees and partners involved in one way or the other in the activities.

The Project to Improve the Quality of Statistics on Employment and Management of Labour Market Information Systems in Africa (LMIS) was initiated by the African Capacity Building Foundation (ACBF) and the International Labour Office (ILO). The Project, which is in its pilot phase, is currently assisting five African countries (Cameroon, Mali, Nigeria, Uganda and Zambia) in developing or strengthening their labour market information systems (LMIS). The Economic and Statistical Observatory for sub-Saharan Africa (AFRISTAT) was chosen to implement this project.

The Project costs some USD 2 million, including a 1.5 million contribution from ACBF. The ILO's contribution will essentially entail expertise, technical assistance and coaching. The beneficiary countries will contribute basically in kind through human resources and logistics.

The Project is supervised by a Regional Steering Committee comprising representatives of each beneficiary country and a representative of the ILO. At the country level, the project will be managed by a structure involved in the implementation of the employment policy.

In keeping with its directives and in consideration of the status of the project, the Foundation decided to conduct a mid-term review of the project. This report outlines the status of implementation of the pilot phase of LMIS Project.

Methodology

This mid-term review of the Project to Improve the Quality of Statistics on Employment and Management of Labour Market Information Systems in Africa (LMIS) seeks to analyze the implementation of the project with a view to tracking progress made by the Project in achieving the set objectives and expected outcomes. It should identify the strengths and weaknesses of the LMIS Project, notably those inherent to its organization or to its environment in order to draft, as appropriate, proposals for the restructuring or redefinition of the project. The terms of reference of the mission are found on Annex 5. The review opened with the fielding of a mission during which a consultant held a series of meetings with stakeholders of the project (AFRISTAT, Regional Unit, National Project Units, Project partners, private sector, civil society, etc.). The list of persons consulted is appended to this report.

The methodology of the review is based on a participatory approach. Indeed, this mid-term review report of the project was prepared on the strength of information collected and analyzed on the spot: analysis of various progress reports of the National Project Units, Regional Unit and Regional Steering Committee of the Project. It outlines the project objectives and basic data, status of implementation of the various components before evaluating the performance of the project to draft conclusions and recommendations aimed at improving performance, possible reallocation of resources and relevance of the extension of the project to implement activities beyond 30 April 2007. Moreover, it analyzes institutional framework and human resource development issues. Lastly, the review draws lessons from the implementation of the project for the purpose of proposing strategic adjustments in view of the second phase of the project.

Pursuant to the terms of reference of the mission, this review primarily aims to: (i) analyze the implementation of the project; (ii) evaluate the performance of the project; and (iii) highlight lessons and the way forward, including relevant conclusions and recommendations to improve project performance and impact.

II. OBJECTIVES, DESCRIPTION AND BASIC DATA OF THE PROJECT

Project goal and objectives

The overarching objective of the Project to Improve the Quality of Statistics on Employment and Management of Labour Market Information Systems in Africa (LMIS) is to improve labour market information and strengthen poverty tracking systems to provide relevant data for policy design and evaluation as well as to spur participation and accountability in the development process.

The goal of the project is to strengthen the capacity of governments, labour and management, national institutions of beneficiary countries in charge of the regular collection, analysis and dissemination of labour market information and poverty tracking.

This project is expected to shed more light on labour market issues and contribute more efficiently to the initiative dubbed "Jobs for Africa", which is sponsored by the ILO to foster job creation in a number of African countries. Moreover, the outputs of this project will serve

in improving the monitoring and evaluation of employment-driven poverty reduction strategies. The project focuses on capacity building at national level (beneficiary countries of the project) and sub-regional level (AFRISTAT). The peculiarity of the project lies in its tailor-made nature. In other words, planned activities will differ from one beneficiary country to another. Each country will propose an action plan which will be the basis for determining and programming its specific activities.

Project design and components

The Project was based on two major assumptions which were confirmed throughout the pilot phase:

- Lack of employment statistics due to constraints such as inadequate result-oriented and transparent decision-making culture;
- Lack of qualified personnel, modern equipment and funds for collecting, analyzing and disseminating data on labour markets and poverty tracking.

In fact, in the five African countries participating in the Project (Cameroon, Mali, Nigeria, Uganda and Zambia), information on labour market trends is often sparse, restrictive and obsolete. Many labour market indicators are not compiled on a timely basis, and statistical procedures, in terms of classification, concepts and definitions, are not harmonized.

Furthermore, although the importance of labour market information (LMI) is increasingly acknowledged as the basis for policymaking and decision-making, progress in its development and use has been somewhat uneven and most countries are lagging in this respect. There is still a gap between the labour market data collection capacity, on one hand, and that of information and policy design analyses on the other hand.

While this gap varies in magnitude and scope, it is characterized by the following combined factors:

- Inadequate capacities and resources to ensure efficient, regular and timely collection, processing, analysis and dissemination of relevant and reliable LMI;
- Poor/inadequate coverage of the area;
- Inability to collate information from different sources and, in particular, the inability to mainstream the collection of data on the informal at country level;
- Unsuitable resources for statistical programmes and other activities aimed at compiling LMI;
- Inability of data producers to pool their efforts or share information;
- Inability of data users to clearly assess their needs and submit such to LMI producers;
- Lack of thorough analysis of collected data in order to meet the expectations of decision-makers;
- Lack of a clearly defined mandate for stakeholders as well as the culture of informed decision-making based on results and transparency;
- Discrepancy between qualitative and quantitative labour market information;
- Lack of evaluation on the pertinence and relevance of information to various users, especially those outside ministries and public bodies.

To overcome the abovementioned obstacles, the three-year project focuses on capacity building based on a flexible and tailor-made approach that allows each State to strengthen its labour statistics capacity in a specific manner. The methodology is defined by the given

country. Sometimes, it entails boosting the resources of an ongoing programme in the country. In the said domain, each country defines its action matrix since the project is guided by the level of development and progress in the given field.

The Project activities are implemented by AFRISTAT for cross-cutting actions targeting all the components/beneficiary countries and National Project Units at country level. National Project Units implement activities depending on their specific needs by strengthening capacities as outlined in national work programmes. Activities to strengthen capacity centre on:

1. Advocacy to improve labour market information systems.

Seminars/workshops involving policymakers and senior officials of various institutions are organized, as well as awareness campaigns and methods which require the design of advocacy tools like Internet sites.

2. Strengthening capacity on labour and poverty information analysis

Developing activities to boost the use of available information to generate reports and analysis that meet the expectations of users, notably policymakers, management and labour and various entities involved in the design, implementation and monitoring of the Poverty Reduction Strategy Paper (PRSP); organization of training courses and networking are encouraged as appropriate.

3. Use of Information and Communication Technologies (ICT).

It is important to update labour and poverty information systems, promote and enhance networking among information providers through the use of ICTs to achieve effective and efficient management of these information systems and databases.

4. Networking and coordination of data production, storage and dissemination

The Regional Unit supports activities implemented at national level in the following ways:

- (i) Link-up of sub-regional and regional institutions dealing with labour and poverty statistics such as the ILO, WAEMU, CEMAC, ECCAS, SADC, ECOWAS, IFORD etc, to achieve a ripple effect in activities
- (ii) Development of a regional database on methodology, tools and instruments for collecting and analyzing labour and poverty statistics.
- (iii) Support of a network of national statistics offices to foster sharing of experience, best practices and knowledge to promote harmonized concepts and methodologies as well as comparability of statistics and indicators
- (iv) Organization of technical training courses in collaboration with sub-regional and regional training and research bodies.
- (v) Production of a regional report based on data collected at country level.

The ACBF grant covers the costs accruing from project coordination staff, steering and institutional coordination, cross-cutting regional activities and support to National Project Units (NPU) in the five beneficiary countries. The level of this support to NPU is equal in resources for all the countries and helps in funding the acquisition of equipment (computers,

printers, photocopiers, faxes, scanners, office supplies, etc.) as well as operational expenses incurred in the implementation of activities. In addition, training courses, meetings, experience sharing and consultancies are offered. The ACBF grant also exceptionally funded the purchase of a four-wheel drive vehicle for the Uganda NPU.

2.3 Basic data of the LMIS Project

Project title: **Project on Improved Labour Market Statistics and Enhanced Management of Information on Employment and Poverty Tracking Systems in Africa (LMIS)**

Grant No.: **114**

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| <u>Date of final evaluation:</u> | September 2001 |
| <u>Date of final approval:</u> | December 2001 |
| <u>Date of signature:</u> | 07/10/2003 |
| <u>Date of commencement:</u> | 01/01/2004 |
| <u>Total cost:</u> | USD 2 364 215 |
| <u>Financing</u> | |
| ACBF Grant: | USD1 500 000 (63.45% of total cost) |
| Governments, AFRISTAT and ILO: | USD 864 215 (36.6% of total cost, as contribution in kind) |
| <u>Completion date of grant:</u> | 30 April 2007 |
| <u>Disbursement of ACBF grant as at 30/09/2006</u> | |
| Total disbursement: | USD962 469.13 (64.2%) |
| Balance of Grant as at 30/09/2006: | USD 537 530.87 (35.8%) |
| <u>Implementation agency:</u> | Economic and Statistical Observatory for sub-Saharan Africa (AFRISTAT) |
| <u>Supervisory missions:</u> | Three technical missions: 2004, 2005 and 2006 |
| | Two financial missions: 2004 and 2005 |

Source: LMIS/AFRISTAT Regional Project Unit

III. PROJECT IMPLEMENTATION ANALYSIS

Commencement, launching and completion of the project

The Project to Improve the Quality of Statistics on Employment and Management of Labour Market Information Systems in Africa (LMIS) was identified in 1999/2000 by the International Labour Office (ILO) and submitted to the African Capacity Building Foundation (ACBF) for funding. In May 2000, the ACBF Board of Governors approved a grant amounting to USD1.5 million to support the Project subject to the submission of the Project Appraisal and clarification of the ILO role in its implementation.

Subsequently, the beneficiary countries (Cameroon, Mali, Nigeria, Uganda and Zambia) held a consultative meeting in Lusaka (Zambia) on 26 and 27 September 2001, with the support of ILO and ACBF. This meeting enabled beneficiary countries to take ownership of the Project and confirm their needs assessment in institutional capacity building.

At the end of the meeting, the Economic and Statistical Observatory in sub-Saharan Africa (AFRISTAT) was entrusted with the management of the project under the supervision of the Regional Steering Committee. The Grant Agreement was signed on 7 October 2003 between ACBF and AFRISTAT on behalf of the beneficiary countries.

