

# Evaluation Report

## Evaluation of the Project CJOA – Main Phase

*January 2019 - November 2022*

*A project implemented by UNDP North Macedonia*

Country of Intervention:

North Macedonia

Evaluation commissioned by:

UNDP North Macedonia

Evaluation conducted by:

Thomas Vasseur  
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*January 2023*

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## LIST OF ACRONYMS AND ABBREVIATIONS

<b>AEC</b>	<b>Adult Education Centre</b>
<b>ALMMs</b>	<b>Active Labour Market Measures</b>
<b>CSOs</b>	<b>Civil Society Organizations</b>
<b>CSWs</b>	<b>Centers for social works</b>
<b>CWP</b>	<b>Community Works Programme</b>
<b>ESA</b>	<b>Employment Service Agency</b>
<b>EU</b>	<b>European Union</b>
<b>GMA</b>	<b>Guaranteed Minimum Assistance</b>
<b>GMI</b>	<b>Guaranteed Minimum Income</b>
<b>ICM</b>	<b>Integrated case management</b>
<b>ILO</b>	<b>International Labour Organization</b>
<b>IOM</b>	<b>International Organization for Migration</b>
<b>IPA</b>	<b>Instrument for Pre-Accession Assistance</b>
<b>MLSP</b>	<b>Ministry of Labour and Social Policy</b>
<b>CPD</b>	<b>Country Programme Document</b>
<b>CSW</b>	<b>Centre for Social Work</b>
<b>CJOA</b>	<b>Creating Job Opportunities for All</b>
<b>NEET</b>	<b>Not in Employment, Education or Training</b>
<b>NGOs</b>	<b>Non-governmental Organization(s)</b>
<b>PwDs</b>	<b>People with disabilities</b>
<b>PSD</b>	<b>Partnership for Strategic Development</b>
<b>SDC</b>	<b>Swiss Agency for Development and Cooperation</b>
<b>SCO</b>	<b>Swiss Cooperation Office</b>
<b>SME</b>	<b>Small and medium-sized enterprises</b>
<b>ToR</b>	<b>Terms of Reference</b>
<b>TOT</b>	<b>Training of Trainers</b>
<b>VET</b>	<b>Vocational education and training</b>
<b>UNCRPD</b>	<b>(UN) Convention on the Rights of Persons with Disabilities</b>
<b>UNDP</b>	<b>United Nations Development Programme</b>

## Acknowledgements

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The evaluation consultant would like to thank the UNDP (United Nations Development Programme) Country Office in North Macedonia for its overall support to the evaluation, and the CJOA Main Phase project team which was very actively engaged in the process of reaching out to national and local stakeholders and its assistance throughout the evaluation process.

The evaluator also wishes to express his gratitude to all implementing partners and stakeholders to the project, who have kindly made themselves available to share their views on the project.

## Project Information Details

PROJECT/OUTCOME INFORMATION		
Project/outcome title	CREATING JOB OPPORTUNITIES FOR ALL - MAIN PHASE	
Atlas ID	00113150	
Corporate outcome and output	<b>UNSDCF OUTCOME INVOLVING UNDP: Inclusive Prosperity</b>  Outcome 1. By 2025, the living standard of all people in North Macedonia is improved through equal access to decent work and productive employment generated by inclusive and innovative business ecosystem.  <i>Output 1.1:</i> Solutions introduced to accelerate SME creation and strengthen value chains for decent work and innovation. <i>Output 1.2:</i> Unemployed, including vulnerable groups, enjoy a supportive environment and increased access to employment measures and a more dynamic skilling system. <i>Output 1.3:</i> Enhanced policy and regulatory measures developed to address exclusion and strengthen the targeting and delivery of social services for vulnerable groups, including those in the care economy.	
Country	North Macedonia	
Region	ECIS (Europe and the Community of Independent States)	
Date project document signed	10 December 2018	
Project dates	Start	Planned end
	January 2019	31 January 2023
Project budget	US\$ 5,451,310 (SDC contribution: US\$ 5,100,000; UNDP contribution: US\$ 351,310)	
Project expenditure as of December 31, 2022	US\$ 4,681,683.52 (SDC contribution)	
Funding source	Swiss Development Cooperation, UNDP, the Government of Macedonia	
Implementing party	UNDP North Macedonia, National Implementation Modality	
Evaluation Information		
Evaluation type (project/outcome/ thematic/country programme, etc.)	Project Evaluation	
Final/midterm review/ other	Final Review	
Evaluation commissioned by	UNDP North Macedonia Country Office	
Evaluation conducted by	Thomas Vasseur, individual independent consultant	
Timeframe of evaluation (Level of Effort)	25 days (October 2022 – January 2023)	
Date of the report	20 January 2023	
Country of evaluation intervention	North Macedonia	

## Executive Summary

### Project description

Following a 2017 major reform in social protection, creating a sustainable social protection system characterized by quality measures services designed as per local level users’ needs, the Government engaged in a process involving the capacity building of social service providers and process of licensing of professionals. Designing the financial assistance system towards better targeting, connecting with the employment system, increasing the social services quality and reduce the dependence on institutional care by developing alternative forms of protection has been a key priority. Co-funded by the SDC, the Government of North Macedonia and UNDP, CJOA is a four-year project, initiated in January 2019 that strongly focuses on enhancing the employability and facilitating employment of the most vulnerable individuals. Implemented in partnership with the MLSP and the ESA, the Project offers innovative policy and programming solutions to activate Roma and persons with disabilities in the open labour market while promoting services for broader social inclusion.

With an overall goal of having unemployed women and men, especially members of vulnerable groups, obtain employment and enjoy improved living conditions, the project intends to fulfill the key objective of activating productive capacities of unemployed people through the provision of support to enable their integration at the labour market, through the following three outputs:

- Output 1: More women and men who are young, Roma, or have disabilities make better use of the existing or new active labour market measures.
- Output 2: The private sector, including social enterprises, employs diverse workforce and make jobs accessible to members of vulnerable groups.
- Output 3: Relevant institutions develop and implement policies and services that will ease access to the labour market for members of vulnerable groups.

### Evaluation background

This document reports on the final evaluation of the CJOA Main Phase project. This final evaluation has been commissioned by the UNDP CO North Macedonia. This is the second external review of the project, following a Mid-Term review, commissioned by the SDC, conducted in March 2022.

### Objectives of the evaluation

The purpose of this evaluation was to assess the degree to which the project met its intended outcomes and results and provide key lessons and recommendations for the future. The objectives of the evaluation have included:

1. Determine the project progress against its Results Framework, the relevant outcome indicators in the Integrated Results and Resources Framework of the Country Programme Documents (CPD 2016-2020 and CPD 2021-2025), and the Swiss Cooperation Programme North Macedonia 2021-2024.
2. Highlight key results, gaps, methodologies, lessons learned and good practice.

3. Assess the potential benefits and propose ways for replicating and scaling-up the novel approaches for supporting employment of the vulnerable groups.
4. Assess the comparative advantages of UNDP in implementing a project of this kind and scope and the linkages between the project and other interventions within the sector.
5. Assess the management and implementation arrangements i.e., responsiveness of the support structure to the national institutional framework, the level and quality of collaboration and involvement of national counterparts.
6. Provide recommendations for possible modifications of the project design and implementation approach in the second project phase to enhance project impact and strengthen the prospects for long-term sustainability. The recommendations shall be in full compliance with the relevant national strategies, the outcomes of the UNDP IRRF related to Inclusive prosperity, and the Outcome 2.2 of the thematic area Sustainable Economic Development of the Swiss Cooperation Programme North Macedonia 2021-2024.

### Intended Users

The primary intended users of this evaluation are the North Macedonia UNDP Country Office, SDC and MLSP.

### Evaluation Methodology

The evaluation has used the following OECD/DAC criteria to guide the assignment and data collection: relevance, effectiveness, efficiency, impact, sustainability, and the cross-cutting issues of Human Rights, Gender Equality and Disability.

The evaluation’s approach has taken the angle of a contribution analysis, and has a utilization focused approach, involving stakeholder and situation mapping, contextual analyses, in-depth project and contextual documentary review, documenting of results and processes; analysis of results from M&E (Monitoring and Evaluation) tools; analysis to determine factors which promoted or impeded the progress against intended results and attribution analysis to the extent possible; analysis of sustainability strategies and barriers to sustainability.

The evaluation has applied a method mixing quantitative and qualitative data collection tools. Data collection and analysis has involved the review of the project documentation and related publications found through internet-based research, mostly face-to-face and some remote interviews and an (email-based and mobile phone-based) electronic survey of end-user’s feedback. This external review has covered almost the entire implementation period, from January 2019 to the end of November 2022. It has investigated the results achieved, and the extent to which these results have capacitated State Institutions and relevant actors to support, pilot and institutionalize new social and labour market inclusion approaches.

The assignment has taken place from October 2022 to January 2023, led by an independent evaluation expert. Most interviews have taken place face-to-face in the country during a field mission from 8 to 18 November 2022.



## Key Findings

### Relevance

The evaluation has found the project to be of a high relevance to core development challenges of North Macedonia and supportive of the major social reform the MLSP has engaged in. The project is fully in line with its strategic, policy, and programmatic environment: it is supportive of National development priorities, SGDs, UNDP CPD and Strategic Plan. The relevance of the project is ensured through an approach that has been designed over time and using lessons learned from previous projects and cultivated within the UNDP-MLSP strategic framework and the technical expertise/policy recommendation work of UNDP.

Beyond the project policy-level relevance, the evaluation has found that the labour inclusive models introduced through CJOA are strongly relevant to the context of North Macedonia; more concretely, to the actual needs and challenges faced by the targeted population groups. The appropriateness of these models to the context of North Macedonia has earned a level of recognition to the extent it has raised the interest from neighboring countries in the Western Balkans region.

### Effectiveness

The CJOA Main Phase has scored high on effectiveness as the project has delivered beyond the fact that it has overall exceeded the fulfilment of its quantitative targets. These results are to be valued in a very challenging context, where the COVID crisis has significantly delayed and affected implementation, the economic and political context have increased the level of challenges and the complexity of the project; its innovative approach has made the inception period, a long one. Despite these difficulties, the project has demonstrated its value in piloting innovative schemes, which results achieved to date, are indicators that they are not only relevant but effective models, recognized across stakeholder categories. The achievements are also highlighting the value of the long-term relationship between UNDP and MLSP at the policy level, in synergy with the collaboration with the ESA. This triangular joint endeavour is rather unique and allows to practice innovation and use the piloting experience to formulate field-tested recommendations.

### Efficiency

The project management with its adaptive approach has maintained a strong efficiency in delivering a wide range of activities that have required substantial preparation work. The dedication and flexibility of the project team has played a crucial role in the delivery of outputs, given how challenging the context has been. The efficiency, in terms of performance delivery, is not the only results of tried processes, but primarily the fact of the project team's deep commitment in responding to the several harsh challenges the project has faced, adding to the difficulty of conveying a conceptually strong but complex project. The combination of in-house expertise with the team, the UNDP CO and the ability to source highly relevant external experts, have been essential in the presentation, adjustment and development of the introduced models. The expertise within and mobilized by the UNDP CO is one strong added value of the organization, complemented by the uninterrupted institutional memory of this UN agency; an important asset in context generally characterized by an important turnover of staff within institutions.

## **Human Rights**

The evaluation has found the project to tackle human rights very profoundly. More than just raising awareness and advocating for the rights of the marginalized unemployed, the project has sought to convert the rights into very concrete measures and benefits.

More than just raising awareness on the right of the targeted population groups, the main contribution of the project can be considered as the ability of the labour-activation inclusive models, to translate the rights of the marginalized groups into its concrete application. End-users have not been passive recipients of the righteous entitlements but have been the actors implementing their own rights. This has been achieved through (1) a genuine activation services versus a narrow “job delivery” focus, (2) the modellisation and institutionalisation of services ensuring the rights of the hard-to-employ are systematically materialised and monitored, (3) a connection of the rights with the reality of the labour market as the driver of the coherence of the models introduced acknowledging and supporting the interest of each stakeholder.

## **Gender**

The gender equality dimension has been integrated in the design of the project, given that gender had been identified as an additional factor of exclusion from the labour market. This integration has insured gender equality and participation has conditioned the design of activities as well as the participation of women in all areas of the project.

Statistics on the users of the various models introduced, whether targeting the Roma, the Youth, the Care economy indicate a large participation of women. Gender disaggregated data are systematically recorded by the service-providers and accounted for in the project progress reports, indicating an important participation of women in project activities.

## **Disability**

The project has applied the same systematic approach of integrating disability into its conceptual approach and mostly, though not exclusively, through the REHA centers. The preparation effort to the integration of People with Disability is one the most demanding tasks reflecting the depth of obstacles PwDs have to face and the gap between the existing labour environment and the degree of exclusion of unemployed persons with disability. The inception of the model has thus been one of the longest and the activities of the REHA centers have suffered delays caused by the COVID crisis. The feedback from interviewed stakeholders confirms the relevance of the model and the institutional set-up. This model, owing to the incurred delays will require a close monitoring and learning from practice in the months to come.

The partnering with the NGO Izbor to support the labour inclusion of People with Disabilities was conceptually a relevant choice of the project, given the long NGO experience and expertise in professional rehabilitation.

The findings from the evaluation have confirmed that the innovative models, introduced by the project, are effective solutions to activate the hard-to-employ categories.

The results obtained by the project, backed by strongly positive statements of interviewed stakeholders confirm that introduced models offer sustainable solutions. However, their recent

introduction and short experience implies that models have entered into a phase of consolidation, which requires continued technical and financial support, as a crucial condition to unleash the potential of their effective results.

The project ambition has also been demanding in terms of human resources. The effort required by the inception phase, the introduction of new models, the number of activities, the policy recommendations, meant results were achieved by deep commitment, and using the long experience and technical expertise of the project team.

The challenges experienced on the business side of Izbor are not questioning the validity and potential of the Social Enterprise as a model.

## Recommendations

Based on the analysis of the findings, the evaluation has made the following recommendations:

1. Continue supporting the introduced innovative REHA, ACCEDER, and Ican models during their current crucial consolidation phase, with a longer-term perspective of replication/geographic expansion of the services. Identify and secure funding (possibly IPA 3 among other options) as a matter of priority.
2. Continue promoting the innovative models / approaches to a wider audience, and more specifically to the private sector and Municipal authorities with a view to raise their awareness for (1) a deeper involvement, investment of the private sector; (2) a stronger commitment of municipalities in supporting decentralized inclusive services; and (3) supporting the involvement of Municipalities, the Private Sector, NGOs, Universities in a closely coordinated manner so that all actors are engaged simultaneously.
3. The Izbor REHA Center is strongly recommended to fulfill its written commitments in applying a Social Enterprise model and apply a relevant management model, allowing for key management decisions for the business side of the NGO to be made according to consultative and transparent principles.
4. Connect social enterprise support, care economy to economic sectors (digital marketing, rural economy including organic food, rural tourism, revitalization/modernization of traditional craftsmanship, services to population in rural isolation...) with a strong and durable potential (and with rural development actors). Increase visibility with the private sector in general, and to the private sector (related to above-mentioned economic sectors) through dedicated events (co-organise co-hosted events with the pro-active Municipality of Gostivar, possibly involving Tetovo which has expressed interest in inclusive services). Involved companies who have already benefited from ICan center services shall be invited to speak as Ambassadors to those events).

## Lessons Learned

Introducing innovative and effective social reforms involves developing appropriate conceptual approaches which require to deal with complexity. Conceptual approaches and implementation

mechanisms are the result of continued and long-term combination of consultation, practice, learning, expertise and analysis. These approaches are built over time and require dealing with a number of layers, details and complexity.

And this complexity is a challenge to earn support as it is (1) difficult to understand and develop a sense of ownership, (2) it is long-term focused, takes time to implement and does not show strong impact in the short-term.

These two challenges can primarily be addressed through a substantial communication effort all along the development process of new social services.

Even if the information gathered by the evaluation provide an early indication that the models are beneficial, a lesson learned for the project is that developing projection of the expected impact of these models in the mid-term would provide a strong advocacy but also a communication tool which would help to raise awareness that it will take some time until these models show their full potential.

The most efficient advocate to (1) demonstrate that the introduced models are effective, and (2) a worthy investment, is to gather information about the indirect impact and benefits of the activities and results of these models. For instance, the direct positive effects of investing in the care economy are expected to generate secondary benefits to a wider scale. It is important task ahead to track and record those benefits and to include it in the overall impact of these innovative measures. When it comes to the Youth, the Ican center has recorded a growing trend based on youth's feedback on a change of attitude towards future migration, giving an increasing importance of considering professional perspectives locally rather than systematically seeking opportunities abroad. This indirect positive effect the innovative models could also be factored-in the Return-On-Investment calculation since it is a reality (and given the huge estimated cost of Western Balkans Youth Migration). Thus, monitoring systematically and substantially this indirect impact contributes to valuing the worth of the investment in those models.

## 1. Introduction

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The UNDP Country Office in North Macedonia has commissioned an external evaluation of the project entitled “Creating Job Opportunities for All – Main Phase” (hereafter the CJOA).

The overall evaluation assignment, conducted by an independent evaluation expert, has spanned from October 2022 to January 2023 and has involved a field mission to North Macedonia from 8 to 18 November 2022, dedicated to interviewing key project stakeholders at the central and local level.

The present evaluation report introduces the evaluation objectives and methodology, as well as the key findings, Conclusions, Lessons Learned and Recommendations from the data collected and analysed during the evaluation assignment.

## 2. Description of the intervention

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The Ministry of Labour and Social Policy (MLSP), in 2017 started major reform in social protection, to improve this sector, including through capacity building of social service providers and process of licensing of professionals. The strategic goal of the country is to create a sustainable social protection system that shall provide accessible and quality measures and services designed according to local level users’ needs.

One key priority in the area of social protection is redefining the financial assistance system towards better targeting, connection with other systems, primarily with the employment system as well as increasing the quality of social services and reduce the dependence on institutional care by developing alternative forms of protection.

The CJOA Project is a joint response to the stagnant integration of unemployed Roma, persons with disabilities and unemployed youth, as population segments exposed to multiple barriers in accessing the labour market. Co-funded by the Swiss Agency for Development and Cooperation (SDC), the Government of North Macedonia and UNDP, CJOA is a four-year project, initiated in January 2019 that strongly focuses on enhancing the employability and facilitating employment of the most vulnerable individuals.

Implemented in partnership with the MLSP and the ESA, the Project offers innovative policy and programming solutions to activate Roma and persons with disabilities in the open labour market while promoting services for broader social inclusion. The project closely involves the private sector, non-governmental service-providers and the wider educational sector to propose creative solutions and new approaches to address the problem of youth unemployment.

The overall goal of project is the following: Unemployed women and men, especially members of vulnerable groups, obtain employment and have improved living conditions.

The project intends to fulfil the key objective of activating productive capacities of unemployed people through the provision of support to enable their integration at the labour market, through the following three outputs:

- Output 1: More women and men who are young, Roma, or have disabilities make better use of the existing or new active labour market measures.
- Output 2: The private sector, including social enterprises, employs diverse workforce and make jobs accessible to members of vulnerable groups.
- Output 3: Relevant institutions develop and implement policies and services that will ease access to the labour market for members of vulnerable groups.

The project invests in the creation of support services for the private sector to address more efficiently their needs for skilled labour force and growth opportunities through different innovative approaches and responsive measures.

## Key stakeholders to the project

Key stakeholders	
UNDP North Macedonia	In charge of the project implementation and supervision, and donor
Swiss Development Agency	Main donor to the project
MLSP – Ministry	Main Project partner; policy and decision-making state institution in the area of social welfare and protection. The project is placed within the long-term strategic partnership signed between the MLSP and UNDP, in the area of social and labour policy reforms.
ESA Employment Service Agency	ESA is a key beneficiary of the project as it has received capacity building in the area, among other, of integrated case management processes and employment centres employers’ and career advisors.
Izbor CSO	Izbor – Strumica is a CSO, leader in the region in Rehabilitation programs for people addicted to psychoactive substances, is continuously driven by its vision to extend its services to other groups at high risk of social inclusion. The project has partnered with the Izbor rehabilitation center to provide vocational and professional rehabilitation services to People with Disabilities, promoting a Social Enterprise model.
REHA Center (Center for work-oriented rehabilitation of persons with disabilities)	The REHA centres of Strumica and Skopje (Topansko Pole) are partners to the project in the provision of work-oriented rehabilitation services for PwDs as part of their labour inclusion.
PwD CSO network	OPD (Organization of Persons with Disabilities) have an instrumental role in identifying and approaching the PwD to understanding the specific challenges. The project maintains regular communication with the national network of CSOs to spread the information on the project activities but also in reaching out to PwDs in other regions.
NGOs supporting Roma integration: SEGA Roma Mentorship network	Project information and services are communicated through the network of Roma NGOs. The NGO SEGA manages the Roma Inclusion Center, providing labour inclusion services, based on the ACCEDER model and supported by the Spanish NGO FSG.
SEEU Ican Youth Center	The SEEU is engaged in the project as a supervisor of the Ican Youth Center. The creation of Ican Youth Center has been supported by the project and provides a range of educational, small business development, internship and labour inclusion support, as well as networking of the Youth with private sector actors and other local actors.
Youth CSOs	Youth CSOs dedicated to the educational, professional and the social needs of the youth population which managed Youth Information Centers
Municipal authorities: Municipality of Gostivar	The Municipality of Gostivar is engaged into the project through its support to the Ican center as well as the development of other social services (Autism Center) and commitment to PPP through a kitchen that will be established in the multifunctional training center for people with disabilities next to iCan.

### 3. Evaluation Scope and Objectives

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#### Purpose

The purpose of this evaluation has been to measure the extent to which the CJOA – Main phase Project has succeeded to achieve the intended project results in terms of **relevance, efficiency, effectiveness, impact and sustainability**. This external review has also looked at the cross-cutting issues of Human Rights, Gender Equality and Disability. The findings, conclusions and recommendations of the evaluation serve the purpose of contributing to the for possible improvement of the ongoing interventions and for conceptualizing the second project phase.

The evaluation has also assessed the degree to which the project met its intended outcomes and results, and it the evaluation will provide key lessons about successful implementation approaches and operational practices, as well as highlight areas where the project performed less effectively than anticipated and/or in which other areas the project could potentially expand into to reach its objectives.

#### Objective(s)

The objectives of the evaluation include:

1. Determine the project progress against the indicators as defined in the Results Framework, and the relevant outcome indicators in the Integrated Results and Resources Framework of the Country Programme Document (CPD) 2016-2020 and CPD 2021-2025;
2. Highlight key results, gaps, methodologies, lessons learned and good practice;
3. Assess the potential benefits and propose ways for replicating and scaling-up the novel approaches for supporting employment of the vulnerable groups;
4. Assess the comparative advantages of UNDP in implementing a project of this kind and scope and the linkages between the project and other interventions within the sector;
5. Assess the management and implementation arrangements i.e., responsiveness of the support structure to the national institutional framework, the level and quality of collaboration and involvement of national counterparts, organizational effectiveness of UNDP to (flexibly) respond to new challenges and emerging issues, efficiency of the management structure; and
6. Provide recommendations for possible modifications of the project design and implementation approach in the second project phase to enhance project impact and strengthen the prospects for long-term sustainability. The recommendations shall be in full compliance with the relevant national strategies, the outcomes of the UNDP IRRF related to Inclusive prosperity, and the Outcome 2.2 of the thematic area Sustainable Economic Development of the Swiss Cooperation Programme North Macedonia 2021-2024.

#### Scope

The evaluation covers the entire period of the CJOA – Main phase from January 2019 to November 2022 and intends to capture both positive and negative, intended, or unintended results produced directly or indirectly by the project in this period.



## 4. Evaluation Approach and Methods

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### 4.1. Evaluation Criteria and Evaluation Questions

This evaluation has used the OECD/DAC evaluation criteria of relevance; effectiveness; efficiency; sustainability and impact, in addition to the cross-cutting issues of human rights, gender equality and disability, to organize the data collection, findings and analysis in this assignment.

The findings corresponding to the evaluation questions grouped in sets around the above criteria, have been organized around the key thematic issues covered by the questions. The evaluation questions developed for this evaluation are covering the various aspects of each of the evaluation criteria. The interview questions have been formulated so that the data collected feeds the answers to the evaluation questions. The answers provided by interviewees have been compared and the trends in answers triangulated with the information from the reviewed documents, to identify and verify findings.

The Evaluations Questions are taken and slightly adjusted from the original Terms of References and have formed the structure of the Evaluation Matrix, as well as the basis for the formulation of questions asked during stakeholder interviews.

This vertical articulation of the Matrix is organized following a logic reflecting the data collection methodology applied, based, and expressed through the following columns:

- Evaluation Questions: Evaluation questions covering each of the evaluation criteria, as formulated in the ToRs and very slightly adjusted by the evaluator.
- Sub-questions: In order for the answers to evaluation questions (EQ) to be justified and clearly explained, broken down into sub-questions covering the various aspects each EQ covers.
- Indicators: Indicators are used to help formulate an evaluation judgment.
- Data source: The data sources include project documentation, complementary research by the consultant and electronic survey feedback.
- Data collection method: The method specifies the means of collection of information.
- Means of triangulation: Triangulation is a process aimed at consolidating a finding. This can involve either a combination of data analysis, comparison of data, or crossing several sources of data.

## 4.2. Evaluation Approach

The evaluation applied a non-experimental approach to analyse the contribution of the project interventions towards achieving its results, using both quantitative and qualitative techniques, with an emphasis put on the quality. The evaluation acknowledges that understanding the complexity of the Project requires to tap into the constructive critical thinking of the key stakeholders as an important element of evidence.

In order to serve its purpose, the evaluation applied contribution analysis, and has a utilization focused approach, including, but not limited to: stakeholder mapping; mapping of situation and contextual analyses, in-depth project and contextual documentary review, documenting of results and processes; analysis of results from M&E systems; analysis to determine factors which promoted or impeded the progress against intended results and attribution analysis to the extent possible; financial analysis; analysis of sustainability strategies and barriers to sustainability.

The gender and human rights dimensions, as well as other crosscutting issues, were integrated throughout the evaluation phases, from the design of the methodology, the elaboration of the tools allowing to collect disaggregated data, thus allowing to conduct targeted analysis for these specific aspects.

This approach has involved the following phases:

1. Initial desk review of key project documents,
2. Drafting of the inception report, including the evaluation methodology.
  - 2.1. Development of data collection tools, starting with a review of Evaluation Questions, developing the Evaluation Matrix, Activity Plan, Interview and Survey Questionnaires.
3. Continuation and Enrichment of desk review combined with initial briefing with the project team, allowing to refine evaluation questions and identify specific additional evidence, necessary to cross the project’s assumptions (ToC), its strategy (how), its activities (what), the external influences (which or who) so as to determine the contribution of the project to the results.
4. Data collection (stakeholder interview and survey).
5. Data processing and analysis
6. Drafting of Evaluation Report.

The human rights dimension and other crosscutting issues have also been integrated throughout the evaluation phases, from the design of the methodology, the elaboration of the tools allowing to collect specific data for each dimension, thus allowing to conduct targeted analysis for these specific aspects.

This has included questions pertaining to the specific rights-related situations of women, people with disabilities and the youth, as well as the marginalized groups of the population.

#### **Intended Users of this evaluation**

The intended users of this evaluation are primarily the UNDP North Macedonia Country Office, SDC and MLSP. Other relevant users may be included as deemed appropriate by UNDP.

### **4.3. Evaluation methods and tools**

The evaluation has used mixed methods to guide the data collection, which has mostly involved a qualitative collection and analysis of information.

The mix method approach has involved the following activities:

- **A desk review** of documents produced by the project and UNDP, complemented with context and thematic-relevant reports and publications gathered through the consultant’s research or shared by interviewees.
- **An Evaluation Matrix**, expanding evaluation questions into sub-questions, judgement indicators and means of collection to organise the data collected.
- **Evaluation questionnaires, used for Key informant Interviews** developed for stakeholder interviews, and tailored to the different stakeholder categories. Questions have been refined and adjusted as the evaluation was deepening its understanding of the project.
- **An online Evaluation survey** was developed to collect systematic feedback directly from the various hard-to-employ population groups targeted by the project. The evaluation has developed a survey format shared with end-user listings using two different widely used mobile phone chatting application and one web-based survey shared via email.
- **Data analysis** was conducted in crossing evaluation interview notes with findings from the written documentation and complemented with additional available reports on topic of the project.

### **4.4. Stakeholder participation**

The direct feedback from stakeholders has been essential in informing this evaluation and the evaluation has made ample space for face-to-face interviews during the field interview phase, which has taken place from 08 to 18 November 2022. Additional interviews have been conducted remotely to include individuals who were not available during the field visit.

#### **Selection of Stakeholders for interviewing**

In consultation with the project team, a list of stakeholders targeted for interviewing and surveying, has been established with the following criteria in mind:

- A representation of all project stakeholder categories, from the project team, local and national level, government and non-government actors, donors, and consultants.

- Collection of direct feedback from the hard-to-employ as users of the services supported by the project.

Number of stakeholders interviewed by category

Category of stakeholder	Number
CJOA Project Staff	7
UNDP Staff	2
Donor (SDC)	2
Ministry (MLSP, MOE)	5
State Institution (ESA, Public institution for rehabilitation of children and youth, Skopje- Department for Professional rehabilitation and support for employment)	8
Civil Society (NGO project partners)	10
Under management of SEE University	1
Private Sector	2
Municipal authorities in Gostivar	2
Consultants (in business and food production process in support of Izbor)	2
<b>Total/Gender representation</b>	<b>41 (Female: 51%, Male 49%)</b>

Figure 1. Number of stakeholders interviewed by category

#### 4.5. Data sources

The evaluation has used the following source of data:

- ✓ Project documentation and other relevant reports shared by UNDP North Macedonia
- ✓ Additional reports, articles and publications collected by the evaluation through internet-based research
- ✓ Reports, documents shared by interviewed stakeholders
- ✓ Interview notes
- ✓ Feedback from online survey.

#### 4.6. Evaluation ethics

This evaluation has been conducted applying standards of integrity and respect for the beliefs, manners, and customs of the social and cultural environment; for human rights and gender equality; and for the ‘do no harm’ principle for humanitarian assistance. This evaluation has ensured the conditions of interviewing have been conducted in compliance with the rights of institutions and individuals to provide information in confidence, ensuring that sensitive data is

protected and that it cannot be traced to its source and must validate statements made in the report with those who provided the relevant information.

Ethical issues have been systematically considered throughout the whole evaluation cycle, in order to ensure that the conduct of the evaluator sticks to ethical principles and professional standards.

The evaluation consultant has been abiding by the following core principles:

- **Integrity:** the active adherence to moral values and professional standards, which are essential for responsible evaluation practice.
- **Accountability:** the obligation to be answerable for all decisions made and actions taken; to be responsible for honoring commitments, without qualification or exception; and to report potential or actual harms observed through the appropriate channels.
- **Respect:** engaging with all stakeholders of the Evaluation in a way that honors their dignity, well-being and personal agency while being responsive to their sex, gender, race, language, country of origin, LGBTQ status, age, background, religion, ethnicity, and ability, and to cultural, economic and physical environments.
- **Beneficence:** striving to do good for people and planet while minimizing harms arising from the Evaluation as an intervention.

The evaluator has informed the stakeholders on the confidentiality of the information they would share during interviews as well as the scope and objective of the evaluation.

#### 4.7. Limitations of the evaluation

There have been no major limitations to this evaluation, which could affect the data collection to be conducted in decent conditions. The below is a list of limitations of lower negative effect to the implementation of the evaluation

Limitations	Adaptative Measures
End-users survey feedback	<ul style="list-style-type: none"> <li>• Accessing end-users from hard-to-employ categories is challenging as they rarely use email addresses.</li> <li>• The evaluation has used mobile phone applications for reach out.</li> <li>• The response rate has been low, and the short deadline for feedback may be a reason for this low response rate.</li> <li>• The evaluation has considered the response though given the limited sample size (17); it is only considered as an indicator of secondary importance in the report and has not conditioned the evaluation findings.</li> </ul>
Complexity of project and tight evaluation timeframe	<ul style="list-style-type: none"> <li>• The project is rich in activities, conceptually complex, dense in terms of volume of information. The tight implementation deadline has been a challenge for the evaluation to absorb and grasp the details and complexity of the project.</li> </ul>

	<ul style="list-style-type: none"> <li>• An adaptative measure has been found as UNDP has authorized an extension of the timeframe to give more time for the evaluation to process the information.</li> </ul>
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## 5. Data Analysis

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The data analysis has been mostly qualitative in nature, as most of the data collected has been qualitative in content. Quantitative data has also been analysed to measure the effectiveness of the innovative activation measures introduced. However, with the delayed implementation of the models, mostly as a result of the COVID crisis, the evaluation has mostly looked at the qualitative side in the effectiveness of the measures and the service provision mechanisms to provide effective results.

The information available in the project documentation has been verified through interview feedback while the evaluation has searched for relevant publications or report to complement the information from the desk review and interviews. The data analysis has also included an analysis on the respective modelled support services to the Roma, PwDs, the Youth as well as on the Social Enterprise model. The evaluation has also integrated the gender equality, disability and human rights dimensions into the analytical work.

## 6. Evaluation Findings

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### 6.1. Evaluation Criteria: Relevance

**The project provides a very relevant response to core development challenges of North Macedonia.**

The CJOA Main Phase project is tackling several core development challenges at once: economic performance affected by a shortage of work force, a mismatch between professional and adult education and labour market needs in terms of human resources; the phenomenon of out-migration, especially youth migration (and its heavy cost estimated at 5.5 billions EUR per year to Western Balkan economies<sup>1</sup>), services failing to fully integrate the hard-to-employ categories to the labour market, an increasingly aging population, increasingly living in isolation; an insufficiently developed inclusive, green, gender-equally, environmentally protective economy relying on the potential of natural and rural resources.

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<sup>1</sup> <https://www.wfd.org/commentary/retaining-its-most-valuable-resource-western-balkan-countries-lose-246-billion-euros>

**The project is fully in line with its strategic, policy, and programmatic environment: it is supportive of National development priorities, SGDs, UNDP CPD and Strategic Plan, as well as the North Macedonia Swiss Cooperation Programme.**

The project objectives, output, outcome and activities are supporting the Development priorities, related strategies and laws, of North Macedonia in several areas: It directly supports the National Strategies in the area of Labour (Strategy for formalizing the informal economy, Strategy for Demographic Development, Strategy for Deinstitutionalization), Education (Strategy for Adult Education), Economy (Strategy for Women Entrepreneurship Development, Strategy for Social Responsibility, National Small and Medium Enterprise Strategy).

At the programmatic level, the project directly supports the MLSP Operational Plan through implementation of ALMMs and the introduce of innovative pilots.

The project also supports the country’s EU accession process through, among others, quality standards alignment and the development of standards and licensing of innovative social services.

CJOA Main Phase is closely contributing to UNDP CPD’s outputs and outcomes and its goal of the Sustainable Development Cooperation Framework for a more prosperous, inclusive and resilient North Macedonia by 2030. More specifically, it is relevant to the CPD Strategic priority 1 (Inclusive economic development) and specific priority (a) *“ensure that the equity and gender dimensions of small business in development policies and incentives are tailored to populations with specific vulnerabilities.”*; (b) *“The ‘skilling’ system, including formal and non-formal technical and vocational education and training, will be strengthened, with more engagement of the private sector and increased access to digital learning. UNDP will pilot innovative employment support measures.”*; and (c) *“UNDP will address exclusion and strengthen the targeting and delivery of quality social services, with a focus on persons with disabilities, Roma and young people. Mechanisms and policy measures will enable higher activation rates for women and family members providing care services.”*

The project is of very high relevance to the CPD (which is, in turn, assessed as strongly relevant to the country’s national priorities<sup>2</sup>) and the construction of the Results Framework describing the change process. The logic of the project, constructed around a (outcome 1) user-empowerment axis, where the hard-to-employ are equipped with the skills, support to accessing the labour market, associated with facilitating a needs-driven approach (outcome 2) of the private sector in terms of human resource so that opportunities are made accessible to the vulnerable unemployed, while the policy and legal framework is made supportive through policy recommendations and technical expertise in making the institutional set-up and ESA services more relevant.

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<sup>2</sup> Final Evaluation of the United Nations Partnership for Sustainable Development 2016-2020, Commissioned by the UN Resident Coordinator Office for North Macedonia, December 2019.

CJOA is also relevant to the priorities established in the Swiss Cooperation Programme North Macedonia 2021-2024. The project’s contribution to SDC targets can be measured through following outcome indicators in the area of Sustainable economic development<sup>3</sup>:

- Outcome 2.1: Growth of private businesses, especially of small and medium-sized enterprises, is accelerated through improved economic framework conditions and increased productivity and competitiveness
- Indicator: Measures for improving the regulatory and institutional framework (SECO SI 1), including the VET system. (IED TRI 3).
- Outcome 2.2: More unemployed and underemployed benefit from decent employment, especially youth, women and groups left behind. Indicators:
  - Number of persons with new or better employment (disaggregated by gender and youth as well as vulnerable groups) (SDC IED ARI 2).
  - Number of persons enrolled in new or better VSD (disaggregated by gender) (SDC IED ARI 1).
  - Number of companies or professional organisations contributing to relevant VSD (SDC IED TRI 2).

The project contribution to SDC outcome target is detailed in a dedicated “summary achievement” figure under the following “Effectiveness” section of this report.

The below table lists the national and UN Strategic Framework priorities, and related outcome, outputs and indicators that are directly and exactly supported by the project.

Please note that, while the project timeframe stretches over two successive CDPs (2016-2020 and 2021-2025), the evaluation has reviewed the relevance of this project against the 2021-2025 CPD results indicators, and not the 2016-2020 period, as the project period coincides more closely to the latest CPD and was also designed with more recent development indicators, than those of the 2016-2025 period.

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<sup>3</sup> Results achieved as per 30.06.2022.



Reform Package	UNSDF Outcome	Output	indicator
National Priority	European Union membership, accelerated economic growth, sustainable development, modern education, care for all No 3. Human capital (a) Strengthen the quality and relevance of education; (b) Achieve gender parity in employment		
Reform Package	<b>No 2. Economy</b> (a) Invest in workforce development, job readiness, and labour market information systems		
	Inclusive prosperity. Outcome 1. By 2025, the living standard of all people in North Macedonia is improved through equal access to decent work and productive employment generated by an inclusive and innovative business ecosystem. STRATEGIC PLAN OUTCOMES: 1. Eradicate poverty in all its forms and dimensions; 2. Accelerate structural transformations for sustainable development.	Output 1.1. Solutions introduced to accelerate small and medium enterprise (SME) creation and strengthen value chains for decent work and innovation	Indicator 1.1.1: No. full-time jobs created with UNDP cooperation Indicator 1.1.2: No. part-time jobs created with UNDP cooperation Indicator 1.1.3: No. SMEs created, formalized or supported with UNDP cooperation
		Output 1.2. Unemployed, including vulnerable groups, enjoy a supportive environment and increased access to employment measures and a more dynamic skilling system	Indicator 1.2.1: No. people benefiting from employment activation and support services Indicator 1.2.3: No. beneficiaries having completed training programmes per employers' needs
		Output 1.3. Enhanced policy and regulatory measures developed to address exclusion and strengthen targeting and delivery of social services for vulnerable groups, including those in the care economy	Indicator 1.3.1: No. policy papers developed on inclusive social service delivery and of social services for vulnerable groups, including those in the care economy Indicator 1.3.2: No. new models and tools introduced to promote inclusion and innovation in business ecosystem Indicator 1.3.3: No. new services designed to support employment activation of long-term unemployed and vulnerable

Figure 2. Project relevance to UNSDF Outcome and output indicators

The project is also supporting the following SDGs and related specific targets:

#### **SUPPORTED SUSTAINABLE DEVELOPMENT GOALS AND RELATED INDICATORS**

##### **SDG 1: NO POVERTY**

**Target 1.3: Implement nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and the vulnerable.**

**Target 1.4 : By 2030, ensure that all men and women, in particular the poor and the vulnerable, have equal rights to economic resources, as well as access to basic services, ownership and control over land and other forms of property, inheritance, natural resources, appropriate new technology and financial services, including microfinance.**

##### **SDG 4 : ENSURE INCLUSIVE AND EQUITABLE QUALITY EDUCATION AND PROMOTE LIFELONG LEARNING OPPORTUNITIES FOR ALL**

**Target 4.3 : By 2030, ensure equal access for all women and men to affordable and quality technical, vocational and tertiary education, including university.**

**Target 4.4 : By 2030, substantially increase the number of youth and adults who have relevant skills, including technical and vocational skills, for employment, decent jobs and entrepreneurship**

**Target 4.5 : By 2030, eliminate gender disparities in education and ensure equal access to all levels of education and vocational training for the vulnerable, including persons with disabilities, indigenous peoples and children in vulnerable situations**

**Target 4.6 : By 2030, ensure that all youth and a substantial proportion of adults, both men and women, achieve literacy and numeracy**

## **SDG 5 - ACHIEVE GENDER EQUALITY AND EMPOWER ALL WOMEN AND GIRLS**

***Target 5.5 Ensure women’s full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life***

***Target 5.a Undertake reforms to give women equal rights to economic resources, as well as access to ownership and control over land and other forms of property, financial services, inheritance and natural resources, in accordance with national laws***

***Target 5.b Enhance the use of enabling technology, in particular information and communications technology, to promote the empowerment of women***

***Target 5.c Adopt and strengthen sound policies and enforceable legislation for the promotion of gender equality and the empowerment of all women and girls at all levels***

## **SDG 8 - PROMOTE SUSTAINED, INCLUSIVE AND SUSTAINABLE ECONOMIC GROWTH, FULL AND PRODUCTIVE EMPLOYMENT AND DECENT WORK FOR ALL**

***Target 8.5 : By 2030, achieve full and productive employment and decent work for all women and men, including for young people and persons with disabilities, and equal pay for work of equal value***

***Target 8.6 By 2020, substantially reduce the proportion of youth not in employment, education or training***

## **SDG 10 - Reduce inequality within and among countries**

***Target 10.1: By 2030, progressively achieve and sustain income growth of the bottom 40 per cent of the population at a rate higher than the national average***

***10.2 By 2030, empower and promote the social, economic and political inclusion of all, irrespective of age, sex, disability, race, ethnicity, origin, religion or economic or other status.***

***10.3 Ensure equal opportunity and reduce inequalities of outcome, including by eliminating discriminatory laws, policies and practices and promoting appropriate legislation, policies and action in this regard***

Figure 3. Supported sustainable development goals and related indicators

**The relevance of the project is ensured by a process and cultivated within the UNDP-MLSP strategic framework.**

At a general level and as a matter of practice, all projects relevant to social and labour policy presented by UNDP are the result of a joint consultation with the MLSP, following principles that projects are supporting national policies, also driven by supporting the EU accession process while it answers needs and priorities effectively assessed with a wide range of partners; also reflecting UNDP County Programme Document’s Consultative process.

In the specific case of “Creating Job Opportunities for All – Main phase”, the project has integrated the lessons learned from previously related interventions, including the Self-Employment programme, Roma mentorship, VET and the Community Works Programme. The project is also a strategic response to MLSP request for technical assistance in piloting innovative ALMMs aiming at the labour inclusion of hard-to-employ categories.

**The perspectives of the end-user’s needs and key stakeholders have been considered and further substantially assessed during an inception period dedicated to build a thorough baseline and deep analysis to guide the project activities.**

The project design has made space and dedicated resources to use and conduct a series of research (assessments, evaluation) and analytical (Assessment of the national legal and policy framework, Analysis of barriers to accessing labour market as well as exclusion factors for each specific group and gender<sup>4</sup>, Analysis of the profiling and activation of vulnerable groups, audit, cost and benefit analysis...) work which recommendations have provided guidance to develop effective and tailor-made models for the labour activation of each specific hard-to-employ groups. The models introduced by the project have also been shaped in consideration of the capacities, constraints and needs of the ESA so the management and contracting modalities of the management of the models introduced did not represent an overly heavy burden to ESA, which operates with limited resources and capacities.