The entry into force of the grant was conditioned on the fulfilment, by the beneficiary, of two requirements set out in Section 11.01 of the Grant Agreement, namely: (a) accuracy of all statements made by the Beneficiary under Article VII of the Agreement; (b) at the request of ACBF, assurance that the status of the beneficiary, as declared by the Beneficiary on the date of conclusion of this Agreement, does not change significantly after the said date. The Grant Agreement entered into force on 1 January 2004, that is, less than three months after its signature. However, the activities of the Project only started in June 2004. This state of affairs is largely incumbent on the following factors: (i) selection procedures applicable to the hiring of permanent staff of the Project culminated with the assumption of duty of the Financial Assistant and Regional Expert in April and June 2004 respectively; (ii) the establishment, at country level, of National Project Units was graduated, as some NPU became operational in end 2004; (iii) given the specific nature of the project, beneficiary entities were required to develop national action plans tailored to country needs.

Project outputs

The outputs of the project can be appraised on the basis of key activities undertaken by the Regional Unit and National Project Units in the five beneficiary countries. However, it is worth mentioning that since the project involves support to national work programmes of the countries implemented by entities generally responsible for employment and labour matters, it is seemingly and practically difficult to make an ex post distinction of outputs based on ACBF resources and other Project resources. In fact, beneficiary countries initially pledged contributions in kind, but given the enthusiasm and keen interest in some project activities, countries have often provided substantial financial resources. Cases in point include Cameroon, Zambia and Nigeria. These one-off contributions can be explained by the inherent nature of the project that is credited to have induced a positive impact in beneficiary countries as reflected in beneficial exchanges and bandwagon effect on issues which are generally lame and overlooked by the parties.

The activities implemented by the Regional Unit and National Project Units are appraised below.

3.2.1 Regional Unit

In addition to routine project management duties and organization of meetings of the Regional Project Steering Committee (RPSC), the task of the Regional Unit is basically to back national components in achieving the project targets by focusing its action on the following areas:

- Smooth functioning of different national systems
- Strengthening capacity of national components
- Data collection, processing, analysis and dissemination
- Developing synergies with other institutions.

Smooth functioning of different national systems

To guide the launching of activities in each country, the Regional Unit, upon the launching of the project, conducted a review on labour market information systems of the various countries. In this respect, working sessions were held with major partners of the information system to discuss the following key issues:

- Assessment of needs on labour market data
- Information on ongoing statistical activities related to the production of statistics
- Inventory, collection methodology, frequency, pertinence of compiled statistics,
- Assessment of the quality of compiled statistics
- Problems encountered

Moreover, to ensure the sound functioning of various national systems, the Regional Unit undertook two specific actions: analysis of reports and supervisory missions and technical support to components. Report analysis concerns reports of national steering committee meetings and in some cases, technical committees as well as periodic progress reports of national components. The Unit examines these reports and registers its comments with NPU for the sake of improving the performance of the components.

Similarly, to track the implementation of the project and for the timely resolution of any problems that may arise on the field, the Regional Unit has introduced two types of periodic reports: quarterly and bi-annual reports.

Quarterly reports are synoptic and seek mainly to ensure compliance with the programme of activities and to pre-empt any difficulties that may jeopardize the sound implementation of planned activities. The report should also indicate the funding needs for the next three months to enable the Regional Unit to raise the attendant funds. Bi-annual reports are more comprehensive. They should clearly highlight: technical, administrative and financial difficulties encountered during the reporting period as well as measures taken to resolve them; the revised schedule of activities for the next half and the bi-annual financial report.

After the adoption of the content and template of quarterly and bi-annual reporting, the various reports were produced as required by national components and helped in drafting regional reports prepared by the Regional Unit.

Supervisory and technical support missions to national components

The Regional Unit undertook technical supervisory and financial management missions in the various countries. Accordingly, the Regional Expert visited each beneficiary country twice. In 2005, the Financial Assistant went to the field to conduct financial supervision and training of financial managers of national components. Detailed mission reports were prepared on each occasion.

These missions sought to:

- review programme implementation.
- identify resources provided by governments and their development partners.
- provide technical support to some ongoing activities
- discuss work programmes and funding with each component
- train finance managers
- audit purchased equipment and supplies.

Strengthening capacity of national components

The following actions were undertaken as part of efforts to strengthen capacity:

- Organization in May 2005 of a 12-day training seminar/workshop on the development of a labour market information system. The workshop was attended by officers of national project components and a representative from the International Labour Office. It led to the training of national officers on labour market information systems, specifically on instruments and technicalities. A detailed seminar report was prepared
- Drafting of a training manual on information systems in English and French. The manual is a comprehensive document that covers all aspects of a labour market information system: concepts and definitions, data sources, indicators and calculation methods as well as publications. The manual is currently being updated prior to publication.
- Hosting of a web page on the AFRISTAT site featuring activities and outputs of the project.
- Technical support to national components in their routine activities to collect, process and analyze data on labour markets, training, awareness and introduction of information and communication technologies. This activity specifically entailed:
 - support to the Uganda component in defining the content and template of the maiden annual situational analysis and designing current data collection instruments
 - support to Zambia in finalizing employment survey questionnaires and manuals, organizing field staff training and designing current instruments for labour market data collection
 - Substantial technical support to Mali in implementing the first phase of the survey to compile a directory of jobs and crafts and to pursue the analysis of the Permanent Household Survey (PHS)

Data collection, processing, analysis and dissemination

Data collection is essentially devolved on national components. However, the Regional Unit guides collection activities. In this regard, it proposed three types of publications:

- **Technical report**, which explains the statistical aspects of each data source (scope, coverage, frequency of production, classifications used, definitions and concepts, methodology, limits of known data, consistency with other data sources) and should include model questionnaires and forms used in reporting.

- **The bi-annual labour market newsletter** highlights recent statistics.
- **Annual situational analysis**, defined as an exhaustive description of the national labour market in the economic context of each country reviewed.

Standard contents of the three publications (technical report, bi-annual newsletter, situational analysis) are found in Annex 1, 2 and 3.

The Regional Unit also used the employment survey data base of the different countries to conduct a comparative study of key labour market indicators.

Development of synergies

The Regional Unit made informal contacts with two African schools of statistics to design a course on labour market information systems. The Project offered a training course on LMIS to the *INSEE* Training Centre in Libourne (France) in June 2006 that was attended by trainees from more than twenty French-speaking countries. In addition, the development of the labour market data base is currently in the planning process.

3.2.2 National components at country level

Table 1 highlights activities undertaken by the various countries between June 2004 and September 2006.

TABLE 1: LMIS PROJECT/SUMMARY OF ACTIVITIES UNDERTAKEN BY NATIONAL PROJECT UNITS BETWEEN 2004/2006

| COUNTRY | ADVOCACY | STRENGTHENING CAPACITY | DEVELOPMENT OF STATISTICAL INFORMATION | COORDINATION OF ACTIVITIES |
|----------------|--|---|---|--|
| Cameroon | <ul style="list-style-type: none"> • Contacts with key bodies for awareness • Significant contribution to the organization of the Employment Forum from 9 to 11 November 2005 and presentation of conclusions of the employment indicator report extracted from the Employment and Informal Sector Survey (EISS) • Presentation delivered at the National Statistics Council • Attendance of two meetings of the Steering Committee of the Poverty Reduction Strategy Paper (PRSP) of Cameroon • Dissemination of the EISS report to the network of donors of the ACBF-ILO-LMIS Project | <ul style="list-style-type: none"> • Acquisition of equipment • Attendance of the national component officer and two senior staff at a LMIS training course • Organization of a training seminar on labour market concepts and definitions • Finalization of methodology documents on the production of employment data in Cameroon • Technical support to line Ministries (MINEFOP, Ministry of Labour and Social Security) | <ul style="list-style-type: none"> • Diagnostic study of the labour market data production system in Cameroon • Initiation of a manual on concepts and definitions • Conduct of a national survey on employment and the informal sector in partnership with the NIS • Substantial contribution to the production of the main report of the EISS survey • Production of a report on labour market indicators: concepts, methods, definitions, sources, quality standards • Production of a draft bi-annual report • Initiation of a statistical directory • Development of a data bank on the Internet | <ul style="list-style-type: none"> • Opening of the National Project Desk at the National Employment Fund (NEF) • Fundraising and establishment of partnerships • Regular holding of meetings of the technical committee in charge of implementing the employment and informal sector survey project • Establishment of a National Steering Committee and a network of donors to the ACBF-ILO-LMIS project (September 2006) • Attendance of the national component at the Steering Committee of the Employment and Vocational Training Observatory (ONEFOP) |
| Mali | | <ul style="list-style-type: none"> • Acquisition of equipment • Attendance of the national component officer in a LMIS training course | <ul style="list-style-type: none"> • Conduct of a study on the harmonization of employment definitions and concepts • Analysis of initial findings of the Permanent Household Survey (PHS) • Collection, processing and analysis of labour market data to compile a dictionary on jobs/crafts • Corporate survey and publication of an employment report in the modern sector in 2004 and production of an employment | <ul style="list-style-type: none"> • Opening of LMIS Project Desk in the Employment and Training Observatory • Regular holding of meetings of the Employment and Training Observatory of NEA |

| COUNTRY | ADVOCACY | STRENGTHENING CAPACITY | DEVELOPMENT OF STATISTICAL INFORMATION | COORDINATION OF ACTIVITIES |
|---------|---|--|---|---|
| Nigeria | <ul style="list-style-type: none"> • Organization of an awareness seminar on LMIS and poverty tracking | <ul style="list-style-type: none"> • Acquisition of equipment • Attendance of the national component officer and a senior officer in a LMIS training course • Two-day workshop gathering officers of the Manpower Bureau (68 participants) | <p>directory in 2004</p> <ul style="list-style-type: none"> • Collection and analysis of secondary LMIS data extracted from administrative sources • Conduct of 4 LMIS-related studies, funded by the Federal Government of Nigeria <ul style="list-style-type: none"> ➤ Impact of economic reforms on employment-driven growth and development in 2005 ➤ Nigeria Labour Market Study in 2005 ➤ Study on the provision of labour by the Nigerian education system in 2004/2005 ➤ Study on the Impact of Instability (strikes, closures, etc.) on the quality of Higher education in Nigeria in 2005. • Proposal for a baseline study on job creation in the informal sector | <ul style="list-style-type: none"> • Steering of a Project by the National Manpower Bureau • Holding of seven meetings of the National Steering Committee and production of attendant reports • Merger of the National Manpower Bureau and Nigerian Institute of Social and Economic Research (NISER), new national project implementation agency |
| Uganda | <ul style="list-style-type: none"> • Two awareness seminars on the role of private employment agencies in the development of a labour market information system (18 private employment agency owners) • Advocacy meetings targeting district officers and local labour offices in the regions | <ul style="list-style-type: none"> • Acquisition of equipment and a vehicle • Attendance of the head of the national component at the LMIS training course • Organization of a training seminar on labour market concepts and definitions • Training on data analysis for staff of the Ministry for Gender, Labour and Social Development (MGLSD) • Training of local labour inspectors on LMIS analysis skills | <ul style="list-style-type: none"> • Collection, processing and analysis of employment and labour market data for the production of a bi-annual newsletter and annual situational analysis • Design of data collection forms meant for private employment agencies and local labour offices. • Launching of data collection on labour market trends (local labour offices and private employment agencies) for the production of a bi-annual labour market newsletter | <ul style="list-style-type: none"> • Coordination of the Project by the Department of Employment and Industrial Relations of the Ministry for Gender, Labour and Social Development (MGLSD) • Holding of two meetings of the National Steering Committee and production of detailed reports • Active participation of the national component in the ongoing preparation of the |