**The principles of gender equality, women empowerment and human rights are at the core of the project design and systematically translated in the project approach and activities.**

The barriers for PwDs, Roma, Women, the Youth, the factors that make them marginalized socially, and from accessing the labour market, constitute obstacles to the concerned individuals in exercising their rights. The project has used the lessons learned from previous interventions, its technical expertise in social and labour market inclusion, regular consultation with keys institutions and stakeholders to design a logic of interventions that is people-centered and built to address all exclusion factors in a holistic and systematic manner. The policy and institutional set-up ensure that, on the hand, the marginalized vulnerabilities are addressed so they are empowered to become actively engaged in a professional activity.

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<sup>4</sup> E.g. UNDP/WB/EC Regional Roma Survey 2017 (<https://www.undp.org/eurasia/publications/regional-roma-survey-2017-country-fact-sheets>)

On the other hand, fulfilling their rights in a realistic and sustainable manner is ensured in that, their (social, educational, health...) and professional empowerment is driven by the labour market needs, and that the project practices produce policy and programmatic recommendations, so the institutional set-up is improved. The CJOA Main Phase can be considered as exemplary of an intervention that is translating the specific rights of each target group, enshrined in the related international human rights conventions (UNCPRD, CEDAW, ICERD<sup>5</sup>); in its approach, objectives, outcomes, and outputs supporting accessing through modeled social and labour activation services.

**Relevance to political, legal, economic, institutional, social (...) environment changes has been maintained owing to the project mechanism.**

The project has applied a consultative approach with the stakeholders engaged in the project. Primarily because the models introduced, and activities conducted have been based on the principles that it is driven by the various needs and constraints expressed by the actors engaged in the project. The long inception phase of the project has involved research and analytical work on institutional constraints (e.g., **F** Analysis of factors affecting the establishment of vocational rehabilitation centers), needs (e.g., Analysis of the profiling and activation of vulnerable groups), gaps (audit of local economic potentials as a basis for Territorial Employment Partnerships). The recommendations coming out of the targeted analysis of the project environment have allowed to take into account the context changes in the development of activities.

Within the strategic framework between UNDP and the MLSP and the continued regular consultation with all the stakeholders involved, the project has monitored context changes which has allowed the project to remain agile and make appropriate adjustments. The adaptative response of project modalities to the COVID crisis, or the additional technical expertise support provided to financially rescue the social enterprise Izbor, are examples of the project's ability to adjust to changes. The advocacy efforts, the policy recommendations and the cost-benefit analysis contracted by the project are also very important actions of the project that not only allow the project to maintain its relevance but also to make the (policy) context more relevant to the objective of effective and inclusive labour-market activation measures.

The Project Steering Committee, composed of key partners (ESA, MLSP, UNDP, SDC) has also fulfilled its roles of guiding and approving necessary adjustments whenever required.

**All interviewed stakeholders have firmly underlined the relevance of the project objective, but also its approach and the piloted measures introduced.**

More specifically, the three models targeting respectively, the Roma, PwDs and the Youth are considered as strongly relevant to the context of North Macedonia, indicating that the Roma model can potentially be extended to non-Roma hard-to-employ individuals.

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<sup>5</sup> International Convention on the Elimination of All Forms of Racial Discrimination

Beyond the project policy-level relevance, the evaluation has found that the labour inclusive models introduced through CJOA are strongly relevant to the context of North Macedonia; more concretely, to the actual needs and challenges faced by the targeted population groups. The appropriateness of these models to the context of North Macedonia has earned a level of recognition to the extent it has raised the interest from neighboring countries in the Western Balkans region.

## 6.2. Evaluation Criteria: Effectiveness

**The project embodies a significant contribution to UNDP, national and local priorities, quantitatively convincing despite challenges, and primarily of significant qualitative importance.**

CJOA Main Phase has provided a significant contribution to the national strategic priorities of the key project partners and, more widely, to the impact of the work of actors engaged in supporting the inclusion of the hard-to-employ population groups. The contribution made by the results of the project involves several dimensions. Firstly, in pure quantitative terms, the project has overall reached and often exceeded its initial targets, already in June 2022, i.e., 6 months before the drafting of the present report. There are a few specific targets not yet reached, though it mostly finds its explanation in the necessarily lengthy inception period, necessary to the research and analysis effort as well as introducing the project. In numerical terms, the effectiveness of the results achieved can be appreciated against a challenging context, where the COVID crisis had severely affected the project implementation, an economic crisis context, that had stressed the economy and the labour market. This comes in addition to the challenge of getting partners and stakeholders developing a sense of ownership of the overall strategic intention of the project, beyond the piloting of innovative ALMMs, given its density and complexity. Not to omit is the additional challenge for CJOA Main Phase to the challenges of the Ministry, the MLSP, that has seen five different cabinet changes in a period of two years.

However, beyond the quantitative dimension of effectiveness, what matters the most in terms are the qualitative elements indicating that the introduced models are well under way to producing durable changes.

The following figures indicate:

- A summary of the project results as of June 2022, per outcome
- The project contribution to the UNDP Country Programme Document Results Framework (2021 – 2025) based on corresponding Outputs and Indicators.
- The project contribution to the corresponding targets of the SDC Cooperation Programme 2021-2024.

SUMMARY OF QUANTITATIVE ACHIEVEMENT INDICATORS AS OF JUNE 2022				
OUTCOME 1: BETTER USE OF ALMMs BY YOUTH, ROMA & PWDs				
PROJECT INDICATORS	Corresponding 2021-2025 CPD Output Indicator	TARGETED	ACHIEVED	%
1.1. PwDs gained access to employment or self-employment	1.1.1. Full-time job created for Young People, Roma, PWDs (related Output 1.1. Introduced Solutions to accelerate SME creation & strengthen value chain)	295	216	73
1.2. Roma gained access to employment or self-employment	1.1.1. Full-time job created for Young People, Roma, PWDs (related Output 1.1)	355	872	245
1.2.1. Roma gained access to part-time employment	1.1.2. Part-time job created for Young People, Roma, PWDs (related Output 1.1)	150	415	277
1.2.1. Individual employment plans developed by mentors for Roma & non-Roma	1.2.1. People benefiting from employment activation and support services (related Output 1.2 Increased access to employment measures to the unemployed)	2,050	5,831	284
1.2.2. Roma & non-Roma enrolled in adult/primary education	1.2.3. Beneficiaries having completed training programmes as per employer needs	100	132	132
1.3. Youth gained access to employment or self-employment	1.1.1. Full-time job created for Young People, Roma, PWDs (related Output 1.1)	600	1,307	228
1.3.1. Youth users of Youth Employment Resource Center	1.2.1. People benefiting from employment activation and support services (related Output 1.2)	3,000	1,084	36
1.4. PwDs gained access to improved vocational skills	1.2.3. Beneficiaries having completed training programmes as per employer needs (related Output 1.2)	70	29	41
1.5. Roma gained access to improved vocational skills	Same as above	310	190	61
1.6. Youth gained access to improved vocational skills	Same as above	1,260	570	45

Figure 4. Summary of quantitative achievements - Outcome 1

SUMMARY OF QUANTITATIVE ACHIEVEMENT INDICATORS AS OF JUNE 2022				
OUTCOME 2: THE PRIVATE SECTOR EMPLOYS DIVERSE WORKFORCE & MAKE JOBS ACCESSIBLE TO VULNERABLE GROUPS				
PROJECT INDICATORS	Corresponding 2021-2025 CPD Output Indicator	TARGETED	ACHIEVED	%
2.1. Number of private businesses which provided on-job trainings to vulnerable groups in their premises	1.1.3. SMEs created, formalized or supported with UNDP cooperation	100	405	405
2.1.1. Number of private businesses assisted in screening & defining workforce requirements	1.1.3. SMEs created, formalized or supported with UNDP cooperation	500	991	182
2.1.2. Number of private businesses supported in accessing ALMMs for vulnerable groups	1.1.3. SMEs created, formalized or supported with UNDP cooperation	200	412	206
2.1.3. Number of private businesses assisted in identifying & training candidates	1.1.3. SMEs created, formalized or supported with UNDP cooperation	100	399	399
2.2. Satisfaction rate of private companies (of UNDP support in relation to corresponding CDP indicator 1.1.3.)	1.1.3. SMEs created, formalized or supported with UNDP cooperation	83%	93%	116
2.2.1. Social Entr. supported for improving business performance & create jobs for vulnerables	1.1.3. SMEs created, formalized or supported with UNDP cooperation	20	17	85
2.3.1. Awareness raising campaigns on removing barriers & stereotypes	N/A	4	11	275

Figure 5. Summary of quantitative achievements - Outcome 2



SUMMARY OF QUANTITATIVE ACHIEVEMENT INDICATORS AS OF JUNE 2022				
OUTCOME 3: INSTITUTIONS DEVELOP & IMPLEMENT POLICIES & SERVICES EASING LABOUR MARKET ACCESS TO VULNERABLE GROUPS				
PROJECT INDICATORS	Corresponding 2021-2025 CPD Output Indicator	TARGETED	ACHIEVED	%
3.1. New policies supporting employment of vulnerable target groups introduced	1.3.1. Policy papers developed on inclusive social service delivery & monitoring (related output 1.3. Enhanced policy & regulatory measures developed to address exclusion & delivery of social services for vulnerable groups)	6	25	416
3.1.1. Recommendations for introducing new ALMMs/services to national & local authorities	1.3.2. New models and tools introduced to promote inclusion and innovation in business ecosystem (related output 1.3.) 1.3.3. New services designed to support employment activation of long-term unemployed & vulnerable. (related output 1.3.)	10	5	50
3.2. Representatives/DPOs of vulnerable groups incl. in policy process recommendations	1.3.1. Policy papers developed on inclusive social service delivery & monitoring (related output 1.3.)	50	71	142
3.2.1. ESA staff have knowledge & skills to run ICM processes	1.3.2. New models and tools introduced to promote inclusion and innovation in business ecosystem (related output 1.3.)	150	150	100
3.2.2. ESA staff qualified in career & HR counselling (30 centers)	Same as above	40	256	640
3.2.2. Territorial Employment Partnerships (TEP) operational	Same as above	2	1	50
3.3.1. Coordination meetings between central & local level	Same as above	24	86	358

Figure 6. Summary of quantitative achievements - Outcome 3

<b>PROJECT CONTRIBUTION TO CPD 2021-2025 THROUGH QUANTITATIVE ACHIEVEMENT AGAINST CDP ACHIEVEMENT INDICATORS AS OF JUNE 2022</b>					
<b>OUTCOME 1: BETTER USE OF ALMMs BY YOUTH, ROMA &amp; PWDs</b>					
DESCRIPTION OF PROJECT RESULT	ACHIEVED	Corresponding 2021-2025 CPD Output Indicator	CPD Target 2021 - 2025	CPD target achievement through project contribution	CPD target achievement through project contribution in %
1.1. PwDs gained access to employment or self-employment	216	1.1.1. Full-time job created for PWDs ( related Output 1.1. Introduced Solutions to accelerate SME creation & strengthen value chain)	350	216	62
1.2. Roma gained access to employment or self-employment	872	1.1.1. Full-time job created for Young People, Roma, PWDs (related Output 1.1)	600	872	145
1.2.1. Roma gained access to part-time employment	415	1.1.2. Part-time job created for Young People, Roma, PWDs (related Output 1.1)	220	415	188
1.2.1. Individual employment plans developed by mentors for Roma & non-Roma	5,831	1.2.1. People benefiting from employment activation and support services (related Output 1.2 Increased access	3,500	5,831	167

		<i>to employment measures to the unemployed)</i>			
N/A	125	<i>1.2.3.<sup>6</sup> Beneficiaries having completed training programmes as per employer needs</i>	2,163	125	6
1.3. Youth gained access to employment or self-employment	1,307	<i>1.1.1. Full-time job created for Young People, Roma, PWDs (related Output 1.1)</i>	5,000	1,307	26
1.3.1. Youth users of Youth Employment Resource Center	1,084	<i>1.2.1. People benefiting from employment activation and support services (related Output 1.2)</i>	2,500	1,084	43
1.4. (PwDs); 1.5.(Roma), 1.6. (Youth) gained access to improved vocational skills	29 (PwDs) 190 (Roma) 570 (Youth)	<i>1.2.3. Beneficiaries having completed training programmes as per employer needs (related Output 1.2)<sup>7</sup></i>	2,163 (All targeted groups)	789 (All targeted groups)	36

Figure 7. project contribution to CPD 2021-2025 - Outcome 1

<sup>6</sup> The project logframe does not have a corresponding CPD indicator as related trainings only started 2 years ago.

<sup>7</sup> The CPD indicator 1.2.3 in this context is interpreted in a broader sense as it is the most applicable CPD indicator in relation to the project indicators 1.4, 1.5 and 1.6.

PROJECT CONTRIBUTION TO CPD 2021-2025 THROUGH QUANTITATIVE ACHIEVEMENT AGAINST CDP ACHIEVEMENT INDICATORS AS OF JUNE 2022 <sup>8</sup>					
OUTCOME 2: THE PRIVATE SECTOR EMPLOYS DIVERSE WORKFORCE & MAKE JOBS ACCESSIBLE TO VULNERABLE GROUPS					
DESCRIPTION OF PROJECT RESULT	ACHIEVED	Corresponding 2021-2025 CPD Output Indicator	CPD Target 2021 - 2025	CPD target achievement through project contribution	CPD target achievement through project contribution in %
2.1. No. of private businesses, including social enterprises, which provided on-job training for members of vulnerable groups in their premises	405 +	1.1.3 Number of SMEs created, formalized or supported with UNDP cooperation	13,100	2,224	64.5
2.1.1. Number of private businesses assisted in screening & defining workforce requirements.	991 +				
2.1.2. Number of private businesses supported in accessing ALMMs for employment of vulnerable groups	412 +				
2.1.3 No. of private businesses, including social enterprises, have been assisted in defining the training programme and in	399 +				

<sup>8</sup> Only project results relevant to CPD outcome indicators have been retained. The project has produced other results which are not covered by CDP indicators.

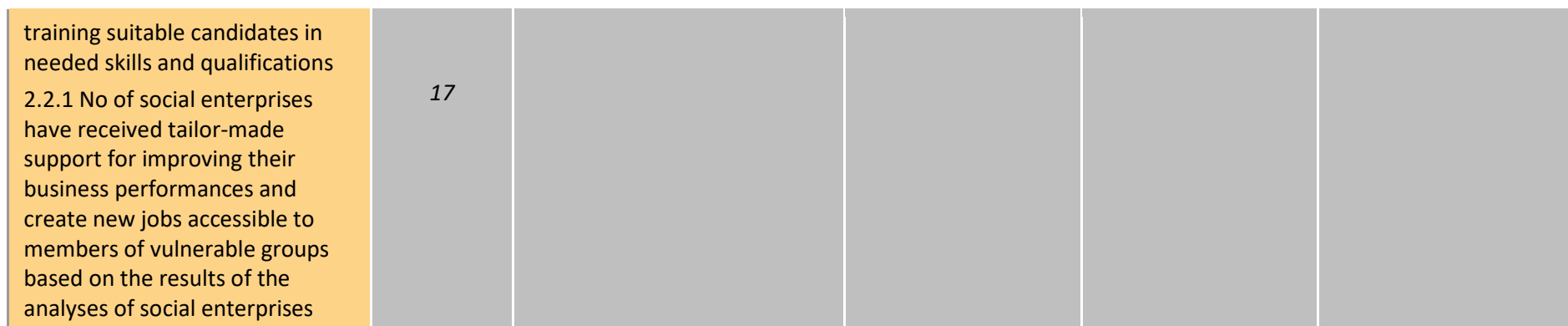


Figure 8. project contribution to CPD 2021-2025 - Outcome 2

<b>PROJECT CONTRIBUTION TO CPD 2021-2025 THROUGH QUANTITATIVE ACHIEVEMENT AGAINST CDP ACHIEVEMENT INDICATORS AS OF JUNE 2022<sup>9</sup></b>					
<b>OUTCOME 3: INSTITUTIONS DEVELOP &amp; IMPLEMENT POLICIES &amp; SERVICES EASING LABOUR MARKET ACCESS TO VULNERABLE GROUPS</b>					
DESCRIPTION OF PROJECT RESULT	ACHIEVED	<i>Corresponding 2021-2025 CPD Output Indicator</i>	CPD Target 2021 - 2025	CPD target achievement through project contribution	CPD target achievement through project contribution in %
3.1. New policies supporting employment of vulnerable target groups introduced 3.1.1. Recommendations for introducing new ALMMs/services to national & local authorities	30	<i>1.3.1. Policy papers developed on inclusive social service delivery &amp; monitoring)</i> <i>1.3.2. New models and tools introduced to promote inclusion and innovation in business ecosystem</i> <i>1.3.3. New services designed to support employment activation of long-term unemployed (related output 1.3. Enhanced policy &amp; regulatory measures developed to address exclusion &amp; delivery of social services for vulnerable groups)</i>	56	30	54

Figure 9. project contribution to CPD 2021-2025 - Outcome 3

<sup>9</sup> Only project results relevant to CPD outcome indicators have been retained. The project has produced other results which are not covered by CDP indicators.

<b>PROJECT CONTRIBUTION TO SDC COOPERATION PROGRAMME 2021-2024 THROUGH QUANTITATIVE ACHIEVEMENT AGAINST CDP ACHIEVEMENT INDICATORS AS OF JUNE 2022</b>					
<b>PROJECT OUTCOME 1: BETTER USE OF ALMMs BY YOUTH, ROMA &amp; PWDs</b> <b>SDC OUTCOME 2.2: MORE UNEMPLOYED AND UNDEREMPLOYED BENEFIT FROM DECENT EMPLOY-MENT, ESPECIALLY YOUTH, WOMEN AND GROUPS LEFT BEHIND</b>					
DESCRIPTION OF PROJECT RESULT	ACHIEVED	<i>Corresponding 2021-2024 SDC Outcome Indicator</i>	SDC Target 2021 - 2024	SDC target achievement through project contribution	SDC target achievement through project contribution in %
1.1. PwDs gained access to employment or self-employment	216	<i>Number of persons with new or better employment (disaggregated by gender and youth as well as vulnerable groups) (SDC IED ARI 2)</i>	Youth: 5,714 (55% of 10,390)	1,307 (youth)	23
1.2. Roma gained access to employment or self-employment	872		Other vulnerable groups: 1,558 (15% of 10,390)	1,503 (other vulnerable groups)	96
1.2.1. Roma gained access to part-time employment	415				
1.3. Youth gained access to employment or self-employment	1,307				
	Total : 2,810		Total: 10,390	Total : 2,810	Total: 27
1.4. (PwDs); 1.5. (Roma), 1.6. (Youth) gained access to improved vocational skills	789	<i>Number of persons enrolled in new or better VSD</i>	Youth: 4,150 (65% of 6,385)	570 (youth)	14
			Other vulnerable groups: 958 (15% of 6,385)	219 (other vulnerable groups)	23
			Total: 6,385	Total: 789	Total: 12

<p>2.1 No. of private businesses, including social enterprises, which provided on-job training for members of vulnerable groups in their premises</p> <p>2.1.3 No of private businesses, including social enterprises, have been assisted in defining the training programme and in training suitable candidates in needed skills and qualifications</p>		<p><i>Number of companies or professional organisations contributing to relevant VSD (SDC IED TRI 2)</i></p>	150 companies	800 companies	433
			5 professional organizations	4 professional organizations	80
<p>3.1 No. of new policies and services introduced to support the employment of the target vulnerable groups (REHA centre, youth employment centre, Roma employment centre, EDU offices in the centres, work experience placement, integrated case management)</p> <p>3.1.1 No of recommendations for introducing new ALLMs / services provided to the national and local authorities</p>		<p><i>Measures for improving the regulatory and institutional framework (SECO SI 1), including the VET system. (IED TRI 3).</i></p>	6 measures contribute towards a more inclusive or more labour market-relevant VET system	10 measures on VET	167
			Total: 23 measures	Total: 14 measures	61

Figure 10. Project contribution to SDC CP 2021-2024



## COST-BENEFIT ANALYSIS

Cost benefit analysis of the models introduced through ALMMs is essential as it is the central indicator for sustainability, efficiency, relevance and therefore the ultimate criteria to measure the success of the model. The cost-benefit analysis focuses on the cost of the model and less so on the cost of establishing the concept, the strategy and the mechanisms as there are no “lower cost” alternative to the investment of this initial phase, also considering that a large part of this investment is borne by UNDP, through the long-term consultation with key actors, the field practice and the expertise developed through the learning from practice, complemented by outsourced expertise.

While cost-benefit analysis and cost-effectiveness analysis have similar goals, the evaluation has considered the models from a cost-benefit analysis perspective. The cost-benefit analysis and cost-effectiveness analysis are centered on two different questions. While cost-benefit analysis asks whether the economic benefits outweigh the economic costs (Cost-benefit = Benefits – Costs) of a given policy, cost-effectiveness analysis is focused on the question of how much it costs to get a certain amount of output from a policy (Cost-benefit = ratio of Benefits/Costs).

While the ratio is an important indicator, the value of the cost benefit analysis primarily answers the question: Will the value of the longer-term benefits exceed the value of the project as an investment ? The « investment » implies the « introduction » cost of the models. This includes the expertise to design a vision for the institutional set-up where the models will be « anchored », but also all of the preliminary research and assessment work to analyse the situation, needs and obstacles of the hard-to-employ, an analysis of the legal and political environment, the awareness-raising and training of the concerned actors, the establishment of the multi-stakeholder mechanisms, not to mention all the necessary adjustments identified through piloting the innovative activation measures.

Referring to a public policy analytical source, the « Cost-benefit analysis is usually considered a more comprehensive analytical technique since the process of monetization (converting all costs and benefits to dollars figures) converts all costs and benefits into a common currency, namely economic benefit. »

The cost effectiveness analysis will be more relevant to assess the performance of each of the introduced models (Ican, REHA, ACCEDER).

At this stage, there are not enough data to draw conclusions on both the cost-benefit of introducing modern social policy reforms and the cost-effectiveness for two main reasons :

- Too little time : The time of practice has been relatively limited, given the time required to assess the adaptability of the models, its introduction, and the delay imposed by the COVID-crisis. For instance, the Ican center has only been able to function physically, some 18 months until the time of this evaluation. During this time, it has become a local reference for the youth, for student and some private companies. However, the effect of its services is expected to increase as its reputation continues to expand.
- Advocacy needs a more substantial analysis. The sustainability reviews of the three models supporting the integration of the Roma, PwDs and the Youth have provided solid arguments of the relevance and effectiveness of these innovative models. However, the expected further SDC funding support, implies,

some activities may not or will only partially be sustained, this funding gap may need to be compensated with an updated fundraising strategy. Given that the main possibility identified to date is for MLSP to use IPA 3 funding, advocating for this option may require UNDP to use some additional feedback on the cost benefits of those models.

This advocacy effort is considered by the evaluation as fundamental to protect the long-term objective and benefits of social policy « investments » against « short-termism ». The threats and influence of short-term results and visibility cannot be underestimated in the context of the long-term commitment UNDP has made through its partnership with the MLSP.

The drawback of monetization is that it can sometimes fail to give information to policymakers that is all that useful for them. Policymakers are usually interested in outcomes besides economic efficiency, making cost-benefit analysis at best only partially informative to them. Thus, cost-effectiveness analysis can be a good tool for zeroing in on one outcome and comparing alternatives of greater or less cost-effectiveness against one another. »

At this early stage, all indicators are positive, as follows.

- The quantitative achievements, mostly exceeding initial targets, have been reached in a timeframe, severely shortened by the effects of a highly challenging context.
- The feedback from stakeholders, including field practitioners is unanimously positive. The introduction approach, built over the previous years, which has guided the innovative model is considered as key to the effectiveness.
- The analysis and sustainability perspective of the three models, commissioned by the project.
- The thorough business model analysis of the national ACCEDER center in Northern Macedonia and the study on the social impact of the GMA scheme, commissioned by the project.
- Indirect positive effects of the models (start-up supported by the project hiring youth, increased interest of the private sector in the Ican center, youth migration prevention, trust of Roma in the ACCEDER model) and potential (social enterprise both as an economic driver and model of labour market inclusion) as well as emerging needs (increased need and related potential of the care economy...).

The large space given to the cost benefit analysis in this section is justified by the importance of assessing the models introduced through this analytical perspective, rather than limiting it to purely quantitative and superficial results. There is a crucial need to protect the social policy investments by understanding that those model needs consolidation over longer periods of time.

**The results are indicating that the introduced ALMMs provide effective models, supported by a holistic conceptual approach, which complexity, though, makes it challenging to promote and make it visible.**

**Twin-track approach:** Piloting and formalising (the models): 1. Piloting: The project has piloted to demonstrate effectiveness of models through results; 2. Institutionalizing: promoting results, explaining approach and underlying strategic intention represents a fundamental and substantial task which requires time as it implies awareness-raising and advocacy. This complex task has been made more challenging as this strategic approach has been packaged into a single project, and also by a very difficult context (COVID; recent economic crisis, repeated MLSP ministerial changes).

#### **Factors contributing to effectiveness**

- UNDP NMK added-value: In house UNDP expertise (Disability specialist, Education Specialist, Business specialist, long institutional memory and ability to outsource highly relevant national and international expertise, quality of partnerships and continued monitoring and analysis of stakes social developments (institutional, policy, legal context) in the country.

***“UNDP is a long-term and trusted partner (since 2007), with whom we jointly monitoring reforms and have developed new measures through close cooperation, enjoying the benefits of UNDP’s highly relevant expertise. Users are saying “thank you” to our career advisers in our Employment Centers.” ESA employee.***

***“The technical support of UNDP is really important to us, not only in the development of new social services but also for piloting those services.” MSLP Employee.***

- Care economy: The care economy is very illustrative of how an innovative model can enhance resilience by transforming challenges into opportunities. This also is a convincing example of cost-beneficial investments.

- Relevant Social Enterprise model, despite challenges experienced by Izbor (see the description of the hindering side of the Izbor experience)

#### **Hindering factors to effectiveness**

- A very difficult context for social policy reforms and the promotion and piloting of innovative activation measures. The psychological, economic impact of COVID-19 to the economy, and to the practical implementation of the project, the gloomy economic context and the recent energy crisis<sup>10</sup>

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<sup>10</sup> <https://www.undp.org/north-macedonia/blog/impact-global-crisis-local-governments>

- The GMA scheme – while it is a crucial instrument to keep vulnerable household out of poverty, is also has to be considered how it affects the activation of the most vulnerable as its eligibility is conditioned to some extent to the employment status of its household members. Considering that a large majority of GMA recipients are Roma and that Roma overall concentrate the wider combination of exclusion factors, the GMA scheme “has made it more challenging to work on activation measures with Roma” according to a service-provider. Thus, while the GMA assistance is a highly necessary assistance also to those vulnerable unemployed, it requires to build an understanding on how it affects the activation of those in situation of unemployment.
- Care economy slow licensing approval process (case of caretaker of cerebral palsy NGO), composition of licensing commission should be composed of health professionals.
- The “body” of a project is almost too small to host so many activities and a programmatic level of change.
- Limited technical, human and financial capacity of ESA: The very high number of (circa 400) clients per ESA Employment Center Employee as career advisor is a strong limitation to the effective counselling contribution a single ESA employee can make to individual cases. This is an eloquent situation indicating that effectiveness is the result of “Return-On-Investment”-driven decision-making where a cost-benefit analysis is used to explain the decision (see the finding on cost-benefit in the following EFFICIENCY and SUSTAINABILITY sections.)
- Challenge involves a holistic conceptual approach, involving new models and implementation mechanisms. It is complex to explain and challenging to understand. Establishing a common language dose pose a challenge as well. It takes more than 4 years to get piloted models producing its full potential as the take-off phase needs time in a stable context which was hindered by the Covid, energy crisis, MLSP Minister turnover.
- Challenge is complexity of overall social services modernization development architecture and underlying work (legal changes) but also the change of paradigm implied in the introduction of innovative models and services (break the stereotypes).
- GMA has made it much more difficult to convince and get Roma buy-in in getting activated for employment.
- Challenge: Introduction of ALMM Pilots is project-driven, dense in activities, project management, and leave little time to look at results, impacts and ensure the results are well communicated to MLSP and therefore owned.

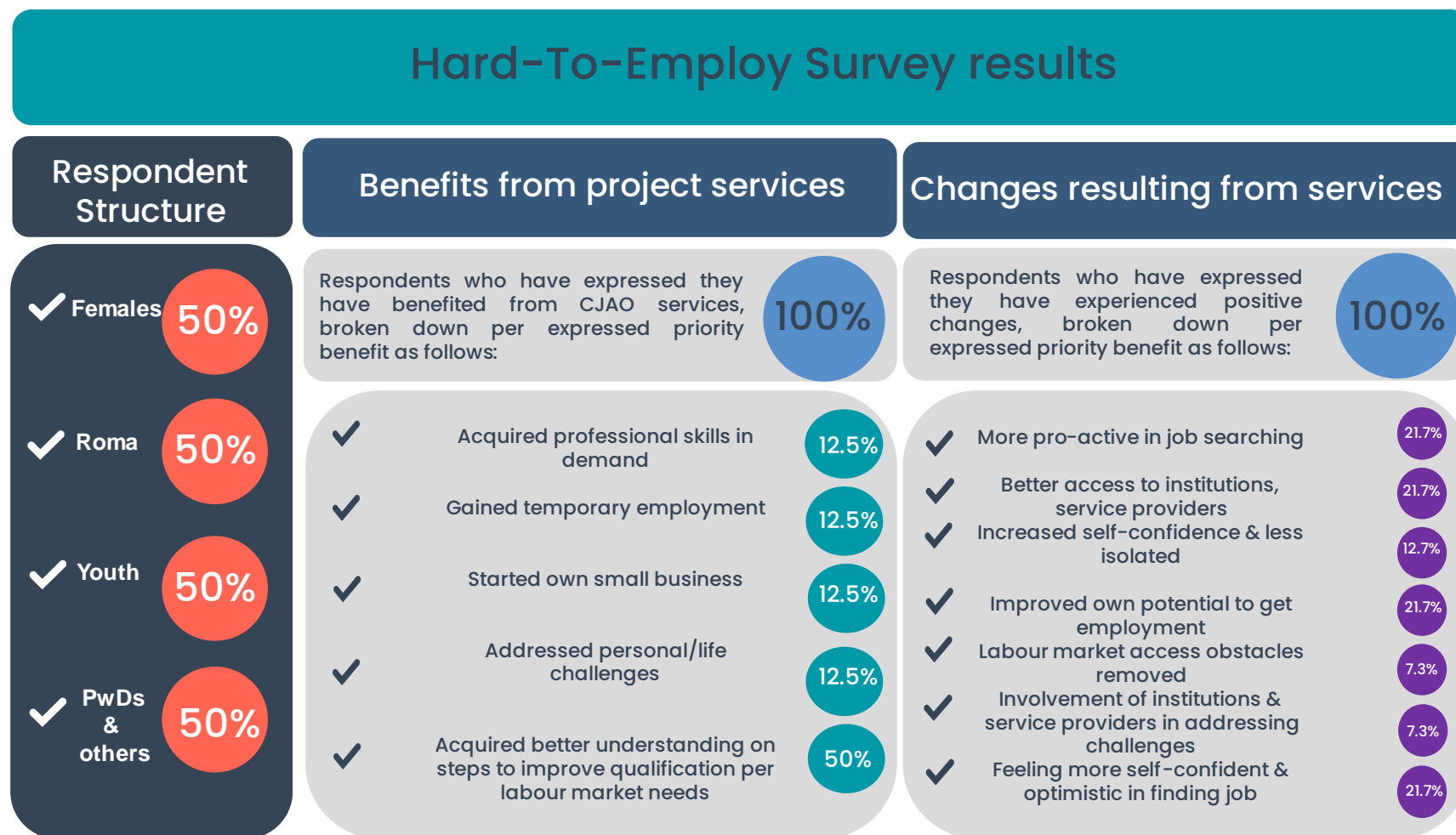


Figure 11. Project Evaluation online survey results

- **The challenging experience of Izbor:** The experimentation of the social enterprise model with the Izbor NGO has been challenging in several ways, however, those challenges, by their nature, are not questioning the validity of the model. The repeated crisis context has dealt strong blow on the way to strengthen the business model of Izbor. However, most importantly, it has been a challenge for the project to apply a proper social enterprise management model given the difficult to accept and sometimes the reluctance of Izbor management to comply with the social entrepreneurship rules. The project decision to address the economic and business difficulties faced by Izbor has significantly contributed to put back the NGO on the track of economic recovery. However, the cultural and operational culture of a social enterprise has not been fully accepted yet and remains a priority to be able to qualify Izbor as a proper social enterprise. For instance, the food processing equipment purchased by the project was conditioned to applying a proper social enterprise managerial organization, which was not really respected by Izbor. Most of the assets and conditions are gathered, though one major obstacle remains: the acceptance of Izbor management to transition to an organizational model adhering to the standards of a social enterprise. Similarly, to the other labour inclusion models introduced by the project, it would be misleading to use the ratio jobs created/cost of investment as a cost-benefit indicator, as the business performance of Izbor, delayed by the crisis context and a slow adaptation of Izbor to a business culture, is only expected to reach its full potential in the mid-term future. The interest expressed by a large international company is a strong indicator of the economic growth potential of Izbor, provided the social enterprise principles are applied. The below table summarizes the Strengths, Weakness, Opportunities and Threats that characterize the situation of Izbor.

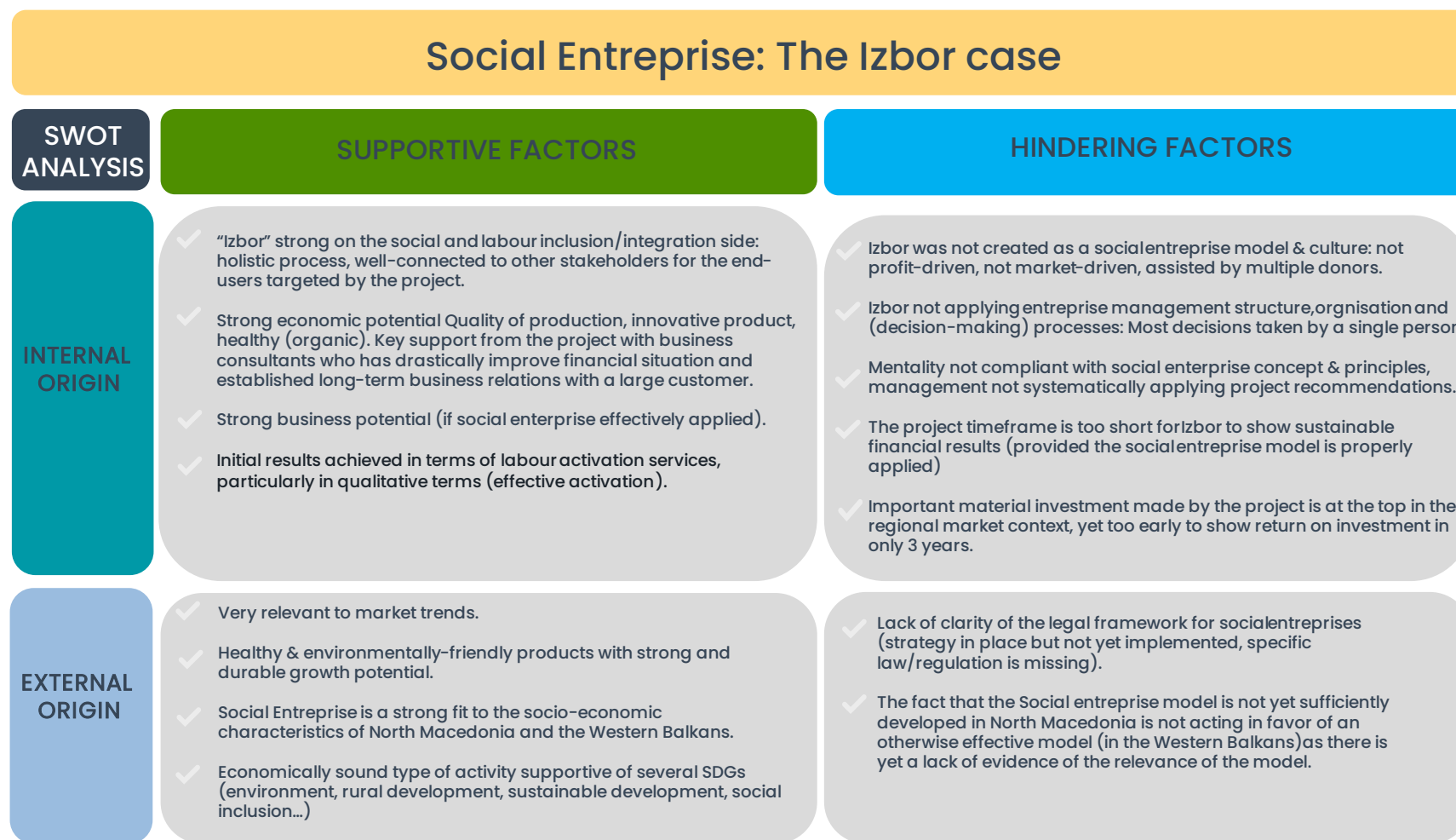


Figure 12. Social Enterprise (Izbor) SWOT Analysis

- The CJOA Main Phase has made a significant contribution in building ESA’s capacity to become a more effective agency to activate the hard-to-employ through the following:

- 30 Employment Centers throughout the country are now counselling vulnerable unemployed thanks to the support of carrier counsellors trained by the project, with significant and concrete results (over 1000 individuals accompanied in their activation path)
- More than 50 ESA’ employees in 30 Employment Centers have built and upgraded their capacities to act as Employers’ advisors able to effectively support employers looking for qualified workforce for green and digital jobs.
- A highly sophisticated ICT system for web-based access to ESA services has been implemented and has enabled ESA to streamline the service delivery, to improve the service quality and the access to services and, importantly, to upgrade its mode of functioning in view of emerging trend of digitalization of public services.
- Employment centers are more closely involved in activation measures through a closer and more systematic collaboration with the private sector and youth-focused organisations (Ican, Youth Information Center), disability-based organizations (REHA centers in Strumica and Topansko Pole, Association of persons with cerebral palsy and other disabilities - Veles) and Roma-focused organizations (SEGA, Employment/mentoring services for unemployed Roma) in the municipalities where the project has been active.
- The technical expertise brought by the project, within more than a decade-long collaboration of MLSP with UNDP, is feeding a process leading to formulate policy recommendation within continuous-learning relationship.
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### 6.3. Evaluation Criteria: Efficiency

As mentioned under effectiveness, the number and depth of challenges has made, an already conceptually strong but complex project, a demanding assignment to the project team, which has consistently responded to defies by strong personal commitments. The combination of in-house expertise with the team, the UNDP CO and the ability to source highly relevant external experts, have been essential in the presentation, adjustment and development of the introduced models.

Overall, the allocation of resources has proven efficient, not only because the project has outperformed in terms of quantity, quality, and sustainability of results, but also, since the distribution of resources is based on a realistic estimation of the cost associated with each project component, the expertise and the support required.

A crucial aspect of the project’s efficiency has been its ability to launch models and services which, itself, have already shown its potential of great efficiency. This efficiency is explained by the substantial investment, made by the project, in consulting, analysing existing models and ensuring it is adjusted to the reality of the North Macedonian context. The stakeholder feedback recorded by the evaluation, together with the analysis and reviews of the models produced by the project, as well as the cost-benefit analysis included in the present report, converge to confirm the introduced model’s efficiency will continue to grow in the future, though continued financial and technical support is needed.

Efficiency is generally defined as considering the value of (qualitative, sustainable) outputs in relation to the total cost of inputs. The choice of the innovative models and services by the project has not been done randomly but guided by a process, of need analysis and response analysis. In this endeavour, the project



has had to look in details at the cost-efficiency of the models as it is a crucial aspect to its sustainability. As part of the advocacy effort to explain the relevance of the models, the project has, through its functional review and other analytical documents, elaborated a detailed definition and understanding of cost-efficiency when applied to the services piloted.

The UNDP management modalities have strongly contributed to the efficiency of implementation. The project has benefited from a country office with a long and highly relevant experience in delivering activities from interventions that are fully connected and integrated with one another. These modalities have shown its capacity to be flexible and adaptable in dealing with a wide range of partners but also in adjusting to the pandemic context.

The monitoring of activities has been very close through regular interactions with the various stakeholders involved, throughout the cycle; also, thanks to regular visits to the field, and finally with a detailed collection of activity data, which has been shared through the various project progress reports.

UNDP efficiency is also explained by the expertise it brings to the project in the various areas of the intervention (disability specialist, education, vocational training specialist, business development specialist, social inclusion).

M&E tools developed during the design phase and effectively implemented during the implementation. Besides, the regular M&E data collection, the project has conducted informal qualitative monitoring of activities, as, the experimental nature of the intervention has required an intensive stakeholder consultation throughout the implementation cycle. The monitoring has also been complemented with independent micro assessments and spot checks of the partners contracted as responsible parties by independent assessors.

#### 6.4. Evaluation Criteria: Sustainability

The conceptual mapping of the mechanism for the introduction and institutionalization of ALMMs proposed by the project, has provided a fundamental framework for the sustainability of the introduced models as it indicates how the models should be institutionalized and where it should be anchored in the context of North Macedonia. The below simplified chart allows to visualize the connections and interactions of the MLSP and UNDP with the models, in the context of the project.

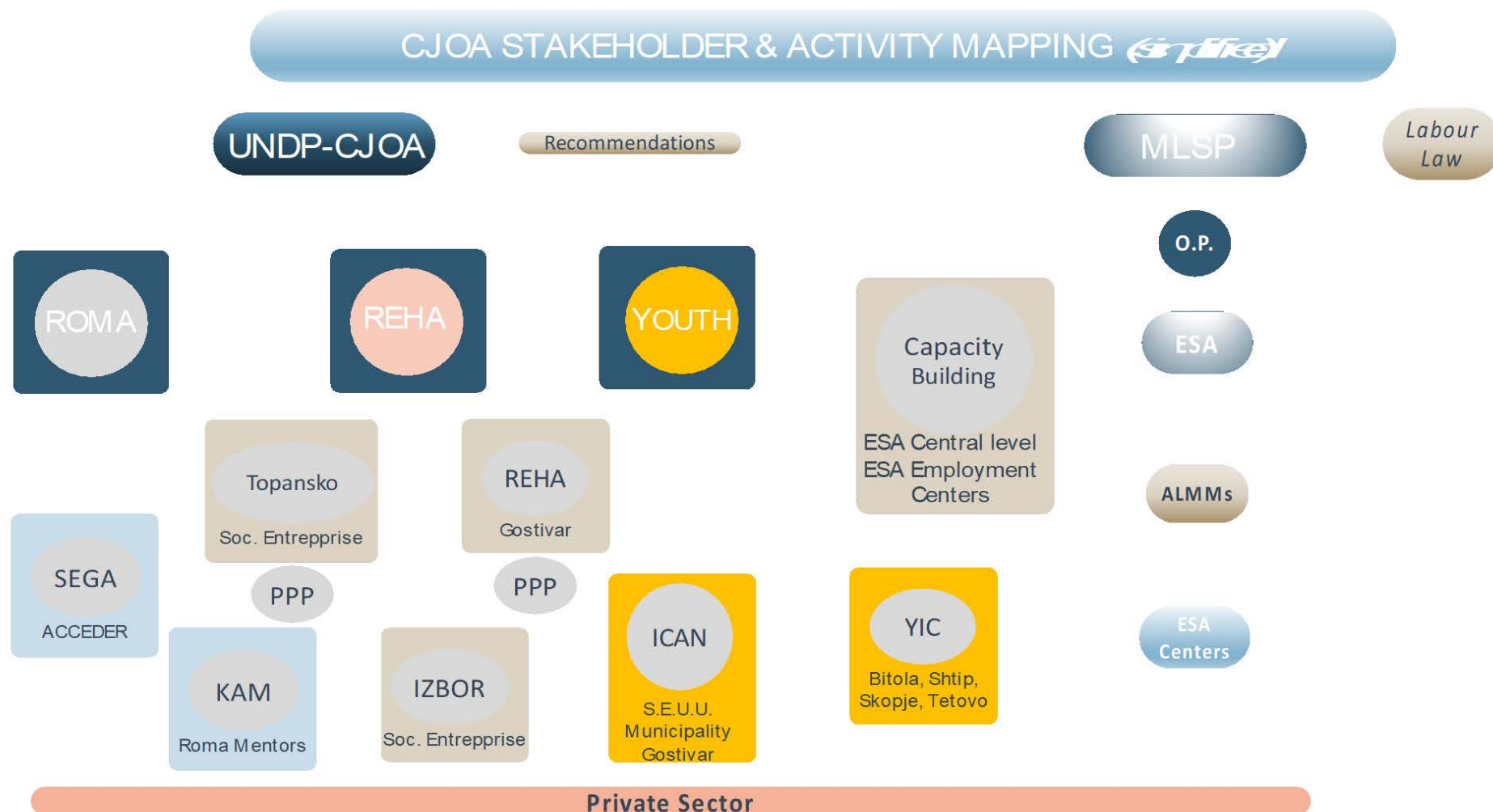


Figure 13. Project stakeholder and activity mapping

Cost-benefit analysis is central to the sustainability of the piloted ALMMs as well as the policy mechanisms supporting it.