| COUNTRY | ADVOCACY | STRENGTHENING CAPACITY | DEVELOPMENT OF STATISTICAL INFORMATION | COORDINATION OF ACTIVITIES |
|---------|---|---|---|---|
| | | | <ul style="list-style-type: none"> • Conduct of the first labour market situational analysis in collaboration with the Uganda Bureau of Statistics (UBOS) • Launching of the development of a data base, including inter alia, data on jobseekers, vacancies and recruitments in the project with the support of the ILO Dar-es-Salam Regional Office | <p>National Employment Survey supervised by the National Planning Authority</p> |
| Zambia | <ul style="list-style-type: none"> • Awareness action targeting information sources of labour market statistics, including private agencies • Four workshops on the design, awareness and validation of the Employment Survey questionnaire • The publication of findings of the national employment survey and first labour market situational analysis will be an opportunity to enhance the advocacy campaign | <ul style="list-style-type: none"> • Acquisition of equipment • The component conducted a needs assessment of the labour market information system • Drafting of a Development Policy Paper on Labour Policy and Promotion • Attendance of the LMIS training course by the head of the national component • Organization of a training seminar of senior staff of the Central Statistics Office (CSO) on the use of specialized software in data management and analysis (SAS, SPSS) • Concerning human resources, the MLSS recruited 35 employees who were assigned to local labour offices. They have actually been transferred to local offices of the Manpower Bureau. • The Zambian Government refurbished the local Manpower Bureau building and equipped some offices with computers to store and process data on | <ul style="list-style-type: none"> • The National Component and the Central Statistics Office (CSO) conducted a national employment survey. Data collection on the field ended in December 2005. A draft report is available. The last survey was conducted in 1986. • Activities related to the annual situational analysis have been launched. In this regard, the national component designed tables that were sent to all administrative data sources. Compilation is underway. • Activities to develop a data base have been launched • Most of the recent labour market statistics is expected to be generated from sub-outputs of local offices and private employment agencies. Accordingly, the strategy of the national component of the project is to introduce data collection by | <ul style="list-style-type: none"> • Steering of the LMIS Project by the Planning Unit of the Ministry of Labour and Social Security (MLSS) • Organization of four meetings/workshops of the technical committee in charge of the implementing the Employment Survey Project for the sake of designing, raising awareness and validating the questionnaire • Holding of two meetings of the national steering committee and production of detailed reports |

| COUNTRY | ADVOCACY | STRENGTHENING CAPACITY | DEVELOPMENT OF STATISTICAL INFORMATION | COORDINATION OF ACTIVITIÉS |
|---------|----------|------------------------|--|----------------------------|
| | | employment. | <p>these entities.</p> <ul style="list-style-type: none"> • Production of data collection forms by local offices and private employment agencies has been launched. Technical assistance was provided by the Regional Unit for the finalization of these documents. | |

TABLE 2: LIST OF EQUIPMENT PURCHASED FOR THE LMIS PROJECT

| Item | Date of purchase | Quantity | Amount in local currency | Amount in Dollars |
|------------------------------------|------------------|----------|--------------------------|-------------------|
| Regional Unit | | | | |
| Secretarial return+storage cabinet | 02/06/2004 | 1 | 1 225 000 | 2 346.74 |
| 2 club chairs | 02/06/2004 | 2 | 136 000 | 260.54 |
| Executive chair | 02/06/2004 | 1 | 225 000 | 431.03 |
| Storage cabinet unit | 02/06/2004 | 1 | 125 000 | 239.46 |
| Office chair | 02/06/2004 | 1 | 138 500 | 265.33 |
| Safe | 02/06/2004 | 1 | 59 400 | 113.79 |
| Printers | 03/06/2004 | 2 | 970 000 | 1 858.24 |
| 2 air conditioners | 25/06/2004 | 2 | 1 000 000 | 1 915.71 |
| Personal computers | 05/07/2004 | 2 | 2 634 242 | 5 046.44 |
| Photocopier | 19/07/2004 | 1 | 1 178 493 | 2 257.65 |
| 2 USB flash disks | 10/11/2004 | 2 | 100 000 | 191.57 |
| Expert's laptop | 10/11/2004 | 1 | 1 255 000 | 2 404.21 |
| Cameroon | | | | |
| Computers | 22/11/2004 | 2 | 2 060 000 | 4120.00 |
| USB flash disk | 22/11/2004 | 2 | 110 000 | 220.00 |
| Printers | 22/11/2004 | 1 | 300 000 | 600.00 |
| Ink jet printer | 22/11/2004 | 1 | 110 000 | 220.00 |
| Photocopier | 22/11/2004 | 1 | 950 000 | 1900.00 |
| UPS | 16/12/2004 | 2 | 98 000 | 196.00 |
| fax machine | 27/12/2004 | 1 | 300 000 | 600.00 |
| Mali | | | | |
| Overhead projector | 24/02/2005 | 1 | 1 295 682 | 2 622.84 |
| Laptop | 24/02/2005 | 1 | 1 548 028 | 3 133.66 |
| Photocopier | 19/07/2006 | | 3 385 850 | 6 569.92 |
| Nigeria | | | | |
| HP COMPAQ computers | 23/11/2004 | 3 | 810 000 | 6000.00 |
| HP laptop | 23/11/2004 | 1 | 386 000 | 2859.26 |
| SHARP Photocopier | 23/11/2004 | 1 | 445 550 | 3300.37 |
| SHARP Photocopier | 23/11/2004 | 1 | 265 550 | 1967.04 |
| HP Ink jet printers | 23/11/2004 | 1 | 76 000 | 562.96 |
| HP Ink jet printers | 23/11/2004 | 2 | 56 000 | 414.81 |
| HP scanner | 23/11/2004 | 1 | 102 000 | 755.56 |
| APC UPS | 23/11/2004 | 4 | 100 000 | 740.74 |
| Surge arrests | 23/11/2004 | 5 | 30 000 | 222.22 |
| Uganda | | | | |
| fax machine | 17/02/2005 | 1 | 263 250 | 151.29 |
| Surge arrests | 17/02/2005 | 2 | 269 100 | 154.66 |
| Photocopier | 17/02/2005 | 1 | 1 813 500 | 1 042.24 |
| Printers | 17/02/2005 | 1 | 375 000 | 215.52 |
| scanner | 17/02/2005 | 1 | 290 000 | 166.67 |
| Computers | 17/02/2005 | 2 | 3 850 000 | 2 212.64 |
| Car | 14/06/2005 | 1 | | 18 000.00 |
| Zambia | | | | |
| 2 computers | 13/12/2004 | 2 | | 4 000.00 |
| 2 printers | 13/12/2004 | 2 | | 1 600.00 |
| 1 scanner | 13/12/2004 | 1 | | 400.00 |

Source: Finance and Administration Service of the Regional Unit of the Project, AFRISTAT, October 2006

IV. EVALUATION OF PROJECT PERFORMANCE

Overall Evaluation

The key project objectives have been achieved and its overall performance is satisfactory. Generally, activities implemented in the five beneficiary countries helped to enhance employment statistics and management of the labour market information system. At the commencement of the project and following a situational analysis of the beneficiary countries, the following three major implementation stages were adopted.

- The first stage deals with the organization of the information system and launching of the production of key priority labour market indicators.
- The second phase is the production of key labour market indicators on a regular basis.
- Since establishing an efficient system is a long haul of more than three years, the third stage should seek to consolidate gains and put forth recommendations to strengthen the system that has been put in place.

Despite teething difficulties, the project recorded remarkable progress summarized as follows:

- All national components are fully functional.
- Training of national officers on the development of a labour market information system has been conducted.
- The periodic reporting system governing the preparation of periodic status reports has been defined and introduced.
- The types of publications and their content (technical report, bi-annual newsletter and situational analysis report) to be prepared in each country have been designed and established. Implementation has begun.
- The design of a project web page on the AFRISTAT site to showcase the project outputs has been finalized.
- Actual collection of labour market data has begun. More specifically, all the countries have conducted employment surveys to provide key current labour market indicators.

4.2 Operational and Strategic Management

Pursuant to the Grant Agreement, the Regional Project Steering Committee (RPSC), which is a decision-making organ, is the main governance body. It is composed of duly mandated representatives of the five beneficiary countries and a representative of ILO. It is chaired by the Director General of Cameroon's National Employment Fund for a three-year term. RPSC is not involved in the daily management of the project. It is especially responsible for:

- a. monitoring project implementation
- b. approving activity programmes and attendant funds at regional and national levels
- c. monitoring the implementation the regional project and approving the report of the regional project unit
- d. monitoring project implementation at national level and approving national annual reports submitted by officers of national implementation agencies.
- e. mobilizing resources for the extension of the project to other countries in the next phase.

The Regional Expert will perform secretarial duties for RPSC.

AFRISTAT was designated by RPSC to coordinate the activities of the Regional Project Unit (RPP) whose duties include:

1. routine management of the project
2. design of activity programmes based on national programmes and regional activities as well as the corresponding comprehensive budget
3. management of project resources
4. disbursement of funds to national units
5. establishment of working relations with national units and performance of clearing house duties
6. implementation of activities at regional level to harmonize concepts and methods in an effort to strengthen capacity for compiling labour market information at national level and consequently, scale up the project impact
7. organization of regional experience-sharing and training activities.

The Director-General of AFRISTAT, where he is unavailable, the Deputy Director-General, and the AFRISTAT Accounting Officer are signatories of the project's accounts. The Regional Expert shall make the necessary arrangements to prepare, organize and monitor the work of the Steering Committee. The AFRISTAT Director-General and Regional Expert shall attend RPSC meetings in an advisory capacity. The Regional Expert shall perform secretarial duties.

The five beneficiary countries have chosen institutions that will host the project at national level, namely:

Cameroon: National Employment Fund

Mali: Employment and Training Observatory

Nigeria: National Manpower Unit

Uganda: LMI Unit, Department of Labour, Ministry of Gender, Labour and Social Development

Zambia: Planning Unit, Ministry of Labour and Social Security.

An ILO representative shall also attend meetings of the Regional Steering Committee.

Implementation agencies must set up National Project Units and provide adequate resources such as staff, office and equipment as their contribution to the implementation of the project. The National Project Unit is responsible for the routine management of project activities at national level. A national steering committee to supervise NPU should be set up in each country modelled on guidelines adopted by the RPSC.