Effective and efficient models of labour and social inclusion are fundamental to the sustainability of the models it is inspired from. In turn, sustainable models are fundamental to underlying social development strategy, relying on effective institutions and mechanisms using systematized, dynamic multistakeholder interaction, driven by the social (addressing all obstacles to inclusion), economic (private sector human resource needs, labour market demand, national, international economic trends), political (making social policy mechanism more resilient to political changes) and environmental (creating value chains while preserving natural and cultural assets) realities.

- Sustainability has been thoroughly considered in the introduced ACCEDER, REHA and ICan models, in its design (not just transfer, but analysis to ensure its relevance to the local context), its approach preceding their introduction through its institutional anchoring (formal and functional relationships with institutions), its management and financial autonomization (through social contracting, public-private partnership, social enterprise). The analysis produced by the project and the information collected by the evaluation converge to the finding that all models offer a strong return on investment.

There are risks to the sustainability of some project outputs and to the necessary continuation of the funding of activities to bring increased evidence of the positive results.

The sustainability of the longer-term expected results depends on the continued high-level support to the strategy, the mechanisms and primarily the models itself, to make labour-activation services more effective. This means that the continued commitment and financial support from the MLSP will be key to ensuring those models are sustainable in the mid-term. The results of ACCEDER, REHA and ICan, as well the care economy models are encouraging but it needs time to consolidate and deliver as per its full potential. Providing the conditions for those models to deliver according to its full potential is also an important encouraging step to replicate/expand those models across the country.

- Sustainability is defined by cost effectiveness (analysis). Initial phase = investment phase, Return On Investment (ROI) happens later (results or impact). Need to have a broad consideration of all dimensions of exclusion costs, for instance, the cost of youth migration (see studies for North Macedonia<sup>11</sup>).

While it will take some time until this is achieved, the three models introduced have been conceived to reach financial sustainability through a combination of funding schemes, that are specific to each model:

- The Ican center is already generating income through the various services, activities and events it organizes. The center is renting spaces to the private sector and other events, as well sometimes, when it is hosting conferences or various forms of training. Companies are also increasingly turning to the Ican center whenever they are looking to identify new employees and have voiced their readiness to invest in the recruitment process. It yet seems early to determine an exact horizon for the center to

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<sup>11</sup> Cost of youth migration, WFD Westminster Foundation for Democracy, IDI: Institute for Development and Democracy, Youth Study North Macedonia 2018/2019, Friedrich-Ebert-Stiftung.

become financially sustainable (the continued municipal budget contribution will certainly play a key role in accompanying Ican until it can reach a level of financial autonomy).

- The Reha center in Skopje as part of the Public Social service delivery department within the public organization fully financed by the MoLSP represents the first adopted model within the project that drives the policy change within the social reform. This service provider mobile team is delivering assessment services to the persons with disabilities interested to participate in the Self – employment measure as part of their regular work and the costs for the service is covered by the MoLSP.

- The central learning from the ACCEDER model implementation experience to date is that it has demonstrated this service can raise cases of severe social and labour exclusion to situation of effective activation, where many previous approaches have failed. The concrete results of ACCEDER-based services supported by the project can be explained by the fact that all marginalization factors are being tackled and that cases are accompanied in a continuous manner until vulnerable individuals are able to actively engage to find employment. Thus, this scheme is effectively results-oriented as the support is provided until a solution is found. The feedback from Roma users is that this is the first support scheme they have trust in. Users are reported as pro-actively contacting the service provider (SEGA NGO) as an indicator they are developing a pro-active interaction with the service-provider. The additional positive learning from the ACCEDER model experience is that it has produced effective results for non-Roma highly marginalized individuals, so that it makes it worth considering including this marginalized population as potential users of this model in a systematic manner.

On the sustainable side, ACCEDER is a model that relies on external funding, as it is not, at least in the medium-term, in a position to generate income. Indeed, the labour inclusion cost of vulnerable unemployed Roma is elevated, given their high degree of marginalisation, and therefore, the related cost of a long and intensive inclusion support process. The Spanish experience of the ACCEDER seems to be confirming that the model needs full institutional funding as the evaluation understands the ACCEDER center in Madrid is fully covered by the State (with EU funding). In this context, it is important to keep in mind, that the financial sustainability of a model should not be assessed against its ability to become financially self-sustainable, but the ability of a model to offer inclusion costs under the cost of the negative phenomenon of exclusion (e.g. health costs, forced labour, migration, crime...).

**« The ACCEDER-based model we have implemented through the project is the best and the first scheme that has produced a real positive impact among unemployed Roma. Several Roma users have been reported saying the Acceder model was the first support scheme they were having trust in » (NGO representative)**

The UNDP-commissioned analytical paper estimates that the Social Return on Investment for this model reached 211% for the two-year period of 2019-2021 and 581% in an 8 to 10 years perspective, taking into account the social, health and economic dimensions. Even if this has the value of a projection, it clearly indicates that REHA is a worthy and sustainable social investment, especially on the longer-term.

- The Social Enterprise model also offers a very strong financial sustainability perspective. The performance of Izbor’s business component has been affected by the crisis and some challenges of its management to comply with social enterprise principles (accepting to delegate the management of

the business activities to a business manager). However, the business consultant hired by the project has been highly efficient in strengthening the business part of Izbor, which now has promising business perspectives. The experience of Izbor also indicates that non-governmental social enterprise offers a relevant model for the successful labour inclusive of people with disability but also other vulnerable groups.

- The results from care economy sector as a model of inclusion are also offering strong sustainability perspective. Not only the support of the Association of persons with cerebral palsy and other disabilities Veles have made it possible for care-takers (in a sector with a high potential for decent work for women) to obtain stable non-ended contracts, the care economy has potential to generate numerous employments given the important needs for caretaking services for an aging population, a part of which lives in isolation, not to mention that caretaking services can also answer situations of mental health, chronic diseases or other health-related conditions.

The ownership and the continued involvement of the key institutional actors, the MLSP and ESA, to the introduced models is strong and both have expressed their intentions to remain involvement in the continued support of their development. This has strongly been echoed through interviews and both the MLSP and ESA. The ownership and belief in the relevance of the models is explained by the fact those models are the results of social and labour policy monitoring, analysis, learnings and recommendations from interventions implemented in close collaboration with UNDP.

As explained in several places in this report, there are gaps remaining to the full institutionalization of the models. The project has supported the installation of the models and did put it into practice. If a large part has been taken on board by institutions, there remains several aspects waiting to be entered into the legal frameworks, and a consolidation phase of those models is necessary to take place for services to be delivered systematically and routinely (e.g., licensing of caretakers in the care economy). This aspect is also closely related to the sustainability of those models as the consolidation phase will also require financial resources.

At this stage of implementation, it is relatively early to consider a replication of the models as the consolidation phase is necessary to increase the efficiency of the models. Indeed, while the feedback collected by the evaluation confirms the models are valid for replication (in North Macedonia but also, most likely, the Western Balkans), it makes more sense to expand models once it has reached its full potential, i.e., after the consolidation. From the various models introduced, and based on the limited analysis of the evaluation, the ICan center appears to be the model to have reached an advanced stage of replicability.

While the models are already in a functioning stage with most competencies in place, it primarily needs financial resources (with a priority to the ACCEDER model to avoid a discontinuation of the services provided) to consolidate its services through continued service delivery, strengthening, expanding its relations with other stakeholders (e.g., the ICan center relations with the private sector), and continued technical expert support from UNDP to the various models.

This consolidation phase is likely to have an important influence on the sustainability of the models as it is expected to bring the centres and services to a high level of performance and impact matching their potential. An interruption of financial support to this further development, could be considered as an

interruption of an investment driven by a long-term vision. Thus, the main current risk to the sustainability of the models, is an interruption of its financial support. The evaluation understands both the MLSP and the ESA have expressed an intention to pursue their commitment. More concretely, it is important for the models that this intention is converted into a concrete funding decision (possibly from IPA 3 funds) from the MLSP so that all center continue its activities.

In case, no or insufficient funding is available, it will be both important to identify other sources of funding, in parallel to identify the activities that are essential to the continuation of services, even if at a lower scale, as to give a chance to the model to go through the consolidation phase.

## 6.5. Evaluation Criteria: Impact

It is important to keep in mind that the impact described in this section is the impact observed at short term, while the strongest impact of the introduced models is expected at longer term, when models are consolidated, and further expanded.

The timing of the strongest impact in terms of the materialization of piloted activation measures is the timing determined by the time it realistically takes for the most marginalized to overcome their barriers to employment, given that those obstacles are much more than directly related to employment (e.g.: psychological, physical health, financial health, education....). The initial phase is the longest phase as it corresponds to addressing all of those, sometimes immense barriers, yet it is the most crucial phase. If the process of this phase is interrupted, it will not only affect the progress but may do serious harm in breaking the trust and the confidence of hard-to-employ individuals to engage further in the integration process, which can be at risk of being irreversible. The impact thus depends on a continued investment. The cost effectiveness of the model also depends on the continuity of the investment and the understanding that the strongest results will come once this initial period is completed.

The first impact, recorded through the feedback of stakeholder testimonies, is the change of minds, statements and observed behaviors of actors towards the models. Roma are reported, for the first time in a long time, to have trust in the support provided, both the Roma mentors and the ACCEDER-based scheme. Unemployed Roma users of the services have maintained the relationship with the service providers over time as an indication of the expectation that their inclusion requires a regular and longer-term involvement of users.

The impact of the REHA centers is assessed as deep in the ability of the rehabilitation process to embark individuals who are not only marginalized to a high degree (economically, socially, psychologically, physically) but also are confronted with severe disability-related obstacles. The guiding concept is based on recognizing the activation process of marginalized, unemployed People with Disability requires time and a consequent involvement and investment, and that those are the conditions to durable and successful integration. In the example of Izbor, the rehabilitation process can be a long one (stretching over several months depending on each individual situation), with a cost proportionate to the duration of the process. However, this is producing impactful results as the rehabilitation support has been a life-changing experience for its users. Izbor has achieved a high rate of activation situations for People with Disability, with individuals either obtaining full-time

employment (in restaurants, the wood industry, manufacturing), accepting in vocational training centers and offered perspective of employment.

The Ican center has also contributed to changing minds, with the youth visiting the center in higher frequency and numbers. The center as a place of encounter of the youth and the private sector, as well as other actors, has modified the beliefs both the youth and employers had developed towards one another. The youth has been able to witness that dynamic private companies are not only offering opportunities as a source of income, but also interesting perspectives, which has started to change the mainstream speech and belief that the future is abroad. Even though this is hard to measure, this provides important indicators of changes in the mindset of the youth.

The increasing visits and interest of the private sector to the Ican can also be seen as an encouraging factor that the center has become a pole of attraction, only after a little over a year-and-a-half of activity (considering that the COVID crisis had kept the center close until February 2021). More companies are now turning to Ican when they are not able to find directly suitable profiles as candidates.

***« There is a trend of youth, users of the ICan Center, who have progressively changed their minds on migration as the first resort for their professional future and life. Reversing the belief that there are no jobs locally, the awareness raised and opportunities brought through ICan Center of solid professional perspectives offered by local private firms, staying as become a primary option for some.” Ican staff.***

In the short time it was physically open to the public, the Ican center has already earned a solid fame. The Mayor of Tetovo has visited the center and expressed interest to establish and support a similar initiative in his municipality. Ican is also enjoying recognition at the Western Balkan level as official delegations from Albania, Kosovo and Slovakia<sup>12</sup> have also paid visits to the center as interest in what is considered as a very innovative solution for youth employment activation. In his informal discussion with citizens and small businesses in the region, when asked, interviewees expressed they were aware of the existence of Ican.

***“As a municipality, we are fully dedicated to support the development of not only inclusive, but also innovative services, as we are witnessing the results of bringing different actors and the youth together in one place. The municipality is preparing the documentation to request licensing to the MLSP. UNDP’s project support has been key in getting the results we have today”. Gostivar municipal representative.***

The Ican center has started to witness a growing trend of youth developing a different perspective on migration, as the only viable future option. Through its regular consultation with the youth visiting the Ican center, and especially through encounters with local startups and their successful experience, more and more youth are voicing their willingness to try and find employment, firstly locally, rather than choosing migration first.

<sup>12</sup> <https://www.facebook.com/ican.yrc/posts/info-session-n-macedonia-the-uplift-open-days-tour-stopped-with-us-at-gostivar-f/907485309874970/>



Another aspect of impact on youth, resulting from the training and support to students, is that, beyond the live skills in preparing students to the reality of employers’ expectation (through reshaping CVs, presentation of oneself...), it is the self-confidence the youth has built, an invisible but essential ingredient, which has empowered many young individuals in convincing private companies to hire them.

***“In one event we organized, over 500 students met with 20 private firms. The exchange has acted as an eye-opener where students understood better the skills companies are seeking. Companies have understood better the potential but also gaps in student skills. Further to this event, companies have expressed a strong interest in giving inputs about the trainings focused on their concrete human resource needs. From the 120 students, we have provided training for, over 70% got engaged as trainees or employees by companies.” Youth Info Center staff.***

When considering the range of services and the diversity of impacts, youth-oriented service providers, such as the Ican center, both providers offer successful examples of how the decentralization of youth labour activation services can be transferred to and implemented with the support of municipalities.

Though Youth Information Clubs have not been directly and systematically supported by municipalities, it represents a service that could be considered under the decentralization of services for the potential benefits and impact it can make at the municipal level, in terms of labour inclusion.

Though, it is hard to quantify, the indirect impact of Youth Information Club, is likely to be significant for the changes it has brought to youth is “readying” this group for employment and the contacts established with employers. Given the relatively low costs of Youth Information Clubs (space within a university and information staff costs), such Clubs offer a cost-effective, high impact solution that could be considered for municipalities to engage in, even partially, and possibly jointly with universities.

## 6.6. Evaluation Cross-cutting issue: Human Rights

The evaluation has found the project to tackle human rights very profoundly. More than just raising awareness and advocating for the rights of the marginalized unemployed, the project has sought to convert the rights into very concrete measures and benefits.

The project targets population groups whose human rights situation are among the least fulfilled in the context of North Macedonia. Rather than “delivering rights” as an entitlement (right to employment), the project has taken a more patient, demanding approach of empowering end-users through a model enabling their rights to be fully exercised. The major strengths of the project in empowering the targeted vulnerable population groups to exercise their rights are identified through the following observations:

- A genuine activation services versus a narrow “job delivery” focus: It somehow is less work to subsidize job-creation than building the institutionalized, inter-stakeholder mechanisms and services that address all vulnerabilities and truly empower the hard-to-employ, so that the end-user is capable and confident in its ability to find a job, rather than “being offered” a job, without the confidence and capacity to find another job if she or he loses that job. With this intention, the project has focus on



activation of (essential) rights versus than granting entitlements where individual capacities are not systematically built.

- Modellization and institutionalization of services ensuring the rights of the hard-to-employ are systematically materialised and monitored. Those two characteristics are crucial to the sustainability of the application of rights. Modellization also implies the potential for expansion of the model across the country, so as to not only systemize access to rights-based service delivery but also its systematic geographic coverage, allowing to ultimately apply the “Leave no one behind” principle.

- The labour market is the driver of the coherence of the models introduced as it recognizes the interest of each stakeholder and contributes so that each stakeholder takes benefit (private companies hired more adequate labour, the vulnerable are more employable, ESA services are more impactful...) in getting involved and develops a sense of ownership. This approach is crucial as it is looking at the potential growth from a more adapted labour market as a resource of support to the concrete realization of rights of the hard-to-employ and the benefits that come along (better employability, better social inclusion, better education, psychological well-being...).

A profound indicator of the project’s commitment to the rights of the vulnerable hard-to-employ categories can be defined as its ability to translate human rights into concrete amelioration of the living conditions and the inclusion of the unemployed marginalized. In this context, the “translation of rights into concrete benefits” has involved the introduction, testing and institutional of an effective model.

- Mainstreaming and advocacy through policy recommendation make the policy framework more supportive of activation measures and address the legal dimension of the rights of the various hard to employ categories.

- The holistic approach of the project, addressing all factors of exclusions of the hard-to-employ, means that a number of fundamental rights are also addressed, including the right to education, right to health care. Indeed, the activation process does not only entail the professional activation of the marginalized, but also their activation in claiming some other fundamental rights.

Indirectly, the innovative services introduced are also allowing other vulnerable categories to enjoy a more rightful situation. In the case of the care economy supported by the project, for instance, the rights of the populations cared for by the project end-users, including the elderly or the disabled are being directly attended. Also, the application of the ACCEDER model, is producing positive effects, which are relevant to fundamental children rights, as the NGO involved in the accompaniment of Roma through Roma Mentors, has observed, through discussions with Roma household, an increased awareness and a mindset change against the early marriage of household’s children.

## 6.7. Evaluation Cross-cutting issue: Gender

The project had set ambitious objective that at least 36% of the newly employed are women - considering the extremely low employment rates among these groups (e.g. 7% among Roma).

The piloted models introduced by CJOA Main Phase have given a large space to women. At the time of the evaluation, 55% of Ican center users have been women. Women have constituted 85% of activated users, through Roma mentorship network, managed by UNDP, based on the ACCEDER model. This model has also indirectly contributed to addressing violations of women’s rights in different situations. As explained in the previous human rights section of this report, the model’s holistic approach in tackling vulnerabilities, has led to prevent Roma households engaging in the early marriage of daughters. The individual case management follow-up has also helped identify and address situation of domestic violence. Thus, the ACCEDER model represents a powerful tool to identify and prevent a diversity of situations where women and children’s fundamental rights are threatened.

The systematic integration of the gender dimension in the project design has been reflected through the implementation of activities where the obstacles and opportunities specific to women have been considered. The events and services provided by the Ican Center have been largely attended by female youth and the Center economic sector has been particularly dynamic in developing contacts with the IT sector, a sector characterized as offering equality of professional perspectives among women and men and practicing gender equality for salaries, in comparison with other traditional sectors.

The Ican center has also contributed to gender equality, through the salary dimension. Indeed, this center has facilitated the connection between youth and IT private companies (representing a booming sector, with among other activities, the high demand for web-marketing services). Not only this sector is promising in terms of job creation, it also is a sector that is equally opened to young females and males, and, where gender-based equal pay, seems to be systematic practice.

The care economy sector development supported by the project provides an environment that contributes to significantly improve the situation of women. As per the account of interviewed NGO service provider, the formalization of the caretaker profession (even if the licensing process is slow and is yet to be generalized to all NGOs in the care economy sector), has advanced the situation of women in several ways:

- The trainings provided through the project has made the profession accessible to women with a low level of education;
- It has ensured a decent salary level (ensuring employed women move out of financial vulnerability);
- It has offered stable employment through open-ended contracts;
- It has offered an opportunity to contribute to emancipation by practicing a profession women report their satisfaction in the job.

Thus, the impact is really significant at the individual level for the employee, but it is equally so for the patients of caretakers, while, on the longer-term, the need for care-taking is such, that the demand for such a profession, is expected to represent an important economic volume, with a strong potential impact to the local economy and organization of local communities.

## 6.8. Evaluation Cross-cutting issue: Disability

The project has applied the same systematic approach of integrating disability into its conceptual approach and mostly, though not exclusively, through the REHA centers. The preparation effort to the integration of People with Disability is one the most demanding tasks reflecting the depth of obstacles PwDs have to face and the gap between the existing labour environment and the degree of exclusion of unemployed disabled.

The labour activation of People with Disabilities is a profound challenge in North Macedonia. While the marginalization of this population group cannot be compared with the one of Roma for instance, both communities have in common the need of a steep investment, as a requirement for a realistic and viable inclusion to the labour market. Depending on the degree and nature of disability, the type of professional activity, this investment can be very demanding in financial and temporal terms. On average, the activation of PwDs is a costly, demanding and long process, starting with the technical adaptation process. Thus, this requires keeping in mind that “quick results” cannot be expected, especially in the scale of a project cycle.

The introduction of the REHA model as a mean to achieve the activation of People with Disabilities indicates that the project has developed, introduced, and started to institutionalize a comprehensive set-up to bring PwDs in situations of employment. Unfortunately, the COVID crisis has affected seriously the activities of both REHA centers, and especially the Topansko Pole Center, which opened in January 2020, while the COVID crisis forced the center to stand-by with activities requiring physical presence as early as March 2020. . Thus, it will be important to monitor, collect and communicate on the results of the REHA center in the period following the actual implementation of professional vocational training activities.

The piloting of models is also creating inter-categories synergies, through the example, of the kitchen, planned to be opened soon, with the involvement of the Gostivar municipalities. The kitchen, itself located next to iCAN, soon to be opened under a public (Gostivar municipality) – private partnership, will employ people with disabilities, which is expected to bring customers, not only from the Ican youth, but also from the outside. This combination of services offers a unique combination and illustration of the illimited benefits the synergy from the interaction of actors and hard-to-employ catagories can stimulate: the conferences, training, formal and informal events have brought together the youth including students, private companies, scholars. These encounters have raised the mutual awareness among stakeholder categories (youth enjoying a better understanding of the professional requirements of private companies, private companies understand the assets and gaps of students when entering the labor market, the Ican center bridging those gaps by facilitating training to the youth or private companies getting involved in the training of the youth, private ocmpanies approaching the Ican center when looking to recruit staff).

## 7. Conclusions

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1. The findings from the evaluation have confirmed the information readily available, including the analysis commissioned by the project that the innovative models, adjusted to the needs and context of North Macedonia are effective solutions to activate the hard-to-employ categories.
2. However, while the results to confirm the model offer sustainable solutions, the model are entering their crucial phase of consolidation. This means that technical and financial support is still needed, not only to avoid a disruption in the continuation of services and related risks (e.g., loss of the trust of Roma the ACCEDER model has contributed to build, disconnect of university students from the private sector without Youth Info Center active liaison...), but also to create the conditions and give the time for the model-based services to reach its full potential and thus offer a results and lessons that can be used for replication/extension to other regions.
3. The CJOA Main Phase is more than project and it may have been too ambitious, not strategically, but pragmatically as it may have “packed too much” for all stakeholders to absorb and grasp the through value and potential of the models.
4. The project ambition has also been demanding in terms of human resources. The effort required by the inception phase, the introduction of new models, the number of activities, the policy recommendations, meant results were achieved by deep commitment, and using the long experience and technical expertise of the project team.
5. The challenges experienced on the business side of Izbor are not questioning the validity and potential of the Social Enterprise as a model. Even though Izbor has lived to the values of social enterprising, it has not been developed by the organizational and functional model of a Social Enterprise. Izbor is on track to perform on the business side, though, it has not yet had adopted the functional model, without which, its business performance will remain under the uncertainty of personal management.
6. There has never been a more propitious context for impactful social entrepreneurship, to the condition it enjoys a supportive legal framework. North Macedonia has all the (human, natural, cultural) resources for which there is both an increasing market need and demand, a strong economic growth potential and a labour environment that is a good fit for the hard-to-employ categories.
7. The social service development process relies for a large part on the social contracting modality with CSOs, some of which are characterized as weak in capacities. Taking the examples of the discontinuation of Youth Info Club activities and the important bridges those centers establish between universities, students, employers and ESA, the cost of running those services is very low, considered its impact. Social contracting modalities need to take over from limited project cycles in a continuous manner, as this otherwise translates in funding interruption to CSOs, and a serious challenge for their continuous capacity-building effort.

## 8. Recommendations

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Recommendation 1	Specifics/Sub recommendation	Area	To whom	Import-ance	Priority
<p>Continue supporting the innovative, models (REHA, ACCEDER, Ican) and approaches introduced during its current crucial consolidation phase, with a longer-term perspective of replication/geographic expansion of the services.</p> <p>Identify and secure funding (possibly IPA 3 among other options) as a matter of priority.</p>	<ul style="list-style-type: none"> <li>✓ Aware of the fact that any interruption or decrease in the financial support to models in is negatively affecting its its consolidation, securing financial resources for the consolidation of model-based labour inclusive services is a pressing priority.</li> <li>✓ The evaluation understands possible funding options exists, include the allocation of IPA 3 funds. The evaluation recommends that consultation between the MLSP and UNDP take place to review, explore and advocate for fundraising options.</li> <li>✓ All models (REHA, ACCEDER, Ican, Care Economy) need to receive continued support as the models need consolidation in the coming period; a support necessary to deliver its full potential.</li> </ul>	F u n d - r a i s i n g	MLSP	High	H I G H

Recommendation 2	Specifics/Sub recommendation	Area	To whom	Import- -ance	Priority
<p>§ çãfã§Xêiçã çfãz ð X  Äãç¶Jf¶X  ã çTXî-JêêiçJN Xi öç J B ÄX  JSTÄãNXPlãTã çix  îêXNÄN” ©öç ð XêiÄJöX  îXNçî JãT5 §ãÄÄJ  J§ð çîÄXi B Ä J ¶ÄB öç  îJÄXÄ J B JiXäXi Zçî ¶=J  TXXêXi Ä¶ç ¶Xä XäöPs  Ä¶Xä XäöçZð XêiÄJöX  îXNçîP¶=J îöçãzXi  Nçä ä Ää XäöçZä §ãÄÄJ ÄXi  Ä î§êêçifãz TXNäöJ ÄXT  ÄN§îÄXiXi¶ÄXiP¶=J  î§êêçifãz ð XÄ¶ç ¶Xä XäöçZ  5 §ãÄÄJ ÄXiP¶ X; îÄJöX  ?XNçîP¶ +8 îPÇäÄXiÄXi Ä  J NçîX©NçîTÄJöXT ä JãäXi  îç ð JöJ” JNçîi XäZJzXT  îÄ § öläXç§î ©→</p>	<ul style="list-style-type: none"> <li>✓ Increase visibility of the innovative models by promoting its results and potential longer-term benefits (e.g. jobs creation in care economy and solving lack of service reach out to rural isolated, aging population, rural economy, organic food production, web-marketing...).</li> <li>✓ Advocate the benefits for each stakeholders of engaging in these models through an assessment, highlighting the importance of encompassing all type of benefits (such as the estimated cost of youth migration in North Macedonia...).</li> <li>✓ Organise multistakholder events at municipal level (municipal authorities, private sector, civil society sector, universities, the youth, ESA, MLSP) to introduce models. Gostivar is a good example to be the first host of this type of event. A twinning with the municipality of Tetovo in the exchange of experiences could also contribute to boost the visibility of innovative, inclusive services</li> </ul>	<p>G e n e r a l</p>	<p>UNDP MLSP ESA Gostivar Tetovo municip alities</p>	<p>High</p>	<p>M E D I U M</p>

Recommendation 3	Specifics/Sub recommendation	Area	To whom	Importance	Priority
The Izbor REHA Center is strongly recommended to fulfill its written commitment in applying a Social Enterprise model and apply a relevant management model, allowing for key management decisions for the business side of the NGO to be made according to consultative and transparent principles.	<ul style="list-style-type: none"> <li>✓ Work with the business development consultant to obtain a formal agreement with Izbor management to comply with the project requirement to adopt a social enterprise management model, as well as all procedures and process necessary for its implementation</li> <li>✓ Follow-up with Izbor to ensure the business-related decisions are not concentrated in the hands of the NGO director and that the NGO adopts an organizational chart where the business-related decisions fall under the responsibility of a dedicated business unit with the social enterprise.</li> </ul>	ENTERPRISE SOCIAL IZBOR	IZBOR	High	HIGH

Recommendation 4	Specifics/Sub recommendation	Area	To whom	Importance	Priority
<p>Connect social enterprise support, care economy to economic sectors with a strong and durable potential (and with rural development actors).</p> <p>Increase visibility to private in general, and to the private sector related to rural development.</p>	<p>✓ Put emphasis on economy sectors with (domestic/international markets) growth potential and high sustainability potential, value and protection of natural resources (organic agriculture) and assets (rural mountain areas), while offering the space for achieving gender equality (principled economic development centered around shared values: environment, human rights, inclusive, decent jobs accessible to women with lower education offering financial autonomy). The support to these sectors could help address the phenomenon of border and rural-urban migration. Supporting natural resources-based economy (organic food, rural tourism, revival of traditional/ ancestral know-how/craftsmanship can support inclusive, sustainable economic development</p> <p>✓ Organise encounters with all relevant actors at regional and municipal level, inviting private sector operators related to rural development, to instill connection between high-potential sectors (web-marketing, organic food and agricultural, traditional craftsmanship, rural tourism...)</p>	DEVELOPMENT	UNDP All actors	Medium	Low



## 9. Lessons learned

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1. Introducing innovative and effective social reforms involves developing appropriate conceptual approaches which require to deal with complexity. Conceptual approaches and implementation mechanisms are the result of continued and long-term combination of consultation, practice, learning, expertise, and analysis. These approaches are built over time and require dealing with a number of layers, details and complexity.

And this complexity is a challenge to earn support as it is (1) difficult to understand and develop a sense of ownership, (2) it is long-term focused, takes time to implement and does not show strong impact in the short-term.

These two challenges can primarily be addressed through a substantial communication effort all along the development process of new social services.

2. Even if the information gathered by the evaluation provide an early indication that the models are beneficial, a lesson learned for the project is that developing projection of the expected impact of these models in the mid-term would provide a strong advocacy but also a communication tool which would help to raise awareness that it will take some time until these models show their full potential.

3. The most efficient advocate to (1) demonstrate that the introduced models are effective, and (2) a worthy investment, is to gather information about the indirect impact and benefits of the activities and results of these models. For instance, the direct positive effects of investing in the care economy are expected to generate secondary benefits to a wider scale. It is important task ahead to track and record those benefits and to include it in the overall impact of these innovative measures. Likewise, the indirect influence, likely to continue having a growing influence on the youth's future decision-making on migration, is also to be factored-in in the Return-On-Investment calculation. Thus, impact is to be monitored systematically and substantially.

4. PwD and Roma are the population groups which successful activation requires the highest social investment in adult education, both in terms of costs and time. Depending on the degree of disability of PwDs and of education/marginalization of Roma, the activation process for those specific groups is likely to make the activation process the costliest and longest among the hard-to-employ. Adult education is a right while, at the same, it is condition to be eligible to ALMMs. Because of those two main challenges, PwDs and Roma can be considered as the “less attractive” workforce to the private sector. This implies that the promotion of adult education requires to raise the private sector's awareness that activation measures and a supportive framework can make economic sense. The further support of social enterprise development should also be connected to adult education as the social enterprise concept is likely to offer opportunities for the hardest to employ categories.

5. Municipal authorities are a key, if not the key actor, in a position to boost the launch of innovative services as they can provide support in different aspect, from granting space, building or other infrastructure. At the same time, the evaluation understands only a handful number of municipalities seem to be convinced of the diversity of the (social, economic, migration, digitalization...) benefits of innovative activation measures. The same way, Gostivar has raised the interest of Tetovo through

contacts and a site visit, inviting other municipalities to witness the Ican center in action, may well be the most convincing initiative to get municipalities ‘interest and commitment to hosting labour inclusion services.

**6.** The NGO SEGA has learned from experience, that, the ACCEDER model, has given very positive results, when applied to a number of non-Roma hard-to-employ, heavily marginalized individuals, who had also applied to this scheme. Based on this practice, this provides preliminary indications that the scope of ACCEDER users could be extended to cases of heavy marginalization (e.g., characterized with a low level of education) as the model has so far proved effective to these cases.

**7.** The youth, including students, has been observed by all youth centers consulted, as away from information overall and activation measures especially. The Youth Information Clubs have been playing, among other, this essential role of passing the information to the youth. Youth Information Clubs could bring Operational Plan ALMMs to both businesses and students, while those are still at university so they can prepare and benefit to ALMMs when they become job seekers.

## 10. Annexes

### Appendix A. Bibliography

Title of document	Author/source
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## Appendix B. List of interviewees

List of stakeholders interviewed		
Key National Institution/Stakeholders	Name Surname	Position
UNDP Project and Country Office Staff	Armen Grigoryan	Resident Representative
	Suzana Ahmeti - Janjic	Head of IP Unit
	Romela Popova Trajkovikj	Project Manager
	Urim Kasapi	Programme Analyst
	Valentina Nushkova	Technical Advisor / Quality Assurance Specialist
	Gordana Veljanovska	Private Sector Specialist
	Vlatko Aleksovski	Policy Advisor for Roma Inclusion
	Marija Trifunovska	Disability Specialist
	Snezana Mirchevska – Damjanovska	Education Specialist
Donor	Name Surname	Position
Swiss Development Cooperation	Lucien Aegerter	Deputy Head of Mission
Swiss Development Cooperation	Mirjana Makendonska	National Programme officer
Central Institutions	Name Surname	Position
Employment Service Agency ESA	Bekim Murati	Director
	Goran Petkovski	Head of Unit for European Integration and Projects
	Seljatin Beljuli	Head of department for active labour market measures and services (ALMMs)
	Florie Laci	Head of Active Labour Market Measures unit
	Veljka Juran	Advisor, Services at the labour market
	Silvana Trajkovska	Head of IT
Ministry of Labor and Social Policy MLSP	Mladen Frchkovski	Head of Labour Market Unit
	Sofija Spasovska	Head of Social Protection unit
	Drita Aslani	Head of Social Services Development unit
	Mabera Kamberi	Head of Roma Inclusion unit
	Aleksandra Slavkoska	Head of the EU Integration and International Cooperation Dep./IPA Coordinator
Ministry of Education	Dana Bishkoska	Head of Secondary School department
local institutions and other local-level stakeholders	Name Surname	Position
Gostivar Municipality	Aferdita Hamza	Head of Social Sector

Gostivar Municipality	Valbon Limani	President of Municipal Council
<b>CSO</b>		
NGO Mladinski Kulturen Centar - MKC	Maja Angelovska	Coordinator of the Youth Info Club Bitola
Association of persons with cerebral palsy and other disabilities Veles	Daliborka Zlateva	Founder and Director
Ican – Youth Resource Center	Art Spahiu	Manager
Ican – Youth Resource Center	Ulpiana Sadiku	
Izbor - REHA Centre Strumica	Sokrat Mancev	Manager
SEEU	Azir Aliu	Prof. at SEEU - iCan Youth Resource Center Gostivar Coordinator
SEGA – Coalition of Youth Organizations	Zoran Ilieski	Director
Center for Educational Development – CED Tearce - Tetovo	Astrit Rexhepi	Director
NGO KAM	Zoran Bikovski	Roma Mentor
Center for Educational Development - CED Tearce - Tetovo	Metin Muaremi	Manager
Youth Info Center - Stip Mun.	Marice Trenevska	Director
<b>State institution</b>		
REHA Centar Topansko Pole	Suzana Poposka	Head of Unit for Professional Rehabilitation
<b>Other (Private Companies)</b>		
Tehnokoop	Goran	Director
IT company Lucky Media	Armend Musliu	Director
<b>Other</b>		
Consultant	Dusko	Business Development Consultant to Izbor
Consultant	Liljana Koleva Gudeva	Food production process Support Consultant to Izbor

## Appendix C. Key informant interview Reference List

### Interview Questions Reference list

*The below are indicative questions that will be adjusted to each stakeholder categories, while additional questions have been added as the evaluation uncovered additional details through interviews.*

#### Relevance

- Do you find the model of intervention supported by the project still relevant to the current strategic, policy and programmatic levels of key actors at local, national and Western Balkans (EU accession process) levels?
- What makes the project and its underlying models relevant to the key needs and challenges of key stakeholders? (Hard-to-employ categories, private sector, service providers, State institutions)?
- What makes the project model relevant to the challenges experienced by the various targeted vulnerable groups in accessing labour market and challenges to social inclusion) of?
- What makes UNDP a relevant actor in contributing to introduce and pilot effective labour and socially inclusive model for the “hard-to-employ” population groups?

How relevant has the project partnership approach been, including in the definition and distribution of roles and responsibilities?

#### Effectiveness

- Have the key stakeholders, including local level stakeholders, been effectively consulted, during the design and implementation phase of the project?
- In your opinion, did the programme reached its objectives? If not, in what areas?
- What are the most significant achievements of the project?
- What are, if any, the preliminary indicators, at this stage of implementation, that the various social services introduced and piloted, are positive, and have already brought encouraging results?
- To what extent, do you consider the various models promoted to be functional? What are their current strengths and weaknesses?
- How much do you feel the project has kept your organisation consulted and involved in implementation and decision-making?
- How effective was UNDP and the project operational, administrative, financial procedures in supporting an effective implementation of the project?
- What are the indicators and results indicating that the promoted services are results-oriented?
- Please explain how has the project changed the lives of women, youth, people with disabilities, Roma and other marginalized groups of the population in relation to the likeliness of being employed?
- What are the main changes the project has contributed to create in relation to gender equality and human rights?
- How has the project responded to hampering factors in programme implementation? How have hampering factors affected the effectiveness and timely delivery of activities and its results? To which extent has the COVID – 19 pandemic affected implementation?
- To which extent has the project shared and promoted the results and achievements reach so far? What is the current level of awareness and appreciation of those results?
- Please briefly describe how the partnership modalities between the UNDP and the project stakeholders, and among stakeholders has contribute to the effective implementation of activities and reaching the project

objectives? To which extent has the project efficiently contributed to establishing standards (answering EU accession requirements) in the delivery of social services?

## Efficiency

- In your opinion, were resources (budget, staff, timeframe) been allocated in an efficient (relevant expertise, timely and flexible support response) way?
- In your opinion, what makes the various services developed and piloted by the project, efficient (in reaching expected results) and cost-efficient (in proposing the most cost-efficient alternative)?
- To which extent is there a clear definition and understanding of cost-efficiency when applied to the services piloted by the project?
- To what extent have the management modalities of UNDP/the project have facilitated, the timely delivery of results?
- Do you feel the project’s monitoring effort has been sufficient so it could generate enough data for learning purposes, adjusting management decisions and produce meaningful reporting?

## Impact

- In your opinion, what are the project’s main impacts? For the vulnerable users of the project services?
- To what extent the project and supported model has changed the perception, the attitude and the decisions of the private sector vis-à-vis the unemployed from the vulnerable targeted populations groups?
- To which extent have the service-providers changed their practices in delivering service?
- How has the project changed the mindset, attitude, decisions and actions of the marginalised, hard-to-employ targeted population groups?
- Which impacts, positive or negative, direct or indirect, can be observed at this stage of implementation of the various piloted models and related services?

## Sustainability

- To which extent is there an ownership and continued involvement of the various stakeholders in the various models of labour inclusion, introduced by the project?
- What are the remaining gaps or necessary measures/actions to be taken to ensure the full institutionalisation of the models introduced through the project?
- Which of the model developed by the project proved it is functional enough it can be replicated
- Are the essential requirements (e.g., financial sustainability, level of skills of service-providers, systematic multi-stakeholder concertation...) to consider the promoted models are sustainable achieved at this stage of the project?
- What type of support and what are the resources, if any, required in order to ensure the sustainability of the services, tools and mechanisms introduced by the project?
- What are the future risks to the sustainability of the model?
- Do you feel the project objectives in terms of making your institution sustainable by the project’s end have been clear enough? How could expectations in terms of sustainability be better defined?
- Are the project results, introduced practices and mechanisms likely to continue after the project ends, in case no external funding is available?
- What is the perspective of institutional funding mechanisms at the national level?



- How much do you feel the project has been able to document lessons learning and apply their recommendations? How can this be improved?
- Are there other important lessons learned the project has not recorded so far?
- What are the current and foreseen higher risks to the sustainability of the project results?

### **Gender Equality**

- What are the key achievements of the project in terms of Gender Equality and Women’s Empowerment?
- To which extent has the project formulated sufficiently clear objectives and activities for gender equality?
- To which extent has the project contributed to remove the gender-specific barriers women are experiencing in accessing labour markets and labour-market access supporting measures and services?
- To which extent has the project collected gender-disaggregated and gender-specific data?

### **Disability**

- To which extent has the project systematically addressed the needs of people with disabilities?
- To which extent has the project contributed to remove the gender-specific barriers people with disabilities are experiencing in accessing labour markets and labour-market access supporting measures and services?
- What are the remaining outstanding needs, if any, of people with disabilities, in terms of support to their overall inclusion, including inclusion to the labour market?

### **Human Rights**

- How much you feel the project has been able to capture the situation of the most vulnerable and their needs and challenges?
- What have been the key changes the project has contributed to bring to their lives?
- In which specific areas has the project contributed to empower the “hard-to-employ” to enjoy their rights (e.g., access to education, health...)?