The Regional Project Steering Committee (RPSC) comprises 6 (six) members as described earlier on. The committee held three meetings between July 2004 and March 2006, that is, one every year. Hitherto, a meeting was convened in August 2003 during which the project implementation institutional framework was laid down. Although the meetings were attended by all members, RPSC has apparently been unable to comply with the timeframe adopted during one of its meetings, that is, to meet twice a year.

RPSC minutes highlight problems that were raised and how they were resolved. Outside statutory activities like consideration of strategic thrusts, approval of budget and annual work programmes of the Regional Unit and National Units of the project, audit reports, progress

reports and recruitments, the Committee addressed other issues relating to the functioning of the project, including *inter alia* project staff working conditions, wage levels, resource mobilization, effects of the depreciation of the dollar since the last project evaluation and transfers, on a priority basis, between items of the account “National Activities”.

While, on the whole, the Regional Project Steering Committee (RPSC) fulfilled its duties satisfactorily, it is worth noting that the framework set out in the Grant Agreement relative to the establishment of national committees was implemented differently in the five beneficiary countries. Nigeria, Uganda and Zambia alone actually put in place specific project consultative and monitoring committees involving the government, labour and management, private sector and civil society. In **Cameroon**, the National Employment Fund (NEF), which is the project desk, initiated the establishment of a select steering committee on Employment and Informal Sector Survey (EISS), a major activity undertaken in Cameroon with the substantial contribution of the project. This Committee was chaired by the National Institute of Statistics (NIS) composed of a representative of the Ministry of Employment and Vocational Training, NEF Director-General and the LMIS project coordinator at NEF. During the stay of the mid-term review mission of the Project, a network of project partners promoted and coordinated by NEF was gestating, and the Ministry of Employment and Vocational Training was tipped as chair.

Mali, like Cameroon, did not establish a national steering committee. The LMIS project is implemented by the Employment and Training Observatory which was raised to a department of the National Employment Agency (NEA) in 2005. LMIS operates through the network of NEA correspondents composed of government bodies, the private sector and civil society. Until 2006, the head of the Employment and Training Observatory was the NEA representative at RPSC. Through a correspondence issued in 2006, this irregularity was corrected and the Director-General or the Deputy Director-General was appointed to represent NEA at RPSC.

The situation in the other three countries is reported hereunder.

In Nigeria, the agency initially in charge of implementing the project, namely the National Manpower Bureau, merged with the Nigerian Institute of Social and Economic Research (NISER) in June 2006. The national steering committee comprises representatives of the following entities:

- ☞ Nigeria Labour Congress (labour confederation)
- ☞ National Board for Technical Education (para-statal)
- ☞ National Poverty Eradication Programme (para-statal)
- ☞ National Directorate of Employment
- ☞ Federal Ministry of Labour and Productivity
- ☞ National Bureau of Statistics
- ☞ National Planning Commission
- ☞ National Population Commission
- ☞ National Universities Commission
- ☞ Nigeria Employers’ Consultative Association (private sector)
- ☞ Small and Medium Enterprises Representatives (civil society)

The national steering committee held three meetings in 2004, three in 2005 and one in August 2006.

In Uganda, The National Project Unit has a desk in the Ministry of Gender, Labour and Social Development (MGLSD). The national steering committee is composed of representatives from the following bodies:

- ☞ Ministry of Gender, Labour and Social Development (MGLSD), Employment Commission
- ☞ National Organizations of Trade Unions (NOTU): lead labour organization
- ☞ Ministry of Public Service (MPS)
- ☞ Ministry of Education and Sports (MES)
- ☞ Uganda Bureau of Statistics (UBOS)
- ☞ Federation of Uganda Employers (FUE): private sector
- ☞ Foundation for Advancement of Small Enterprises and Rural Technology (FASERT): civil society

The national steering committee did not meet in 2004 and 2006. It held two meetings in 2005.

In Zambia, the project is implemented by the Planning Unit of the Ministry of Labour and Social Security (MLSS) which set up a national steering committee comprising representatives from the following bodies:

- ☞ Ministry of Labour and Social Security (MLSS)
- ☞ Ministry of Finance and National Planning
- ☞ Ministry of Education
- ☞ Ministry of Science, Technology and Vocational Training
- ☞ Technical Education, Vocational and Entrepreneurship Training Authority (TEVETA): para-public
- ☞ Central Statistics Office (CSO)
- ☞ Zambia Congress of Trade Unions (ZCTU): labour confederation
- ☞ Zambia Federation of Employers (ZFE): private sector
- ☞ University of Zambia
- ☞ ILO Field Office

The national steering committee held one meeting in 2004 and another in 2005.

In general, the established national steering committees reflect the variety of views and leanings of their members as make rich contributions during discussions which are assets to enhancing the implementation, ownership and sustainability of the project. National steering committees record low absentee rates of members while minutes of meetings are signed. Internal reporting is sound as illustrated by an updated mailing list. Members of the steering committee have sometimes played a crucial role in the development of activities by involving the institutions they represent in assessing needs and identifying opportunities funded by non-ACBF resources.

As a tailor-made project based on the needs and specificities of each beneficiary country, it is logical for partners of National Project Units to differ from one country to another. Conversely, for the purpose of general consistency in the implementation of the project, it would be useful to adopt rules applicable to all NPUs, notably, the number of meetings. Besides, the Regional Project Steering Committee (RPSC) lacks internal rules and regulations to govern its functioning – there no is provision on the frequency of meetings, convening of meetings, quorum and minutes - apart from the general provisions of the Grant Agreement. Moreover, gender is not mainstreamed in the Regional Project Steering Committee (RPSC), which has no female member, and less so, in NPUs, where they do not hold any office.

However, it is worth mentioning that one of the two permanent positions at the AFRISTAT Regional Unit, namely the Project Finance Assistant, is held by a woman.

The Regional Project Unit, which is supervised by AFRISTAT and composed of a Regional Expert and Finance Assistant, adequately undertook the following activities:

- (i) Organization of Regional Project Steering Committee meetings : preparation, organization and secretarial duties;
- (ii) Functional organization of the project : routine activities to define the functioning of the project
- (iii) Technical support to countries: methodology and training in data analysis, compilation of directories and design of data media;
- (iv) Administrative activities: disbursements to national components, institution of financial procedures and introduction of a reporting system.

The activities of the Regional Unit basically seek to help national units attain project objectives specifically through, the smooth functioning of the different systems; strengthening capacity of national components; collection, processing, analysis and release of data; and development of synergies with other institutions.

Some NPUs did not understand that their activities had to be tailored, that is, conducting a situational analysis of the country and strengthening capacity in labour statistics. The country adopts its own methodology. Sometimes, it involves scaling up the resources of an ongoing programme in the country. Each country defines its matrix of action for the specific area since the project rationale is to consider the level of development and progress in the given area.

The 1999 project evaluation report seems to be conflicting in respect of the role of the Regional Expert who is considered as the regional coordinator in the report. On the contrary, in accordance with the Grant Agreement, AFRISTAT, as an institution, represented by its Director-General, is the regional coordinator of the project. This interpretation of the provisions made in the evaluation report apparently prompted the Regional Expert to make some commitments that were outside his remit and which would have been endorsed by AFRISTAT and approved by the donor. A typical case in point is the authorization of the Uganda national component to purchase a four-wheel-drive vehicle as rolling stock of the project. The vehicle was supplied but there was disagreement over payment that gave rise to numerous correspondences the beneficiary country, AFRISTAT and the donor. Despite its objection to the purchase of rolling stock as a matter of funding policy, the donor, out of goodwill, solved the matter.

Some National Project Units provided technical support to ministries. In Cameroon, the national component assisted the Ministry of Labour and Social Security during a meeting on designing a computerized system for collecting and processing labour and social security data. It also supported the National Social Insurance Fund (NSIF) in tracking social security and business development indicators.

The smooth functioning of the different national systems bore on the follow-up of meetings of national steering committees and periodic reporting as well as regular supervisory and technical assistance missions to national units.

National Project Units progress reports (quarterly and bi-annual reports) essentially aim at

ascertaining consistency with the activity programme and reporting to project officers any difficulties that may put the activities off track.

Since the launching of the project, the Regional Unit has embarked on technical supervision and financial management missions in the various countries. In this respect, the Regional Expert and Finance Assistant visited each beneficiary country twice and once respectively. These visits sought to provide technical assistance to national components in their routine activities, namely, collection, processing and analysis of labour market data, training, awareness, development of information and communication technologies, bookkeeping and compliance with financial management procedures.

Actions undertaken by the Regional Unit are systematically reviewed with NPUs:

- Assessment of labour market data needs;
- Report on ongoing statistical activities relating to data production
- Inventory, method of collection, frequency, relevance of data produced
- Quality assessment of data produced
- Problems encountered

It should however be noted that the project flouted, probably for financial reasons, the Steering Committee decision of January 2005 to assign the Regional Expert twice a year and the Financial Assistant once a year to each beneficiary country.

4.3 Financial and Administrative Performance of the LMIS Project

As at 30 September 2006, grant disbursements totalled USD 962 469.13, representing a utilization rate of 64.2%, which is commendable considering the teething problems of the project and red tape in transferring funds to National Project Units. Indeed, as mentioned before, the project was finally launched in June 2004. The accounts of national components in the beneficiary countries are credited by AFRISTAT using funds drawn from the Project special account opened in a commercial bank in Bamako in keeping with the Grant Agreement. Transfers are effected upon production by NPUs of supporting documents to justify the use of the advance. This procedure is consistent with the requirements of the donor (ACBF) which provides that disbursements drawn from the Project account be transferred to a single special account on behalf of the Beneficiary, AFRISTAT. Thereafter, AFRISTAT may credit the accounts of National Project Units from the special account. This caveat, which NPUs deem cumbersome, is a donor disbursement requirement. However, the donor defrays the cost of equipment upon presentation of bills.

NPUs claim that the disbursement procedure described above results in red tape which impacts negatively on the implementation activities and country work programmes. Moreover, some NPUs encountered specific fund transfer problems. For example, Nigeria did not receive any funds in 2005 because the local bank (Zenith International Bank) where the project opened its account could not receive foreign transfers. Similarly, the Uganda National Project Unit received no funds in 2006 due to the closure of the project account opened in a commercial bank in compliance with a government decision to transfer all project accounts to the central bank of Uganda. Formalities to open a new project account in the Central Bank were still underway during the project mid-term review mission.

The project accounts were audited adequately and a good number of recommendations made by the external auditors, especially those pertaining to internal control, are either in force or under implementation. Hence, since 2005, equipment purchased by the project is labelled. Since 2006, amounts posted in bank reconciliation are dated and bills are paid VAT free. Various cash positions are recorded in dollars and CFA francs. However, the project does not produce quarterly financial reports and missions to audit the accounts are despatched late.

Resource mobilization by the project complied with accounting procedures and budgetary control adequately. Recruitment and procurement in the project were transparent and consistent with ACBF standard procedures. Project accounts and accounting documents were properly kept.

Generally speaking, expenditure made during the period under review was duly authorized by ACBF while payments were adequately and satisfactorily justified. Further to the recommendations of ACBF supervisory missions, the accounts of the project are audited as part of AFRISTAT accounts.

Supervision and monitoring of activities shall be conducted by the Regional Expert and Financial Assistant under the authority of AFRISTAT Director-General. This brief description of responsibilities gives room to the AFRISTAT Director-General to assign certain tasks at his discretion. Hence, to avoid interpretations that may cause conflict, it is appropriate to draft a Project manual of procedures that clearly defines the duties of each entity. For example, the project had an unpleasant experience when the Uganda national component purchased a four-wheel-drive vehicle that was not planned. On hindsight, this situation arose from the absence of clearly defined duties, with specific regard to the duties of the Regional Expert, who overstepped his scope by authorizing the purchase. Though there was a happy end, the implementation schedule of the activity programme of the component took a toll. To avoid such mishaps in the second phase, a manual of procedures seems to be an appropriate safeguard.

Project performance in terms of mobilization of resources is satisfactory, considering that in addition to the contribution of the beneficiary countries in kind, (buildings, staff, telephone, water, electricity, etc.), the implementation agencies contributed significantly to funding planned activities. In Cameroon, the National Employment Fund not only participated in financing the Employment and Informal Sector Survey, but also, pre-funded the LMIS Project which witnessed major disbursement delays from AFRISTAT. Similarly the National Manpower Bureau in Nigeria implemented its 2005 plan of action solely on the resources of the Federal Government, while in Zambia, the MLSS Planning Unit conducted the employment survey and equipped some local labour offices mostly with resources from the Zambian Government. Resources were also mobilized from foreign partners. Hence, Uganda mobilized resources from ILO Dar-es-Salam Regional Office to support the development the project database on one hand, and to train officials of the Ministry of Gender, Labour and Social Development (MGLSD) on employment data analysis.

As at 30 September 2006, outstanding non disbursed funds stood at USD537 530.87, that is, 35.8% of the ACBF grant, seven months to the closing of the said grant. Owing to teething problems and needs in collecting, processing and analysing data on labour markets, employment and poverty tracking systems, it would be necessary to extend the closing date.

Likewise, it would be appropriate to reallocate the outstanding resources based on established priorities and needs such as computer equipment and operational costs of local labour offices. These needs are pressing mostly in Uganda and Zambia where these entities, though staffed, lack basic working tools like logistics for data collection, data processing facilities, etc. After the end of the mandate of the Project Regional expert in 2006, AFRISTAT will hire consultants for short-term contracts for the purpose of supervision and technical support to national units. It is expected that this policy will save resources that may be reallocated for the completion of the pilot phase of the project. **The tables below show aggregate budget implementation of the project as at 30 September 2006.**

TABLE 3: SUMMARY OF BUDGET EXECUTION 2004-2005

| Budget head | Allocation | | | Execution | Gap | % |
|----------------------|--------------------|-------------------|-------------------|------------------|-------------------|------------|
| | Carry forward 2004 | Allocation 2005 | Amount | | | |
| Project personnel | | | | | | |
| Regional Expert | 24 500.00 | 61 125.00 | 85 625.00 | 24 500.00 | 61 125.00 | 29% |
| Financial Assistant | 3 900.00 | 16 380.00 | 20 280.00 | 6 500.00 | 13 780.00 | 32% |
| Consultant | 7 700.00 | 8 085.00 | 15 785.00 | 2 000.00 | 13 785.00 | 13% |
| Transport for expert | -1 187.64 | | -1 187.64 | | -1 187.64 | 0% |
| Sub-total | 34 912.36 | 85 590.00 | 120 502.36 | 33 000.00 | 87 502.36 | 27% |
| RPU | 9 335.07 | | | | | |
| Recurrent | 9 335.07 | 15 750.00 | 25 085.07 | 0.00 | 25 085.07 | 0% |
| Project monitoring | 2 090.52 | 18 900.00 | 20 990.52 | 0.00 | 20 990.52 | 0% |
| Equipment | -4 337.00 | 0.00 | -4 337.00 | 0.00 | -4 337.00 | 0% |
| Recruitment | 1 020.00 | 0.00 | 1 020.00 | 0.00 | 1 020.00 | 0% |
| Meeting | 6 388.00 | 21 000.00 | 27 388.00 | 24 394.79 | 2 993.21 | 89% |
| Training | 30 000.00 | 20 000.00 | 50 000.00 | 33 801.63 | 16 198.37 | 68% |
| Sub-total | 53 831.66 | 75 650.00 | 120 146.59 | 58 196.42 | 61 950.17 | 48% |
| TOTAL | 88 744.02 | 161 240.00 | 240 648.95 | 91 196.42 | 149 452.53 | 38% |

Source: Administration and Finance Service, LMIS AFRISTAT Regional Project Unit

TABLE 4: BUDGET EXECUTION 2006 (as at 30 September 2006)

| Budget head | Allocation | Execution | Gap | % |
|--------------------------|-------------------|-------------------|------------------|------------|
| Project personnel | | | | |
| Regional Expert | 61 740.00 | 46 305.00 | 15 435.00 | 75% |
| Financial Assistant | 16 380.00 | 12 285.00 | 4 095.00 | 75% |
| Consultant | 16 000.00 | 0.00 | 16 000.00 | 0% |
| Transport for expert | 7 000.00 | 8 628.73 | -1 628.73 | 123% |
| Sub-total | 101 120.00 | 67 218.73 | 33 901.27 | 66% |
| RPU | | | | |
| Recurrent | 35 444.00 | 11 552.11 | 23 891.89 | 33% |
| Project monitoring | 24 890.00 | 6 529.09 | 18 360.91 | 26% |
| Equipment | 0.00 | 0.00 | 0.00 | |
| Recruitment | 0.00 | 0.00 | 0.00 | |
| Meeting | 20 444.00 | 17 291.03 | 3 152.97 | 85% |
| Training | 12 000.00 | 0.00 | 12 000.00 | 0% |
| Sub-total | 92 778.00 | 35 372.23 | 57 405.77 | 38% |
| TOTAL | 193 898.00 | 102 590.96 | 91 307.04 | 53% |

Source: Administration and Finance Service, LMIS AFRISTAT Regional Project Unit

Impact of the Project

It is difficult to measure the project impact in the short term. However, judging from the satisfaction expressed by the beneficiaries of the project, it is safe to say that the implemented activities had a positive impact, notably in building the capacity of officials of beneficiary countries, labour and management, national institutions of beneficiary countries for the timely collection, analysis and dissemination of labour market data and poverty tracking. Through advocacy, capacity building, partnership and coordination of data production and use of new technologies, the LMIS project achieved its target of releasing reliable and harmonized labour market data.

Prior to the project, there was virtually no labour market data the job market in the beneficiary countries. The only available labour statistics was sparse, scattered, not harmonized nor consistent with any standard in terms of definitions and concepts. To remedy this situation, some countries established observatories. For instance in Mali, the World Bank provided support. However, it soon appeared that the observatories were operating on different gears. Consequently, priority was given to the harmonization of concepts, definitions and methodologies.

These data is now available thanks to LMIS project activities. They are (or will soon be) centralized at the project and published in the appropriate medium: annual report; bi-annual report or technical report. This information will soon be available on the Internet site of the beneficiary countries and shared among the countries and AFRISAT for the purpose of comparability.

The project has fostered data flow between national statistics offices, labour offices and other stakeholders of the public and private sectors as well as civil society.

The LMIS Project is in a budding phase. To optimize project outputs, it is essential to adequately market its tools, documents, methodologies as well as ensure wide dissemination. This process is still gathering momentum. However, the project outcomes were showcased at major national events (Estates General on Employment, standardization of concepts). Large-scale outreach activities have not been launched.

In some cases (Cameroon), the project led to the compilation of part of the labour market data that was perceived but not measured: job insecurity and expansion of the informal sector.

The Project, through synergies and partnerships established by NPUs, participated in strategic and high-profile activities: Employment and Informal Sector Survey (EISS) in Cameroon, data analysis of the Permanent Household Survey (PHS) in Mali, and Employment Surveys in Uganda and Zambia.

Thanks to this project, labour information – though not exhaustive – is now available. The challenge lies in maximizing the outputs and developing further linkages with other projects and initiatives.

In some countries (Cameroon), the ministry in charge of social economy (Ministry of Small and Medium Size Enterprises) has taken ownership of the project outcomes. They envisage conducting a follow-up survey. In general, national stakeholders of beneficiary countries expect the project to go beyond a diagnosis. They suggest that the project should further study labour market determinants: (i) determinants of unemployment; (ii) mechanisms and relation with training.

On the whole, the regional project on improved labour market statistics and enhanced management of information on labour markets and poverty tracking systems in Africa contributed to the development, in the five beneficiary countries, of major activities aimed at clarifying definitions and concepts on labour market information (LMI) and labour market information systems (LMIS) as well as to the compilation of labour market information which is of paramount importance to the various users. The key users include: government officials

in charge of human resource development and employment planning; poverty reduction programme and policy agencies, employment agencies, schools and vocational training institutions, employers' organizations and labour unions, students and job seekers.

LMI and LMIS guide policymaking and programme design in respect of human resource development and support to sustainable job creation.

At the level of AFRISTAT, the LMIS Project explored an area that receives little attention from national statistics agencies (social statistics) and based on the project outputs, the area ranks among priority thrusts of the AFRISTAT 2006/2010 strategic programme. Moreover, in a bid to share the benefits of the ACBF project with all Member States, AFRISTAT will sponsor a seminar on the development of LMIS in November 2006 which will be attended by some twenty countries.

4.5 Lessons and the way forward

Given the flexible and tailor-made approach to the labour market information system in each beneficiary country, the project successfully developed the following types of activities: capacity building on data collection, processing, analysis and dissemination; advocacy and outreach activities by showcasing project outputs; synergy and coordination with partners; strengthening capacity on the use of Information and Communication Technologies (ICTs); linkages and collaboration with regional and sub-regional institutions; creation of data bases.

The success of the project can be explained by combined factors, namely: (i) the resolve and commitment of members of the Regional Steering Committee, National Project Unit teams and national steering committees; (ii) sound institutional framework; (iii) sound Project monitoring by AFRISTAT and ACBF supervision; (iv) responsiveness and; (v) the financial commitment of governments, implementation agencies and ACBF.

Indeed, despite its innovative nature and seemingly scattered activities, (Regional Unit, National Project Units), the LMIS Project was able to carry out its activities in an autonomous manner, with flexible management and an adequate operational capacity.

The training programme implemented by the Regional Project Unit drilled officers of national units on the tools of an labour market information system, namely: key components and workings of LMIS, LMIS design and content; possible data sources; data storage; basic uses of labour market information; status of labour market information systems in the countries; relation between policy formulation and development of an information system; functions of an labour market information system; basic requirements; expected outputs of LMIS; availability of data; obstacles to LMIS development and project strategies to overcome them; data collection methods (surveys, consulting administrative sources); employment survey in the informal sector.