## Appendix D. Survey Format

UNDP PROJECT EVALUATION		
<p align="center"><b>PROJECT BENEFICIARY SURVEY</b></p> <p align="center">Dear respondent,</p> <p align="center">You are receiving this questionnaire as you have been a beneficiary of UNDP's project “<b>CREATING JOB OPPORTUNITIES FOR ALL</b>”. Your participation to this short survey is important as it will contribute to improving the services supporting access to the labor market.</p> <p align="center">Answering will only take a few minutes. All you have to do is to select answers of your choice.</p> <p align="center"><b>Please note that all answers will remain confidential!</b></p> <p align="center">Please return your answer by <b>25<sup>th</sup> of November 2022</b>.</p> <p align="center">Thank you in advance for your participation!</p>		
1	<p align="center"><b>Respondent Profile</b></p> <p><i>Please describe your beneficiary profile, selecting the below answers (Please select only one answer for each sub-question).</i></p> <p><b>a. Your gender:</b></p> <ol style="list-style-type: none"> <li>Male,</li> <li>Female</li> </ol> <p><b>2. Age group:</b></p> <ol style="list-style-type: none"> <li>15-29 years old</li> <li>30-50 years old</li> <li>Over 50 years old</li> </ol> <p><b>3. Community or specific group belonging:</b></p> <ol style="list-style-type: none"> <li>Person With Disability</li> <li>Member of the Roma community</li> <li>Other vulnerable group/s</li> <li>Neither disabled nor a member of the Roma community</li> </ol> <p><b>4. Employment situation:</b></p> <ol style="list-style-type: none"> <li>Not employed, not actively looking for employment</li> <li>Not employed, actively looking for employment</li> <li>Temporary employment,</li> <li>Stable Employment</li> </ol> <p><b>5. Job search situation:</b></p> <ol style="list-style-type: none"> <li>Actively looking for employment</li> <li>Not actively looking for employment</li> </ol> <p><b>6. Professional/vocational training situation:</b></p> <ol style="list-style-type: none"> <li>Current undertaking vocational training (or professional rehabilitation – only applicable for PwDs)</li> <li>Not currently undertaking vocational training (or professional rehabilitation)</li> </ol>	
	<p align="center"><b>Engagement in Support services provided by the project</b></p> <p><i>Please select “Yes” if you have been enrolled or “No” if you have not been enrolled in the following services:</i></p> <p><b>1. Vocational Rehabilitation Process (only applicable to Person With Disability):</b></p> <ol style="list-style-type: none"> <li>Yes</li> <li>No</li> </ol> <p><b>2. Individual Employment Development Plan (includes mentorship for Roma and other vulnerable persons):</b></p> <ol style="list-style-type: none"> <li>Yes</li> <li>No</li> </ol> <p><b>3. Adult Primary Education:</b></p> <ol style="list-style-type: none"> <li>Yes</li> <li>No</li> </ol>	
	2	

	<p><b>4. On-the job training in the private sector (including in social enterprises):</b></p> <ol style="list-style-type: none"> <li>1. Yes</li> <li>2. No</li> </ol> <p><b>6. Support to self-employment:</b></p> <ol style="list-style-type: none"> <li>1. Yes</li> <li>2. No</li> </ol> <p><b>7. Support to employment in public works:</b></p> <ol style="list-style-type: none"> <li>1. Yes</li> <li>2. No</li> </ol> <p><b>8. Support to work engagement / employment with Community Works Programme:</b></p> <ol style="list-style-type: none"> <li>1. Yes</li> <li>2. No</li> </ol> <p><b>9. Vocational training according to the employers' needs</b></p> <ol style="list-style-type: none"> <li>1. Yes</li> <li>2. No</li> </ol> <p><b>10.</b></p> <ol style="list-style-type: none"> <li>1. Yes</li> <li>2. No</li> </ol>
3	<p><b>Concrete benefits changes, remaining challenges resulting from the benefits the Support services</b></p> <p><u>Please indicate the concrete benefits and changes brought by the Project Support Services by selecting the answers that are best describing your situation. (You can select more than one answer for each question).</u></p> <p><b>1. Benefits:</b></p> <ol style="list-style-type: none"> <li>1. I acquired professional skills that is effectively in demand on the labour market</li> <li>2. I have gained a temporary form of employment as a result of the services provided to me.</li> <li>3. I have gained a stable form of employment as a result of the services provided to me.</li> <li>4. I have started my own small business</li> <li>5. I have established direct contacts with potential employers</li> <li>6. Other personal challenges have been addressed (other challenges of social, psychological, health, administrative or legal nature...) have been addressed through support provided by the project)</li> <li>7. I have a better understanding of the steps I have to take to improve my qualifications and match the labour market needs.</li> </ol> <p>Other. Please briefly explain (maximum 4 lines):</p> <div style="border: 1px solid black; height: 20px; width: 100%;"></div> <p><b>2. Changes:</b></p> <ol style="list-style-type: none"> <li>1. I have become more pro-active in searching employment as I have gained confidence in my ability to find a job/create my own livelihood.</li> <li>2. I am less isolated from the stakeholder that can help me access the labour market.</li> <li>3. I feel more self-confident and less isolated socially.</li> <li>4. The support services provided through the project are improving my potential to get a job.</li> <li>5. Some of my previous barriers to accessing the labour market (professional qualifications, lack of education, personal, family or other problems of personal nature) have been removed.</li> <li>6. Several institutions and service providers have been involved to address several of my challenges which prevented my access to the labour market.</li> <li>7. I feel more confident and optimistic in my ability to find employment.</li> <li>8. Other:</li> </ol> <div style="border: 1px solid black; height: 20px; width: 100%;"></div> <p><b>3. Remaining challenges:</b></p> <ol style="list-style-type: none"> <li>1. Despite the services provided I am still facing obstacles allowing to find a professional occupation.</li> </ol>

	<p>2. <i>Please briefly describe the type of obstacles preventing you from finding a professional occupation (e.g.. health situation, lack of qualification, lack of understanding or support from a service-provider or institution....)?</i></p> <div data-bbox="159 280 1370 340"></div>
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## Appendix E. Evaluation Matrix

Evaluation criteria	Key Evaluation questions	Sub-questions	Indicators	Data sources	Data collection & Data Analysis methods
Relevance	1. To what extent was the project in line with national development priorities, country programme outputs and outcomes, the UNDP Strategic Plan, and the SDGs?	<p>1.1. Does the project document refer to national development priorities, the country project’s outputs and outcomes, the UNDP Strategic Plan and the SDGs?</p> <p>1.2. What are the specific policy and strategic areas from the national development priorities, country programme outputs and outcomes, the UNDP Strategic Plan, and the SDGs, that are supported by the project?</p>	<p>1.1.1. Extent to which references are clearly indicated in the project document.</p> <p>1.2.1. Extent to which clear linkages between project strategy, objectives, activities and national development priorities, the country project’s outputs and outcomes, the UNDP Strategic Plan and the SDGs exist.</p>	<p>PRODOC, national development priorities documents, documents on country project’s outputs and outcomes, UNDP Strategic Plan and the SDGs</p> <p>Individual interview notes</p>	<p><b>Data Collection:</b> Desk review; documents from additional research, Individual interviews</p> <p><b>Data Analysis methods.</b> Table of correspondence between project outcomes and objectives with relevant policy, strategic and programmatic documents</p> <p>Crosschecking findings from desk review with interview statements</p>
	2. To what extent does the project contribute to the theory of change for the relevant country programme outcome?	2.1. Has a theory of change been specifically developed for the relevant country programme outcome? Or has a specific ToC been developed for the project?	2.1.1. Availability and clarity of articulation of the change process, definition of assumptions for country	PRODOC, national development priorities documents,	<b>Data Collection:</b> Desk review; documents from additional research, Individual interviews

		2.2. Is there is clear logic explaining how the project outcomes and objectives are contributing to the ToC for the relevant country programme outcome	programme outcome ToC? For the project TOC?  2.2.1. Linkages between CP and Project ToC, allowing to understand how the project contribute to CP ToC.	documents on country project’s outputs and outcomes, UNDP Strategic Plan and the SDGs	<b>Data Analysis methods.</b> Crosschecking findings from desk review with interview statements
3. To what extent were lessons learned from other relevant projects considered in the design?	3.1. Has there been a process, formal or informal, allowing lessons learned from other relevant projects, to be considered in the design of the project?	3.1. 1. Availability of a process to incorporate lessons learned into project design? 3.1.2. Evidence that lessons learned have been considered and used in the PRODOC?	PRODOC, documented lessons learned, reports from related projects	<b>Data Collection:</b> Desk review; documents from additional research, Individual interviews	
	3.2. What lessons learned, if any, have been considered in the design and how have they contributed/been applied to shape the design of the project?	3.2.1. Lessons learned used, identified. 3.2.2. Explanation/logic guiding the use of lessons learned in the design?	Individual interview notes	<b>Data Analysis methods.</b> Crosschecking findings from desk review with interview statements	
	4. To what extent were perspectives of men and women who could affect the outcomes, and those who could contribute information or other resources to the attainment of stated	4.1. Has there a process, formal and/or informal, that has guided and allowed to gather the perspectives of men and women who could affect the outcomes?  4.2. To what extent have the information collected from the stakeholder	4.1.1. Evidence and form (survey, consultative meetings, data from regular consultations from previous projects...) of such a consultative process	PRODOC, source documents, publications relating to consultation on target groups	<b>Data Collection:</b> Desk review; documents from additional research, Individual interviews  <b>Data Analysis methods.</b>

	results, taken into account during project design processes?	perspectives have been considered to shape the design of the project?	4.2.1. Evidence of such information collected and evidence that this information has been used. Evidence that the project is a response to the expressed needs, concerns, gaps, or perspectives.	needs& challenges, relevant publication, statistics  Individual interview notes	Information from Programme documents will be compared against views and perceptions shared by interviewed stakeholders.
	5. To what extent does the project design does contribute to gender equality, the empowerment of women and the human rights-based approach?	<p>5.1. What, if any, are the elements of the project design, indicating the contribution to gender equality, the empowerment of women and the human rights-based approach, the project is intending to make?</p> <p>5.2. Are M&amp;E frameworks, specific to each crosscutting issue, allowing to monitoring and evaluate results achieved by the project?</p>	<p>5.1.1. Availability of specific cross-cutting strategies explaining how the project intends to contribute.</p> <p>5.1.2. Availability of specific expected results (and related indicators), outcome or activities, disaggregated by crosscutting issue.</p> <p>5.2.1. Availability of such M&amp;E framework.</p> <p>5.2.2. Availability of data collected in sufficient level to measure achievement vs plan.</p>	<p>PRODOC, national development priorities documents, documents on country project’s outputs and outcomes, UNDP Strategic Plan and the SDGs</p> <p>Individual interview notes</p>	<p><b>Data Collection:</b> Desk review; documents from additional research, Individual interviews</p> <p><b>Data Analysis methods.</b> Information from Programme documents will be compared against views and perceptions shared by interviewed stakeholders.</p>

	<p>6. To what extent has the project been appropriately responsive to political, legal, economic, institutional, etc., changes in the country?</p> <p>?</p>	<p>6.1. Has there, political, legal, economic, institutional, etc., changes that have affected the project?</p> <p>6.2. What, if any, responses, have the project implemented, to address the changes.</p> <p>6.3. What have been the results of the project responses?</p>	<p>6.1.1. List, type of change and description of its effect on the project.</p> <p>6.2.1. Evidence of project responses and rationale for each response.</p> <p>6.3.1. Description of the (positive, negative) results of project responses and description of how it has allowed to maintain the project relevance.</p>	<p>PRODOC, national development priorities documents, documents on country project's outputs and outcomes, UNDP Strategic Plan and the SDGs</p> <p>Individual interview notes</p>	<p><b>Data Collection:</b> Desk review; documents from additional research, Individual interviews</p> <p><b>Data Analysis methods.</b> Information from Programme documents will be compared against views and perceptions shared by interviewed stakeholders.</p>
<b>Effectiveness</b>	<p>7. To what extent did the project contribute to the country programme outcomes and outputs, the SDGs, the UNDP Strategic Plan and national development priorities?</p>	<p>7.1. What are the project contributions to the country programme outcomes and outputs, the SDGs, the UNDP Strategic Plan and national development priorities?</p>	<p>7.1.1. Availability of causal relation, explaining how project results have specifically contributed to the country programme outcomes and outputs, the SDGs, the UNDP Strategic Plan and national development priorities.</p>	<p>PRODOC, Progress report, national development priorities documents, documents on country project's</p>	<p><b>Data Collection:</b> Desk review; documents from additional research, Individual interviews</p> <p><b>Data Analysis methods.</b> Information from Programme</p>



			7.3. List of identified contribution and corresponding programme/policy document	outputs and outcomes, UNDP Strategic Plan and the SDGs  Individual interview notes	documents will be compared against views and perceptions shared by interviewed stakeholders.
	8. To what extent were the project outputs achieved, considering men, women, and vulnerable groups?	8.1. What are the project outputs achieved to date? What are the outputs specific to men, women, and vulnerable groups  8.2. To which have outputs helped reach intended outcome?	8.1.1 List of outputs achieved compared to projected and indicators for outputs, and specific outputs disaggregated by men, women, and vulnerable groups 8.2.1. Qualitative (explanation) and qualitative (indicators) evidence allowing to demonstrate outputs have contributed to outcomes	Idem. Sources from the relevant documents, contributing to building the evidence, consolidated with interview notes.	<b>Data Collection:</b> Desk review; documents from additional research, Individual interviews <b>Data Analysis methods.</b> Information from Programme documents will be compared against views and perceptions shared by interviewed stakeholders.
	9. What factors have contributed to achieving, or not, intended country programme outputs and outcomes?	9.1. What are the identified factors that have contributed to achieving, country programme outputs and outcomes?	9.1.1. List of identified enabling factors and evidence/explanation of its contribution to achieving, country programme outputs and outcomes.	Idem. Sources from the relevant documents, contributing to building the evidence, consolidated	<b>Data Collection:</b> Desk review; documents from additional research, Individual interviews  <b>Data Analysis methods.</b>

		9.1. What are the identified factors that have hindered the achieving, country programme outputs and outcomes?	9.2.1. List of identified hindering factors and evidence/explanation of its contribution to preventing from achieving, country programme outputs and outcomes.	with interview notes.	Information from Programme documents will be compared against views and perceptions shared by interviewed stakeholders.
10. To what extent has the UNDP partnership strategy been appropriate and effective?	10.1. To what extent a UNDP partnership strategy exist and is clearly formulated?  10.2. To what extent the UNDP partnership has proven appropriate 10.3. To what extent the UNDP partnership has proven effective?	10.1.1. A clear UNDP partnership strategy exist, with objectives, indicators, guiding principles 10.2. 1.Evidence, examples of the partnership strategy appropriate (e.g., appropriate choice of partners). 10.2. 1.Evidence, examples of the partnership strategy effectiveness	Idem. Sources from the relevant documents, contributing to building the evidence, consolidated with interview notes.	<b>Data Collection:</b> Desk review; documents from additional research, Individual interviews <b>Data Analysis methods.</b> Information from Programme documents will be compared against views and perceptions shared by interviewed stakeholders.	
11. What factors contributed to effectiveness or ineffectiveness?	11.1 What are the identified factors that have contributed to effectiveness? 11.2 What are the identified factors that have contributed to ineffectiveness?	11.1.1.List of identified factors that have contributed to effectiveness. 11.2.1.List of identified factors that have contributed to ineffectiveness	Idem. Sources from the relevant documents, contributing to building the evidence, consolidated	<b>Data Collection:</b> Desk review; documents from additional research, Individual interviews <b>Data Analysis methods.</b> Information from Programme	

				with interview notes.	documents will be compared against views and perceptions shared by interviewed stakeholders.
12. In which areas does the project have the greatest achievements? Why and what have been the supporting factors? How can the project build on or expand these achievements?	12.1. What are the project’s greatest achievements by area (job creation, sustainable model creation, gender equality (...)? 12.2. Which supporting factors have been identified and how have they supported achievements? 12.3. What lessons can be learned on how the project can build on or expand these achievements?	12.1.1. List of project’s greatest achievements? 12.2.2. List of supporting factors identified and explanation about how it has supported achievements? 12.2.2. Identified lessons learned and possible related recommendations.	Idem. Sources from the relevant documents, contributing to building the evidence, consolidated with interview notes.	<b>Data Collection:</b> Desk review; documents from additional research, Individual interviews <b>Data Analysis methods.</b> Information from Programme documents will be compared against views and perceptions shared by interviewed stakeholders.	
13. In which areas does the project have the fewest achievements? What have been the constraining factors and why? How can or could they be overcome?	13.1. What are the areas in which the project has achieved the fewest achievements?  13.2. What are the constraining factors or causes behind weak achievements?  13.3. What are the possible measures to overcome weak achievements?	13.1.1. Identified fewest achievements and defined by relevant criteria (quantitative, qualitative, short-lasting...)  13.2.1. Identified constraining factors or causes behind weak achievements 13.3. Possible measures identified	Idem. Sources from the relevant documents, contributing to building the evidence, consolidated with interview notes.	<b>Data Collection:</b> Desk review; documents from additional research, Individual interviews <b>Data Analysis methods.</b> Information from Programme documents will be compared against	

					views and perceptions shared by interviewed stakeholders.
14. What, if any, alternative strategies would have been more effective in achieving the project objectives?	14.1. Was the context (legal, strategic framework...) allowing for alternative strategies?  14.2. Could project objectives be attained, following a more effective alternative strategy?	14.1.1. Retrospective analysis of possible alternative strategies (alternative partnerships, alternative resource allocation...)? 14.2. Assumptions on the possible benefits of alternative strategies?	Idem. Sources from the relevant documents, contributing to building the evidence, consolidated with interview notes.	<b>Data Collection:</b> Desk review; documents from additional research, Individual interviews <b>Data Analysis methods.</b> Information from Programme documents will be compared against views and perceptions shared by interviewed stakeholders.	
15. Are the project objectives and outputs clear, practical and feasible within its frame? Do they clearly address the needs and expectations of women, men and vulnerable groups?	15.1 Retrospectively, to the perspectives of stakeholders, have the project objectives and outputs clear, practical and feasible within its frame? 15.2. Is the results framework effectively translating the objective through measurable outputs? 15.3. Could the volume and complexity of activities realistically be completed within the timeframe without jeopardizing the quality of the project? 15.4. What is the evidence that the needs and expectations of women, men and	15.1. Appreciation, critical review of stakeholders on the clarity of objectives, the feasibility of outputs. Identified indicators of the project feasibility or limited feasibility (e.g., administrative, procurement procedures effective and adequate to allow timely delivery of activities). 15.2. Beneficiary feedback on their needs being addressed.	Idem. Sources from the relevant documents, contributing to building the evidence, consolidated with interview notes.	<b>Data Collection:</b> Desk review; documents from additional research, Individual interviews <b>Data Analysis methods.</b> Information from Programme documents will be compared against views and perceptions shared	

		vulnerable groups have been clearly addressed?	Indicators that needs have been addressed (quality of employment solution, other (labor market) exclusion factors being addressed.		by interviewed stakeholders.
	16. To what extent have different relevant stakeholders been involved in project implementation?	16.1 Has the project used a systematic consultative process/approach ensuring stakeholder involvement across implementation?  16.2. To which extent a consultative process/approach has effectively allowed the effective involvement of stakeholders, including mechanisms for stakeholders to make suggestions?	16.1.1 Clear definition of roles/responsibilities. Formal existence of decision-making structures for the project at different levels and in different areas.  16.2.1. Achievements and contribution specific to each stakeholder. Identified situations/lessons learned of insufficient/inappropriate involvement of stakeholders.	Idem. Sources from the relevant documents, contributing to building the evidence, consolidated with interview notes.	<b>Data Collection:</b> Desk review; documents from additional research, Individual interviews <b>Data Analysis methods.</b> Information from Programme documents will be compared against views and perceptions shared by interviewed stakeholders.
	17. To what extent are project management and implementation participatory, and is this participation of men, women and vulnerable groups contributing towards achievement of the project objectives?	17.1. Has the project used a (formal/informal) mechanism ensuring the participation of men, women and vulnerable groups to the management and implementation?  17.2. What, if any, have been the contributions to the projects, resulting from the participation of beneficiaries to the implementation?	17.1.1. Availability of participatory mechanism with clear lines of participation and how the feedback from targeted is used by the project and reflected in implementation. 17.1.2. Identified examples of beneficiary contribution to the project, resulting from their participation (e.g., Feedback	Idem. Sources from the relevant documents, contributing to building the evidence, consolidated with interview notes.	<b>Data Collection:</b> Desk review; documents from additional research, Individual interviews <b>Data Analysis methods.</b> Information from Programme documents will be compared against views and

			of PWD helping to adjust vocal training content or modality)		perceptions shared by interviewed stakeholders.
18. To what extent has the project been appropriately responsive to the needs of the national constituents (men, women, other groups) and changing partner priorities?	18.1. What, if any, are the identified changes of national constituent needs and partner priorities?  18.2. What is the evidence that the project has been appropriately responsive to the (changing, if any) national constituents needs and partner priorities?	18.1.1. Available evidence that needs and priorities have remained unchanged or have changed.  18.2.1. Evidence, including stakeholder’s feedback that the project activities and related results have answered (adjusted when necessary) to needs and priorities (e.g., change in labour market needs for skills & qualifications, changes in obstacles in accessing labour market for the disabled...)	Idem. Sources from the relevant documents, contributing to building the evidence, consolidated with interview notes.	<b>Data Collection:</b> Desk review; documents from additional research, Individual interviews <b>Data Analysis methods.</b> Information from Programme documents will be compared against views and perceptions shared by interviewed stakeholders.	
19. To what extent has the project contributed to gender equality, the empowerment of women and the realization of human rights?	19.1. To what extent has the project has defined clear objectives, activities, measurable results and monitored the progress of its activities in relation to gender equality, the empowerment of women and the realization of human rights?  19.2. What are the concrete results and its effects of the project activities in the area of gender equality, the empowerment of women and the realization of human rights?	19.1.1. Documented evidence of objectives, activities, measurable results and monitoring in the area of gender equality, the empowerment of women and the realization of human rights.  19.1.2. Evidence documented or collected by the evaluation of the contribution achieved through the project	Idem. Sources from the relevant documents, contributing to building the evidence, consolidated with interview notes.	<b>Data Collection:</b> Desk review; documents from additional research, Individual interviews <b>Data Analysis methods.</b> Information from Programme documents will be compared against views and perceptions shared	

			intervention in the area of gender equality, the empowerment of women and the realization of human rights.		by interviewed stakeholders.
<b>Efficiency</b>	20. To what extent was the project management structure as outlined in the project document efficient in generating the expected results?	<p>20.1. Has a project management structure been defined with clear roles and responsibilities, and coherence with the expected results, complexity required skills for successful implementation?</p> <p>20.2. To what extent can efficiency be demonstrated in the relation between the results and the project management structure?</p>	<p>20.1.1. Availability of project management structure (roles, responsibilities, implementation and overview mechanisms, information sharing &amp; communication)</p> <p>20.2. Available evidence of project management structure efficiency, based on identified criteria and examples (e.g., efficiency of implementation processes, profiles of experts matching needs, clarity and timeliness of decision-making process...)</p>	Idem. Sources from the relevant documents, contributing to building the evidence, consolidated with interview notes.	<p><b>Data Collection:</b> Desk review; documents from additional research, Individual interviews</p> <p><b>Data Analysis methods.</b> Information from Programme documents will be compared against views and perceptions shared by interviewed stakeholders.</p>
	21. To what extent were resources used to address inequalities in general, and gender issues in particular?	<p>21.1. Was there a clear rationale explaining how the allocation (value and share) of resources were expected to address inequalities in general, and gender issues in particular?</p> <p>21.2. What are the results and positive/negative changes address inequalities and gender issues from the use of allocated resources? How efficiently resources have been used?</p>	<p>21.1.1. Availability of such a clear rationale and availability of indicators or examples of advancement in addressing inequalities and gender equality.</p> <p>21.2.1. List and evidence of achievements in reducing inequalities and increasing gender equality.</p>	Idem. Sources from the relevant documents, contributing to building the evidence, consolidated with interview notes.	<p><b>Data Collection:</b> Desk review; documents from additional research, Individual interviews</p> <p><b>Data Analysis methods.</b> Information from Programme documents will be compared against views and</p>

					perceptions shared by interviewed stakeholders.
	22. To what extent have the UNDP project implementation strategy and execution been efficient and cost-effective?	22.1. Was there a clear rationale explaining how the UNDP project implementation strategy and execution was efficient and cost-effective?  22.2. To what extent has the implementation strategy been effectively applied and to what extent has its execution been efficient and cost-effective?	22.1.1. Availability of implementation strategy with a clear explanation how efficient execution and cost-effectiveness is achieved? Availability of how execution efficiency and cost-effectiveness are defined in the context of the project.  22.2. Evidence of implementation strategy being applied by the project. Indicators and examples of execution efficiency and cost-effectiveness. Identified alternatives of higher execution efficiency and cost-effectiveness.	Idem. Sources from the relevant documents, contributing to building the evidence, consolidated with interview notes.	<b>Data Collection:</b> Desk review; documents from additional research, Individual interviews <b>Data Analysis methods.</b> Information from Programme documents will be compared against views and perceptions shared by interviewed stakeholders.
	23. To what extent has there been an economical use of financial and human resources? Have resources (funds, male and female staff, time, expertise, etc.) been allocated strategically to achieve outcomes?	23.1. To what extent has the notion of “economical” have been defined of the use of financial and human resources?  23.2. Have resources been allocated in line with the project approach/principles	23.1.1. Availability of a definition of “economical” for the use of financial and human resources. Availability of indicators allowing for comparison with alternatives. Human resources and related costs have been defined (for project staff, external expertise...)	Idem. Sources from the relevant documents, contributing to building the evidence, consolidated with interview notes.	<b>Data Collection:</b> Desk review; documents from additional research, Individual interviews <b>Data Analysis methods.</b> Information from Programme documents will be