The project effectively strengthened capacity of governments, labour and management, national institutions of beneficiary countries responsible for timely collection, analysis and dissemination of data on labour market information and poverty tracking. National officers were trained on the development of labour market information systems. A training manual on the development of labour market information systems has been designed. A reporting system to track progress on a periodic basis has been designed and introduced.

The following three types of reports and their content, to be produced by each country was designed and put in place:

- **Technical Reports** cover the statistical aspects of each data source (scope, coverage, frequency of production, classifications used, definitions and concepts, methodology, limitations of known data, consistency with other sources of data) and should include a copy of questionnaires and forms used to prepare the report.
- **Bi-annual labour market information newsletter** highlights current statistics.

- **Annual Situational Analysis** entails a comprehensive review of the national labour market within the economic context of each country reviewed.

Publication of these reports has begun. Collection of data on labour markets is under way. More specifically, all the countries had conducted an employment survey to generate key labour market trends and indicators.

National project units in the five beneficiary countries are fully operational and the main challenge of the current phase of the project is the timely production of data: key labour market trends and indicators; data on labour market dynamics; annual situational analysis of labour markets; development of data bases.

However, the implementation of the project was stalled by constraints such as red tape in the in the transfer of funds to national components, difficulties in holding two RPSC meetings a year, low Project staff strength (Regional Expert and Finance Assistant), as well as timeframes for the approval by the donor of action programmes and budgets. These problems are compounded at country level by structural inadequacy of appropriations meant for the labour and employment sectors. Moreover, the disbursement process of such funds is pretty slow and intricate, especially in regard to quarterly thresholds. In the countries concerned, like in many other African countries, social services are generally poor and operate without computer systems. When data is collected, it is hardly processed due to lack of computers. Entities are poorly equipped and lack adequate computer skills. Data is published annually. Consequently, short-term needs include: capacity building and specific training to sector-specific entities, including the private sector; basic computer equipment and communication; basic resources to ease routine data.

Persistent funding constraints (lack of resources) sometimes discredited National Project Units (NPU) in the eyes of members of the Network or National Project Steering Committees. This resulted in prudential commitments (activities, initiatives) and eventually, reluctance among among NPUs. Accordingly, they scaled down programme activities which frustrated partners as some commitments could not be honoured. Moreover, the persistence of situation prompted NPUs to view national resources as only viable project resources.

The following factors should be taken into account to improve the implementation of the project:

- (i) Data compilation will require upgrading the equipment of national component. Indeed, at the launching of the project, only the requisite basic equipment to start operations was acquired. The remainder part was put in abeyance. Yet, activities conducted in beneficiary countries were often setback because no consideration was given to the needs of stakeholders of the network of LMIS partners. In many beneficiary countries, data is collected at local government level (Districts) which are in dire need of computers and resources to collect, analyze and disseminate LMIS data.
- (ii) The project has two decision-making organs: AFRISTAT (RPSC and RPU) and ACBF. Consequently, budgets and action plans adopted by RPSC and submitted for are subject to amendments which are binding on NPUs. This causes delays in the implementation of programmes by national components. For example, the LMIS user guide has not been popularized in the countries by way of training courses targeting national steering committee members. This situation was remedied in 2005 when RPU were encouraged to support NPUs in budget preparation, on the one

- hand, and to consult ACBF on funding issues before adoption by RPSC on the other hand in a bid to swiftly comply with donor requirements for approval.
- (iii) Disbursement procedure for national components. Most NPUs advocate a direct procedure to transfer funds from ACBF to the NPUs of beneficiary countries subject to the approval of their budgets and action plans RPSC. This procedure requires the RPU to submit a funds transfer request to ACBF which transfer will be effected by the finance service. Of course, the sums transferred will be placed under the responsibility of AFRISTAT. This procedure could not be implemented at the pilot phase of the project due to Donor procedures.
 - (iv) NPUs consider that project staffing was a limiting factor. Two positions for a second expert and a project secretary should have been provided for.
 - (v) Language does not seem to have handicapped the implementation of the project. Indeed, the project permanent staff (Regional Expert and Finance Assistant), are perfectly bilingual, like AFRISTAT staff. Interpreters are used during meetings of the Steering Committee and activities steered by the Regional Unit. National units prepare their progress reports and action plans in their respective working languages
 - (vi) Funds allocated to national components as overheads were deemed inadequate to run major activities. Some programmes were accordingly suspended by NPUs pending new disbursements upon production of supporting documents. To avoid any hitches in field activities, it was agreed during the ACBF supervision mission of July 2006 to disburse, as advance, 50% of the annual budget to each national component. To this end, ACBF credited the project special account with an additional USD 200 000 sum to cover running costs. In 2006, transfers were made to countries on this basis, except to Uganda which had closed the NPU account opened at a commercial bank and had not yet finalised the opening of a new account at the Central Bank. It was equally agreed that national units will be reimbursed upon production, on a monthly basis, of supporting documents. However, given the current staffing constraints, NPUs will probably be unable to submit monthly funding. In fact, because NPUs have desks in other entities, they usually have an officer who monitors project activities and liaises with other entities and partners of the national steering committee. The financial aspects of the project are often handled by accounting officer of the host entity. Since the latter often has several other duties, sometimes the preparation of account statements, filing of supporting documents, funding requests are delayed. While this is a purely NPU internal management matter, it impacts on the implementation of the project.
 - (vii) Networking: The only major activity worth reporting in this area is the ongoing preparation of an internet seminar which will mark the beginning of networking between the Regional Unit and national components on one hand, and between the national components on the other hand.

5 CONCLUSIONS AND RECOMMENDATIONS

5.2 Conclusions

The Regional Project to Improve the Quality of Employment Statistics and Management of Labour Market Information Systems and Poverty Tracking in Africa (LMIS) is an innovative project that is in line with topical and burning issues. Implemented on a pilot basis, the project involved the implementation of core employment and poverty reduction activities that have a positive impact on beneficiary countries as well as enabled African professionals and senior staff to share experience, commonalities, best practices and success stories in the given area.

In a context where, across the continent, several initiatives have given room to scepticism on their relevance, goal and efficiency, the LMIS project illustrates that with limited resources, it is possible to achieve significant results. In fact, players and partners have unanimously commended the sound performance of the Project. Even in activities where the contribution of the Project is pretty modest compared to overall funds raised, it is clear that the contribution of the project was the trigger factor as it played a frontline role in achieving the results. By way of example, the Employment and Informal Sector Survey (EISS) in Cameroon, which lay in abeyance since 2003, would not have conducted, notwithstanding the presence of the other development partners, without an impact on the core aspects (training, field staff, etc.)

The implementation of the project was obviously stalled by constraints outlined in sections 4.2 to 4.5 above and the National Project Units sometimes were bound to implement their work programme without funds which attests to the ownership of the project by the beneficiary countries and their readiness and determination to carry on activities.

The project has so far succeeded in organizing the information system and launching the production of priority and key labour market indicators. Consequently, priority actions to be undertaken in the current pilot phase include:

- (i) Strengthening capacity: use of information and communication technologies and specialized software; updating and publication of training manual on the development of a labour market information system;
- (ii) Regular data production and publication: key labour market indicators; data on labour market dynamics; annual labour market situational analysis; creation of database;
- (iii) Advocacy: showcasing project outputs;
- (iv) Networking: sharing of data and methods; facilitation of training seminars; electronic forums.

Given the globally satisfactory performance of the project and pending the completion of the mandate of the pilot phase, the mission recommends firstly, the extension of the closing date of the ACBF grant by twelve months, and secondly, reallocation of remainder resources. In fact, the start-up equipment provided by the Project to national components is inadequate. Since the project is approaching the critical phase of producing LMIS data on a regular basis, there is a need to reallocate resources to afford computers and sundry equipment for data collection, processing, analysis and dissemination. Moreover, most NPUs have expressed the need for transportation means for the purpose of data collection (Nigeria, Zambia, and

Uganda). Considering these urgent needs, the mission suggests that the proposed reallocation should be used for the procurement of motor bikes instead of vehicles. However, in the context of enhancing the project coverage and on account of progress made, participating governments may provide vehicles while the ACBF Project may review budget heads to cover some operational costs incurred in data collection and processing (fuel, incentives, per diem, etc).

The proposed extension of the pilot phase (12 months) of the project will also serve in thoroughly and efficiently preparing the second phase of the project which is expected to deal with sustainability issues in detail. The preparation of this second phase should fully involve the beneficiary countries, reviewing implementation procedures and set out in a Memorandum of Understanding between the donor(s), implementation agency and beneficiary countries.

The mission extends gratitude to the Governments of beneficiary countries of the LMIS Project, Regional Steering Committee, National Project Units, National Steering Committees and AFRISTAT for their support, reception and facilities afforded them throughout their various stays to Mali, Nigeria, Cameroon, Uganda and Zambia. It is also indebted to the representatives of the civil society, private sector and development partners with whom it had fruitful discussions.

5.3 Recommendations

For the purpose of enhancing the performance of the LMIS Project in the second phase of the project, the following recommendations have been made:

- (i) Strengthening of the technical project implementation team at the Regional Unit by the recruitment of a full-time expert and secretary. These staff members should be very bilingual;
- (ii) Extension and enhancement of national project components which are expensive to host entities. Such enhancement should include basic equipment for local labour offices, training of national component officers on the use of appropriate data analysis software and ICTs as well as secondment by governments of the beneficiary countries of data processing personnel;
- (iii) Drafting and adoption of internal rules and regulations of the Regional Project Steering Committee and National Project Units in the beneficiary countries;
- (iv) Given the specific nature of the project, reduction of the timeline for endorsing and approving work programmes and budgets;
- (v) Ensuring consistency of funding sources of labour market information systems (LMIS), especially between ACBF resources and other funding sources of the LMIS Project;
- (vi) Introduction of an assessment system for permanent Project staff which will weight two assessments, one by AFRISTAT, and another by National Project

Units;

- (vii) Production of a booklet featuring comparative and commented employment data in the five beneficiary countries;
- (viii) Institution and sustainability of employment surveys in countries with a minimum time frame of two years;
- (ix) Organization at the end of the pilot phase of the project of study trips in countries that have successfully implemented labour market information systems (South Africa for English-speaking countries, Tunisia for French-speaking countries);
- (x) Replication of project in other African countries;
- (xi) Immediate launching of the preparation of the second phase of the project by overtly involving the governments of beneficiary countries to ensure ownership and sustainability. To this end, countries will be required to submit inputs and the final document of the project should be a summary of different proposals;
- (xii) The second phase of the project should specifically focus on: drawing lessons from the pilot phase; developing LMIS infrastructure; establishing functional links between the central and district levels; sustaining and improving partnership between the ministries in charge of employment/labour and national statistics institutes;
- (xiii) Consideration in the second phase of the project of the informal sector on one hand, owing to its role in African economies and on the other hand, the link between the labour market information system and vocational training;
- (xiv) Formalizing commitments to the success of the Project by governments of beneficiary countries in a Memorandum of Understanding (MOU) between the countries, implementation agency and donor(s);
- (xv) Drafting, in the second phase of the project, of a manual of procedures for regional and national levels.

6 ANNEX

6.1 Annex 1: Proposed content for annual situational analysis

Section 1: Generalities

Country profile

Poverty indicators

Section 2: Economic statistics

- macroeconomic trends portraying growth projections for various sectors (including the informal sector), disaggregated by region;
- consumer price indices (national, regional);
- summary of balance of payments;
- summary of State budget operations.

Section 3: Demographic data

- Projections:
 - population distribution by region and district;
 - population density by district;
 - population by area (urban and rural);
 - urban population by urban centre;
 - gender ratio by age;
 - population by age group and gender.
- Migration trends

Section 4: Data on education and training

- literacy rate by gender, age, urban/rural area;
- levels of education by qualification and gender;
- number of primary, secondary, technical and vocational schools (including nursing schools) by school type (public/private);
- literacy rate by gender and school type;
- enrolment rate by gender in primary, secondary and higher education/;
- graduates per each level by age and gender as a proportion of students enrolled;
- teachers in primary schools by type and district;
- teachers in secondary schools by type and district;
- drop out rate in primary education by level;
- results of GCE Ordinary Level exams and higher;
- registration and success rate in graduation exam in technical and vocational education;
- number of graduates from technical and vocational schools;
- public expenditure allocated to education;
- disparity between regions on the above.

(As much as possible, show trends in the last three years).

Section 5: Costs and funding of training system

- unit cost of formal training provided at all levels, by the public sector, private institutions and private sector (in a given city) ;
- cost analysis of investment costs, sundry fixed costs (insurance, interests/opportunity costs calculated), variable costs/recurrent expenditure by sector and region;
- real or potential income accruing from income generating activities (training and production) in public and private institutions.

Section 6: Data on employment and labour market information

- size of active population by gender and age as well as projected growth, overall and by sector;
- manpower of all groups of migrant workers and their origins by region;
- indicators of participation to economic activities (participation rate by age, gender and region, urban and rural area).

Employment

- employment by sector by region;
- employment by modern and informal sector, and projected growth;
- employment by occupation, job and gender;
- employment by occupation, region and gender;
- employment by occupation, level of education and gender;
- employment indicators by age group and gender, by sector and skills, disaggregated by region;
- average number of working hours per week by occupation, job and gender.

Wages and income

- Average monthly income by occupation, gender, job and region.

Unemployment and under-employment

- employment forecasts by occupation and profession;
- number of jobless persons by level of education, gender and age, region, urban/rural area;
- indicators of unemployment and under-employment by age group and gender, by sector and skill, disaggregated by region and urban/rural area;
- levels of youth unemployment and under-employment by gender, urban/rural area and region;
- assessment of training needs as expressed per sector.

Inactivity

- characteristics of the inactive population by gender, age, urban/rural area, region;
- inactivity rate.

Section 7: Labour market policy analysis

- policies on wages and fringe benefits in public/private sectors;
- investments in industry and public promotion policies and their impact on employment and demand in skills, by sector and job category;
- policies on economic liberalization and structural adjustment of the labour market;
- policies on the promotion of technological development and their impact on employment by category and gender;
- policies on unemployment benefits and job creation;
- policies on the promotion of employment for underprivileged groups (women, school/university drop outs, illiterates, jobless youth, ethnic minorities, persons with disabilities);
- labour market trends and their impact on future demand in skills and knowledge as well as their impact on female employment.

*Section 8: Demand and supply of labour***Demand**

- number of employment opportunities by level of education, profession, required experience, occupation, gender and region;
- forecasts on employment opportunities by profession, level of education, gender, occupation and region.

Supply

- number of jobseekers by gender, age, level of education, job preference (profession), previous employment (profession) and experience, region;
- number of education/training institutions per course proposed;
- number of university students enrolled by course, gender and region;
- expected results by gender and job title (profession), region.

Immigration

- number of persons issued a visa/work permit by duration, profession and gender, level of education, country;
- number of persons issued a permanent residence permit by duration, profession and gender, level of education, country.

Indicators of labour demand/supply

- Number of job seekers employed by level of education, profession, industry, gender and region

Section 9: Labour relations

- number of trade unions and employers' bodies by trade;
- number of settled/unsettled conflicts, that is strikes and lock-outs by trade;
- number of collective agreements by occupation;
- number of recognition agreements by occupation.

Section 10: Social security

- number and characteristics of workers insured by scheme;
- number and characteristics of beneficiaries;
- benefits paid.

Section 11: informal sector

- estimated number of jobs by business type and trade (line of activity)
- estimated number of jobs by gender, occupation and region;
- estimated average wage by profession, gender and occupation;
- projected growth in employment by type of company and activity (line of activity).

6.2 Annex 2: Proposed content for quarterly and bi-annual newsletters

Economic statistics

Consumer price index (CPI)
Industrial Production Index (IPI)

Labour demand

Number of employment opportunities
Employment opportunity projections

Labour supply

Number of job seekers
Number of job seekers by previous employment (profession and experience)
Number of job seekers by job preference (profession)

Indicators of links between the demand and supply of labour

Number of job seekers employed

Labour relations

number of settled/unsettled conflicts, that is strikes and lock-outs by trade;
number of collective agreements by occupation;
number of recognition agreements by occupation.

All these statistical categories should be classified appropriately by occupation, profession, job position and level of education; or by geographical location, urban/rural area, gender and age.

Immigration

Number of persons issued a visa/work permit by duration, employment (profession) and gender, level of education, country.

6.3 Annex 3: Proposed content of the technical report

Description of data sources

Scope

Coverage

Frequency of production

Classifications used

Definitions and concepts

Methodology

Limitations to known data

Consistency with other data sources

Questionnaires and forms

The technical report should also contain a copy of questionnaires and forms used in reporting

6.4 Annex 4: Methodology of mid-term review

The mid-term review seeks to analyze the implementation of the project in order to appraise the extent to which the LMIS Project has achieved the set objectives and expected outcomes. It entails identifying the strengths and weaknesses of the LMIS Project, especially those inherent to its organization and environment for the purpose of making reform proposals.

The mid-term review report of the project was prepared on the strength of information collected and analyzed on the spot. It outlines the project objectives and basic facts, status of implementation of the various components before evaluating the performance of the project to formulate conclusions and recommendations aimed at improving performance, possible reallocation of resources and relevance of the extension of the completion date of the project to implement activities beyond 30 April 2007. Lastly, the review draws lessons from the implementation of the project for the purpose of proposing strategic adjustments prior to the second phase of the project.

Pursuant to the terms of reference of the mission, its basic aim is to: (i) analyze the implementation of the project; (ii) evaluate the performance of the project; and (iii) highlight lessons and the way forward, including relevant conclusions and recommendations to improve project performance and impact.

Analysis of implementation

- review of implementation conditions (commencement, location, self-reliance, selection of implementation agency and recruitment; etc.) bearing in mind the innovative nature of the Project;
- evaluation of the institutional arrangements of the project;
- analysis of overall LMIS budget implementation, notably since June (ILO, ACBF, AFRISTAT, Countries), and evaluation of the financial and administrative management of the project;
- assessment of compliance with procedures of the Foundation by the project as well as the quality of ACBF oversight;

Evaluation of performance: comprehensive evaluation as well as strategic and operational management evaluation

- Performance of components (NPU, RPU) and activities;
- Evaluation of the project's contribution to the improvement of the quality of employment statistics and labour market information system in the beneficiary countries;
- Qualitative and quantitative appraisal of LMIS activities at regional and local levels;
- Evaluation of the level of ownership of the project by beneficiary (countries) institutions;
- Identification of requisite adjustments, as appropriate, in respect of project design, objectives, strategies and implementation details to ensure greater ownership;
- Financial performance of the LMIS project, including resource mobilization;
- Analysis of sustainability LMIS conditions, and possibilities of replicating the project in other countries in the second phase;
- Lessons drawn and the way forward.

Data collected from the Regional Unit will be supplemented by National Components based on:

- Activities undertaken in 2004, 2005 and 2006
- Difficulties encountered and solutions
- Lessons and proposals from NPUs

Moreover, an appraisal of outputs of the Project at country level, utilization of the outputs (Outcomes) and involvement/interest of national stakeholders and technical and financial partners of the Project will be made.

To achieve these goals, the mission should undertake the following:

- (i) Discuss the Terms of Reference with the ACBF Programme Administrator and AFRISTAT officials;
- (ii) Analyze the various progress reports of National Project Units, Regional Unit and Regional Project Steering Committee;

- (iii) Hold meetings and keep contact with:
- ☞ AFRISTAT officials and staff of the Regional Unit;
 - ☞ NPU officials and National Steering Committee members;
 - ☞ Partners involved in the activities in whatever capacity;

At the end of the mission, a provisional report should be sent to ACBF and AFRISTAT for comments no later than 12 November 2006. A final report based on proposed comments and amendments will also be submitted.

6.5 Annex 5: Terms of Reference

TERMS OF REFERENCE OF THE MID-TERM REVIEW OF PROJECT TO IMPROVE THE QUALITY OF EMPLOYMENT STATISTICS AND MANAGEMENT OF LABOUR MARKET INFORMATION SYSTEMS IN AFRICA (LMIS)

INTRODUCTION

In collaboration with the International Labour Office (ILO), five African countries (Cameroon, Mali, Nigeria, Uganda and Zambia) launched a pilot project to improve the quality of employment statistics and management of labour market information system. On behalf of these countries, the ILO sought the financial assistance of the African Capacity Building Foundation (ACBF) for the implementation of the project. The Board of Governors of the ACBF accepted to finance the project to the tune of USD 1 500 000. The Regional Project Steering Committee met in August 2003 in Bamako and chose AFRISTAT as implementation agency. A Grant Agreement worth one million five hundred thousand dollars (\$1 500 000) was signed between ACBF and AFRISTAT on 7 October 2003.

The goal of this project is to improve labour market data and to strengthen poverty tracking systems to compile appropriate data for policy formulation and evaluation and boost participation and accountability in the development process.

The specific objective of the project is to build the capacity of governments, labour stakeholders, and national institutions of beneficiary countries for the regular collection, analysis and dissemination of labour market and poverty tracking data.

Activities to strengthen project capacity centre on:

- i. Advocacy to improve labour market information systems;
- ii. Use of information and communication technologies;
- iii. Strengthening capacity for employment and poverty data analysis;
- iv. Networking and coordination in data production, storage and dissemination.

The project will be implemented for a period of three years. The cost of the project is estimated at USD 2 364 215. The ACBF grant amounts to USD 1 500 000 and will cover the expenditure posted in the overall project budget. The balance of USD 864 215 is provided in kind by the ILO, AFRISTAT and beneficiary countries.

1- SCOPE OF EVALUATION

The evaluation will cover the following areas:

- 1.1 The basis of the LMIS Project;
- 1.2 Organisation and management of LMIS;
- 1.3 LMIS results;
- 1.4 LMIS budget;
- 1.5 LMIS sustainability.

2- OBJECTIVES AND TASKS OF THE PROJECT EVALUATION

The evaluation should help identify the internal strengths and weaknesses of the Project, those inherent to its organization and its institutional environment. In this regard, the mid-term review should seek to: (i) report on the status of implementation of the LMIS Project; (ii) draw lessons from the implementation; and (iii) propose adjustments on the basis of the lessons, as appropriate, to enable the project achieve its objectives.

Based on the methodology adopted in the beginning of the financial year, the review will cover the following issues: (i) premisses and assumptions used in the identification, design and implementation of the project as outlined (or implied) in the project document; (ii) purpose and needs of the project; (iii) objectives, strategies, outcomes and impact, activities, governance and management of the project as well as risks. The recommendations and conclusions will help improve the structure and activities of the Project.

The main tasks of the evaluation include:

- 2.1 Review of implementation conditions of the Project owing to its innovative nature (launching, location, self-reliance, choice of implementation agency and recruitment; etc.)
- 2.2 Evaluation of the institutional arrangements of the project and statement of appropriate recommendations;
- 2.3 Evaluation of the level of ownership of the project by beneficiary (countries) institutions;
- 2.4 Evaluation of the project's contribution to the improvement of the quality of employment statistics and labour market information system in the beneficiary countries;
- 2.5 Qualitative and quantitative appraisal of LMIS activities at regional and local levels, problems and way forward;
- 2.6 Analysis of overall LMIS budget implementation from June to 31 July 2006 (ILO, ACBF, AFRISTAT, Countries), and evaluation of the financial and administrative management of the project;
- 2.7 Assessment of compliance with procedures of the Foundation by the project as well as the quality of ACBF supervision;
- 2.8 Identification of requisite adjustments, as appropriate, in respect of project design, objectives, strategies and implementation details to ensure greater ownership;
- 2.9 Analysis of sustainability LMIS conditions, and possibilities of replicating the project in other countries in the second phase.

3- COVERAGE OF MISSION

3.1 Rationale of the LMIS Project

The Consultant will assess the assumptions of the Project rationale to determine its relevance. They relate to:

- Lack of employment statistics due to constraints such as poor decision-making culture based on results and transparency;
- Lack of qualified personnel, modern equipment and funds to collect, analyze and disseminate labour market and poverty tracking data.

He will also evaluate the LMIS purpose and principles as set out in its statutory documents to ascertain its relevance.

3.2 Review of project implementation conditions

Owing to its innovative nature, the launching and implementation of the project encountered difficulties that need to be analyzed.

3.3 LMIS governance and management

The Consultant is required to evaluate the Project institutional environment through the links and contribution of the Project to its components. He will study the LMIS organization chart, functioning of the Regional Steering Committee, national steering committees, compliance with ACBF procedures and make specific recommendations on improvement.

The Consultant will make a qualitative and quantitative assessment of human resources as well as financial and administrative management of the Project.

3.4 LMIS results

The Consultant will appraise overall performance based on the initial Project objectives. On the strength of the evaluation of LMIS performance, the Consultant will identify the specific constraints and opportunities and make recommendations with a view of enhancing the performance of the Project and achieving sustainability.

The Consultant will assess project ownership based on the outcomes and impacts on the field as well as the opinion of beneficiaries.

3.5 Budget

The evaluation will appraise the level and conditions of LMIS budget implementation from June 2004 to 31 July 2006 in a comprehensive manner, on one hand, and more specifically on ACBF disbursements.

The analysis spans June 2004 to 31 July 2006. Expenditure for this period is analyzed by category and donors to determine if the resources were duly allocated and if reallocation is necessary. The Consultant will effect a comparative analysis of the levels of use of contributions against allocations.

3.6 Sustainability

The Consultant will analyze the strengths and weaknesses of LMIS in the design, implementation and achievement of objectives.

The Consultant will focus on the LMIS strategy to ensure that the institutional and human capacities furnished to beneficiaries will survive and linger at the end of donor funding.

4- EVALUATION OF RESULTS

At the end of the mission, the Consultant will prepare a detailed report. The report will make specific recommendations on requisite adjustments for each area assessed.

5- METHODOLOGY OF EVALUATION

At the beginning of the mission, the Consultant should hold working sessions with ACBF officials and Programme Administrator to ensure that the adopted terms of reference help in achieving the set objectives of the mission.

After analyzing and finalizing the terms of reference, the Consultant, project team and ACBF Programme Administrator should agree on the methodology to achieve the objectives of the mission within the appropriate timeframe.

In the performance of the mission, the Consultant should sample the opinion of stakeholders involved in the implementation of the project, namely: AFRISTAT, the RPSC, NPUs, local ILO representations, etc. AFRISTAT and ACBF will provide the Consultant before the beginning of the mission with all the mission particulars, namely: project document, project evaluation document, Grant Agreement, various annual reports, various briefs and correspondences with ACBF, and all other important documents that the Consultant may need.

6. DURATION AND COMPOSITION OF MISSION

The evaluation should be conducted by an International Consultant under the supervision of the Director General of AFRISTAT and ACBF Programme Administrator. The Consultant should have the following qualifications:

- Holder of a postgraduate diploma (at least 5 years in university) in Social Science (Economics, Statistics, Demography or Population and Development), with sound knowledge in the management of labour market information system.
- At least five years experience in the design, implementation, monitoring and evaluation of development projects, notably in sub-Saharan Africa.
- Very bilingual, or good mastery of English and working knowledge of French.

The estimated duration of the evaluation is 22 days broken down as follows:

- | | |
|---|---------|
| • Visit and meetings at the regional unit | 2 days |
| • Meetings and mission on the field (Visit to beneficiary countries) | 10 days |
| • Drafting and duplication of provisional report | 5 days |
| • Report back seminar open to all stakeholders | 1 day |
| • Drafting of the final report | 2 days |

Timeline

The exact schedule of the mission will be discussed and finalized with the Consultant at the beginning of the mission. However, the mission should begin no later than September 2006.

6.6 Annex 6: List of persons met by the mission**ACBF**

- 1 Dr. Coffi R. NOUMON, Chief Programme Officer, Department of Operations Zone II, Central Africa and Indian Ocean

AFRISTAT (BAMAKO – MALI)

- 2 Mr. Martin BALEPA, Director General
- 3 Mr. Birimpo LOMPO, Deputy Director General,
- 4 Mr. Ousman KORIKO, Survey Statistician
- 5 Ms. Mariam DOUCOURE, Financial Assistant, ACBF-ILO LMIS Project

MALI/NATIONAL COMPONENT

- 6 Mr. Ibrahima N'DIAYE, Director General of the National Employment Agency
- 7 Mr. KEITA Modibo Koly, Head of Department of the Employment and Training Watchdog/ National Employment Agency
- 8 Mr. KONATE Soumaila, Jurist – Internal Control Service / National Employment Agency
- 9 Mr. SANGARE Yacouba, Manager/ Head of Department of the Employment and Training Watchdog/ National Employment Agency

NIGERIA/NATIONAL COMPONENT

- 10 Prof. A. Aderinto, Ag Director General, Nigerian Institute of Social and Economic Research(NISER), Ibadan
- 11 Prof. Ajibayo F. Akinbinu, Head, Research and Consultancy Unit, Nigerian Institute of Social and Economic Research(NISER), Ibadan
- 12 Prof. W.O. Akerele, Director, Human Resources Development and Utilization Department/NISER
- 13 Dr. Adamu A. Jatau, Human Resources Development and Utilization Department/NISER
- 14 Mr O.A. Opatola, Researcher, Human Resources Development and Utilization Department/NISER

CAMEROON/ NATIONAL COMPONENT

- 15 Mr. Camille MOUTE à BIDIAS, Director General of the National Employment Fund, Chairperson of the ACBF-ILO LMIS Regional Project Steering Committee
- 16 Mr. Amos ELA ELA, Economic Statistician, Coordinator of the ACBF-ILO LMIS Project Cameroon/ National Employment Fund
- 17 Dr. Samuel INACK INACK, Head, Division of Studies, Forecasts and Cooperation /Ministry of Employment and Vocational Training
- 18 Mr. Guy SHE ETOUNDI, Deputy Director General, National Institute of Statistics
- 19 Ms. WANNAMO DAÏSSAGUE Lydie, Officer, Division of Studies, Forecasts and Cooperation /Ministry of Employment and Vocational Training

UGANDA/ NATIONAL COMPONENT

- 20 Mr. Claudius Mary OLWENY, Director for Labour, Ministry of Gender, Labour and Social Development
- 21 Dr. OGARAM David.A., Commissioner for Labour, Ministry of Gender, Labour and Social Development
- 22 Mr. OJJA-ANDIRA A., Assistant Commissioner (Employment), Department of Labour, Employment and Industrial Relations, Ministry of Gender, Labour and Social Development

- 23 Mr. Abraham J. Bwire, Principal Labour Officer, Department of Labour, Employment and Industrial Relations, Ministry of Gender, Labour and Social Development
- 24 Mr. Milton Turyasiima, Senior Labour Officer/Employment, Department of Labour, Employment and Industrial Relations, Ministry of Gender, Labour and Social Development
- 25 Mr. Vincent Fred Sennonno, Statistician, Uganda Bureau of Statistics
- 26 Mr. Mutovu Michael, Industrial Relations/Research Officer, Federation of Uganda Employers
- 27 Mr. Alex Menyha, Executive Director, the Foundation for Advancement of Small Enterprises and Rural Technologies

ZAMBIA/ NATIONAL COMPONENT

- 28 Mr. Ngosa Chisupa, Permanent Secretary, Ministry of Labour and Social Security
- 29 Mr. Owen Mgemzulu, Principal Planner (Policy & Research), Ministry of Labour and Social Security
- 30 Dr. Patrick K. Nkanza, Director General, Technical Education, Vocational and Entrepreneurship Training Authority (TEVETA)
- 31 Mr. David C. Chakonta, Director, Development Division, Technical Education, Vocational and Entrepreneurship Training Authority (TEVETA)
- 32 Mr. Stanley Kamocha, Head, Labour Division, Central Statistics Office (CSO)
- 33 Mr. Chrispin Mazuba, Acting Executive Director, Zambia Federation of Employers (ZFE)
- 34 Mr. Harrington Chibanda, Accountant, Zambia Federation of Employers (ZFE)
- 35 Mr. Alfred Kanjuye, Chief, District of Kafue Labour Office
- 36 Ms. Kabuba Mujana, Labour Officer, District of Kafue Labour Office