		<p>for an economical use of financial and human resources?</p> <p>23.3. Is the achievement or shortcoming in achievement of project results, attributable to the economical use of financial and human resources envisaged by the project?</p>	<p>23.2.1. Concrete actions, initiatives deployed by the project to ensure continued involvement. Results of these initiatives. Indicators in involvement.</p> <p>23.3.1. Identified situations where results/lack of results can be related to the use of financial and human resources. Lessons learned.</p>		<p>compared against views and perceptions shared by interviewed stakeholders.</p>
24. To what extent have resources been used efficiently? Have activities supporting the strategy been cost-effective?	<p>24.1. To what extent has the use resources enabled the achievements of intended results?</p> <p>24.2. What is the available evidence indicating that activities supporting the strategy have been cost-effective?</p>	<p>24.2.1. Comparison between planned and actual use of resources against comparison between planned and actual results.</p> <p>24.2.2. Identified alternatives with a higher cost-effectiveness while preserving the quality of results</p>	<p>Idem.</p> <p>Sources from the relevant documents, contributing to building the evidence, consolidated with interview notes.</p>	<p><b>Data Collection:</b></p> <p>Desk review; documents from additional research, Individual interviews</p> <p><b>Data Analysis methods.</b></p> <p>Information from Programme documents will be compared against views and perceptions shared by interviewed stakeholders.</p>	
25. To what extent have project funds and activities been delivered in a timely manner?	<p>25.1. Have project funds and activities been delivered in a timely manner? If not, what are the reasons why funds have not been disbursed as per the plans and</p>	<p>25.1.1. Identified reasons indicating why funds have not been disbursed as per the plan (partial or late disbursement,</p>	<p>Idem.</p> <p>Sources from the relevant documents, contributing to</p>	<p><b>Data Collection:</b></p> <p>Desk review; documents from additional research, Individual interviews</p>	

		activities not delivered in a timely manner?	availability or reallocation of funds...) 25.1.2. Identified reasons indicating why activities have not been delivered in a timely manner (slow administrative/approval process, unexpected changes/issues. Timely delivery of activities prioritised over quality,...	building the evidence, consolidated with interview notes.	<b>Data Analysis methods.</b> Information from Programme documents will be compared against views and perceptions shared by interviewed stakeholders.
	26. To what extent do the M&E systems utilized by UNDP ensure effective and efficient project management?	26.1. To what extent has the project design developed and effectively implemented appropriate M&E systems?  26.2. To what extent have the data collected effectively been used for its intended purposes (of reporting, making adjustments to improve the project, communicate or advocate on project results, supporting policy-making)?	26.1.1. Availability of a M&E framework and tools. Evidence that M&E tools have been used and data effectively collected. 26.2.1. Evidence of the effective use of data collected serving a purpose (reporting, making adjustments to improve the project, communicate or advocate on project results, supporting policymaking)?	Idem. Sources from the relevant documents, contributing to building the evidence, consolidated with interview notes.	<b>Data Collection:</b> Desk review; documents from additional research, Individual interviews <b>Data Analysis methods.</b> Information from Programme documents will be compared against views and perceptions shared by interviewed stakeholders.
<b>Sustainability</b>	27. Are there any financial risks that may jeopardize the sustainability of project outputs affecting	27.1. Has a (financial) sustainability plan been established ensuring the financial risks to the continuation/sustainability of project outputs?	27.1.1. Availability of a (financial) sustainability plan addressing financial risks of project outputs	Idem. Sources from the relevant documents, contributing to	<b>Data Collection:</b> Desk review; documents from additional research, Individual interviews

	women, men and vulnerable groups?	27.2. What are the financial current risks (if different from those initially identified) potentially jeopardizing the sustainability of project outputs?	27.2.1 Funding needs have changed, funding perspectives have changed, risk have changes: description of risks and currently identified solutions	building the evidence, consolidated with interview notes.	<b>Data Analysis methods.</b> Information from Programme documents will be compared against views and perceptions shared by interviewed stakeholders.
	28. To what extent will targeted men, women and vulnerable people benefit from the project interventions in the long-term?	28.1. To what extent has the project document described the long-term benefits of the targeted men, women and vulnerable people?  28.2. What is the likeliness that the long-term benefits be effective to the targeted beneficiaries	28.1.1. Availability of mechanisms the project intends to institutionalise so services will continue to be available. 28.2.1. Formalised agreements, protocols, allocated resources and other indicators of the insitutionalisation of the benefits to the targeted population groups 28.2.2. Elements, indicators of secondary or indirect benefits of services supported by the project (indirect job creation...)	Idem. Sources from the relevant documents, contributing to building the evidence, consolidated with interview notes.	<b>Data Collection:</b> Desk review; documents from additional research, Individual interviews <b>Data Analysis methods.</b> Information from Programme documents will be compared against views and perceptions shared by interviewed stakeholders.
	29. To what extent will financial and economic resources be available to sustain the benefits achieved by the project?	29.1. To what extent has the project planned the financial sustainability of and the institutional set-up ensuring the provision of services?	23.1. Availability of agreements or planned agreements, institutional mechanisms, funding perspectives, political	Idem. Sources from the relevant documents, contributing to	<b>Data Collection:</b> Desk review; documents from additional research, Individual interviews

		29.2. What is the current status, toward the end of the project, on the sustainability perspectives/institutionalization processes ensuring the availability of financial and economic resources to sustain the benefits?	commitment, to support the continuation of the delivery of services. 29.2. Current commitments or indications of commitments in terms of availability financial and economic resources (donor commitment, state or, private sector-funding mechanism...)	building the evidence, consolidated with interview notes.	<b>Data Analysis methods.</b> Information from Programme documents will be compared against views and perceptions shared by interviewed stakeholders.
30. Are there any social or political risks that may jeopardize sustainability of project outputs and the project contributions to country programme outputs and outcomes?	30.1. What are the social or political risks identified (by the project/the evaluation)? Are those risks the same as those initially identified during the design phase?  30.2. Has the project adjusted the mitigation and developed envisaged responses to those risks, at this stage of the project cycle?	30.1.1. Identified (initial and updated) social or political risks to the sustainability of project outputs.  30.2.1. Availability of (updated) envisaged responses to those risks, at this stage of the project cycle?	Idem. Sources from the relevant documents, contributing to building the evidence, consolidated with interview notes.	<b>Data Collection:</b> Desk review; documents from additional research, Individual interviews <b>Data Analysis methods.</b> Information from Programme documents will be compared against views and perceptions shared by interviewed stakeholders.	
31. Do the legal frameworks, policies and governance structures and processes within which the project operates pose risks that may	31.1. What, if any, are the (updated) risks posed by the legal frameworks, policies and governance structures and processes to the sustainability of project benefits?  31.2. Has the project adjusted the mitigation and developed envisaged	31.1.1. Identified (updated) risks posed by the legal frameworks, policies and governance structures and processes.	Idem. Sources from the relevant documents, contributing to building the evidence,	<b>Data Collection:</b> Desk review; documents from additional research, Individual interviews <b>Data Analysis methods.</b>	

	jeopardize sustainability of project benefits?	responses to the risks posed by the legal frameworks, policies and governance structures and processes to the sustainability of project benefits?	30.2.1. Availability of (updated) envisaged responses to those risks, at this stage of the project cycle?	consolidated with interview notes.	Information from Programme documents will be compared against views and perceptions shared by interviewed stakeholders.
	<p>32. To what extent did UNDP actions pose an environmental threat to the sustainability of project outputs, possibly affecting project beneficiaries (men and women) in a negative way?</p> <p>What is the chance that the level of stakeholder ownership will be sufficient to allow for the project benefits to be sustained?</p>	<p>32.1. Which, if any, concrete steps have been taken to identify risks, limit and monitor impact on environment?</p> <p>32.2. Have the conditions/requirements ensuring ownership been identified and has the project worked on ensuring the conditions for ownership are fulfilled?</p>	<p>32.1.1. Evidence of environmental risks identification &amp; mitigation measures, proposed by the project, possibly resulting from the implementation of the project (e.g., environmentally friendly business, eco activities norms established).</p> <p>32.2.2. Identified minimum conditions of ownership. E.g., stakeholder benefits/interests, values...) Initiatives/activities conducted by the project to ensure ownership.</p>	Idem. Sources from the relevant documents, contributing to building the evidence, consolidated with interview notes.	<p><b>Data Collection:</b> Desk review; documents from additional research, Individual interviews</p> <p><b>Data Analysis methods.</b> Information from Programme documents will be compared against views and perceptions shared by interviewed stakeholders.</p>
	33. To what extent do mechanisms, procedures and policies exist to allow primary	33.1. Has the project design included (or used existing) mechanisms, procedures and policies exist to allow primary stakeholders to carry forward the results	33.1.1. Evidence of such mechanisms, procedures and policies.	Idem. Sources from the relevant documents,	<b>Data Collection:</b> Desk review; documents from

	<p>stakeholders to carry forward the results attained on gender equality, empowerment of women, human rights and human development?</p>	<p>attained on gender equality, empowerment of women, human rights and human development?</p> <p>33.2. To what extent have mechanisms, procedures and policies allowed primary stakeholders to carry forward the results attained on gender equality, empowerment of women, human rights and human development?</p>	<p>33.2.1. Evidence of mechanisms, procedures and policies applied and evidence (indicators, example) these will carry forward the results</p>	<p>contributing to building the evidence, consolidated with interview notes.</p>	<p>additional research, Individual interviews <b>Data Analysis methods.</b> Information from Programme documents will be compared against views and perceptions shared by interviewed stakeholders.</p>
	<p>34. To what extent do stakeholders (men, women, vulnerable groups) support (what are the tangible form of support: formal commitment: financial, statement, contractual, moral, informal...) the project's long-term objectives?</p>	<p>34.1. Are the long-term objectives understood and supported by all stakeholders?</p> <p>34.2. What is the evidence collected by the project that the form of support provided to beneficiaries is adapted to their situations and expectations, on the long-term?</p>	<p>34.1.1. Evidence of long-term objectives, approach, values promoted by the project, supported by targeted men, women, vulnerable groups.</p> <p>34.1.2. Evidence including beneficiary satisfaction survey, professional performance (of own business, in the workplace...), ability to manage the administrative side of assistance/services.</p> <p>Identified source of poor performance/abandon of use of services (administrative complexity, cultural, educational, physical</p>	<p>Idem. Sources from the relevant documents, contributing to building the evidence, consolidated with interview notes.</p>	<p><b>Data Collection:</b> Desk review; documents from additional research, Individual interviews <b>Data Analysis methods.</b> Information from Programme documents will be compared against views and perceptions shared by interviewed stakeholders.</p>

			inadaptation of services by stakeholder category		
	35. To what extent are lessons learned documented by the project team on a continual basis and shared with appropriate parties who could learn from the project?	35.1. Is the project using a process allowing to systematically identify, collected and integrate lessons learning into project adjustment/improvement?  35.2. What are the lessons learned identified and how have they been shared and applied to improve implementation?	35.1.1. Availability and evidence of use of a learning and adaptation system in place  35.2.1. List of key lessons learned and evidence of it or related recommendations applied during implementation.	Idem. Sources from the relevant documents, contributing to building the evidence, consolidated with interview notes.	<b>Data Collection:</b> Desk review; documents from additional research, Individual interviews <b>Data Analysis methods.</b> Information from Programme documents will be compared against views and perceptions shared by interviewed stakeholders.
	36. To what extent do UNDP interventions have well-designed and well-planned exit strategies which include a gender dimension?	36.1 Has a well-designed and well-planned exit strategy, including a gender dimension been formulated during the design stage?  36.2. To which extent has such an exit strategy been implemented? Has this exit strategy remained relevant towards the end of the project?	36.1.1. Availability of such an exit strategy  36.2.1. Identified elements explaining why such an exit strategy remained relevant (or not) and applied (or not). Current analysis on the relevance of a gender-sensitive exit strategy.	Idem. Sources from the relevant documents, contributing to building the evidence, consolidated with interview notes.	<b>Data Collection:</b> Desk review; documents from additional research, Individual interviews <b>Data Analysis methods.</b> Information from Programme documents will be compared against views and perceptions shared by interviewed stakeholders.

	37. What could be done to strengthen exit strategies and sustainability in order to support female and male project beneficiaries as well as marginalized groups?	<p>37.1. To which extent strengthen exit strategies and sustainability ensuring sustainability of gender dimension have been the results of a sufficiently thorough analysis and research effort?</p> <p>37.2. What, if any, are the missing steps, expertise needed in order to strengthen such an exit strategy?</p>	<p>37.1.1. Findings from review of exit strategies and remaining risks to ensuring the sustainability of project beneficiaries</p> <p>37.1.2. Identified missing steps, expertise needed in order to strengthen such an exit strategy and possible suggestions.</p>	Idem. Sources from the relevant documents, contributing to building the evidence, consolidated with interview notes.	<p><b>Data Collection:</b> Desk review; documents from additional research, Individual interviews</p> <p><b>Data Analysis methods.</b> Information from Programme documents will be compared against views and perceptions shared by interviewed stakeholders.</p>
Impact	38. What has been the positive and negative, intended, and unintended, mid-term effects of this project?	<p>38.1. What have been the positive intended, and unintended, mid-term effects of the project? Has the project collected feedback on these effects?</p> <p>38.2. What have been the positive intended, and unintended, mid-term effects of the project? Has the project collected feedback on these effects?</p>	<p>38.1.1. List of positive intended, and unintended effects. Identified causal path linking project activities/results and effects.</p> <p>38.1.2. List of negative intended, and unintended effects. Identified causal path linking project activities/results and effects.</p>	Idem. Sources from the relevant documents, contributing to building the evidence, consolidated with interview notes.	<p><b>Data Collection:</b> Desk review; documents from additional research, Individual interviews</p> <p><b>Data Analysis methods.</b> Information from Programme documents will be compared against views and perceptions shared by interviewed stakeholders.</p>
	39. What follow-up projects/initiatives need	39.1. What, if any, is the learning from the project on the understanding of	39.1.1. Available learning/analysis of the	Idem.	<b>Data Collection:</b> Desk review;



	to be considered to ensure enhanced impact, replication and/or scaling-up of project results?	<p>impact that can be attributed to the intervention?</p> <p>39.2. What are the characteristics, features, criteria and lessons allowing to review to the extent to which the project has established a functional, effective and efficient model</p>	<p>success/eligibility criteria for a functioning, replicable model.</p> <p>39.1.2. Availability of list of minimum requirements to assess the service delivery set-up as a functional model. Feedback from stakeholder experience. Identification of minimum requirements for a municipality to offer a context where a model can be replicated. Minimum requirements to ensure institutionalization and sustainability.</p>	Sources from the relevant documents, contributing to building the evidence, consolidated with interview notes.	<p>documents from additional research, Individual interviews</p> <p><b>Data Analysis methods.</b> Information from Programme documents will be compared against views and perceptions shared by interviewed stakeholders.</p>
	40. What pre-conditions need to be met in terms of institutional capacity, legislation and key stakeholders’ capabilities to fully achieve the Project results and further enhance the Project impact?	<p>40.1. To what extent have pre-conditions been determined during project design or towards the end of the project cycle?</p> <p>40.2. To which extent have pre-conditions been fulfilled towards the end of the project cycle?</p>	<p>40.1.1. Availability of identified pre-conditions been determined during project design or towards the end of the project cycle?</p> <p>40.2.1. Review/comparison between minimum pre-conditions thresholds and actual situation.</p>	Idem. Sources from the relevant documents, contributing to building the evidence, consolidated with interview notes.	<p><b>Data Collection:</b> Desk review; documents from additional research, Individual interviews</p> <p><b>Data Analysis methods.</b> Information from Programme documents will be compared against views and perceptions shared by interviewed stakeholders.</p>

<b>Human Rights</b>	42. To what extent have the poor, indigenous and physically challenged, women, men and other disadvantaged and marginalized groups benefited from the project interventions?	42.1. What is the range of benefits, specific to the poor, indigenous and physically challenged, women, men and other disadvantaged and marginalized groups? To what extent  42.2. To what extent those marginalized groups can assess those benefits in a rights-based, institutional and sustainable manner?	42.1.1. Identified, tangible and less tangible benefits as a direct (e.g., employment...) and indirect (improvement of mental health situation, socialization, indirect support to creation of economic activities...) result of the project. 42.2.1. Evidence that benefits are a result of the services and that marginalized groups can access to those services without discrimination.	Idem. Sources from the relevant documents, contributing to building the evidence, consolidated with interview notes.	<b>Data Collection:</b> Desk review; documents from additional research, Individual interviews <b>Data Analysis methods.</b> Information from Programme documents will be compared against views and perceptions shared by interviewed stakeholders.
<b>Gender Equality</b>	43. To what extent have gender equality and the empowerment of women been addressed in the design, implementation and monitoring of the project?	43.1. To what extent has the project design included a clear strategy, specific expected results and related activities for gender equality and the empowerment of women?  43.2. To what extent has the expected results specific to for gender equality and the empowerment of women been achieved ?	43.1.1. Availability of a clear strategy, specific expected results and related activities for gender equality and the empowerment of women 43.2.1. Results related to gender equality and the empowerment of women and indicators of change/improvement in this area.	Idem. Sources from the relevant documents, contributing to building the evidence, consolidated with interview notes.	<b>Data Collection:</b> Desk review; documents from additional research, Individual interviews <b>Data Analysis methods.</b> Information from Programme documents will be compared against views and perceptions shared by interviewed stakeholders.

	44. Is the gender marker assigned to this project representative of reality	<p>44.1. To what extent has gender marker been determined as a result of an assessment?</p> <p>44.2. To what extent can the gender marker be considered as realistic and achieved towards the end of the project?</p>	<p>44.1.2. Availability of gender marker assessment.</p> <p>44.2.1. Evidence that the gender marker was realistic. Gender results and indicators are meeting gender marker criteria.</p>	Idem. Sources from the relevant documents, contributing to building the evidence, consolidated with interview notes.	<p><b>Data Collection:</b> Desk review; documents from additional research, Individual interviews</p> <p><b>Data Analysis methods.</b> Information from Programme documents will be compared against views and perceptions shared by interviewed stakeholders.</p>
	45. To what extent has the project promoted positive changes in gender equality and the empowerment of women? Did any unintended effects emerge for women, men or vulnerable groups?	<p>45.1. What, if any, positive changes have the project promoted in relation to gender equality and the empowerment of women?</p> <p>45.2. Have any unintended effects emerged, affecting women, men or vulnerable groups been identified?</p>	<p>45.1.1. Evidence of positive changes (tangible, less tangible but important, recorded or unrecorded) in relation to gender equality and the empowerment of women.</p> <p>45.2.1. Identified unintended effects identified by the project and/or the evaluation.</p>	Idem. Sources from the relevant documents, contributing to building the evidence, consolidated with interview notes.	<p><b>Data Collection:</b> Desk review; documents from additional research, Individual interviews</p> <p><b>Data Analysis methods.</b> Information from Programme documents will be compared against views and perceptions shared by interviewed stakeholders.</p>
<b>Disability</b>	46. Were persons with disabilities consulted	46.1. To what extent has the project design involved or referred to relevant	46.1.1. Evidence that the project design involved or	Idem.	<b>Data Collection:</b> Desk review;

	and meaningfully involved in programme planning and implementation?	assessment and consultation on the needs of people living with disabilities.  46.2. What have been the results from these consultations and to what extent has it been considered by the project?	referred to relevant assessment and consultation on the needs of people living with disabilities. 46.2.1. Evidence of consultations outcomes and evidence of these outcomes considered in the project document.	Sources from the relevant documents, contributing to building the evidence, consolidated with interview notes.	documents from additional research, Individual interviews <b>Data Analysis methods.</b> Information from Programme documents will be compared against views and perceptions shared by interviewed stakeholders.
	47. What proportion of the beneficiaries of a programme were persons with disabilities?	47.1. To which extent has the project collected disaggregated data on persons with disabilities as beneficiaries? 47.2. What are the results and analysis on the project support to persons with disabilities?	43.1.1. Availability of such disaggregated data.  47.2.1. Evidence of specific project results benefiting persons with disabilities.	Idem. Sources from the relevant documents, contributing to building the evidence, consolidated with interview notes.	<b>Data Collection:</b> Desk review; documents from additional research, Individual interviews <b>Data Analysis methods.</b> Information from Programme documents will be compared against views and perceptions shared by interviewed stakeholders.
	48. What barriers did persons with disabilities face? (in accessing the	48.1. What are the barriers, including those not identified during the project design, persons with disabilities have been facing during implementation?	48.1.1. Evidence of identified barriers (specifically in accessing the project services, or outside the project)	Idem. Sources from the relevant documents,	<b>Data Collection:</b> Desk review; documents from

	project services, which were not planned?)	48.2. What responses have the project deployed to address those barriers?	experienced by persons with disabilities.  48.1.2. Evidence of responses deployed by the project to address those barriers	contributing to building the evidence, consolidated with interview notes.	additional research, Individual interviews <b>Data Analysis methods.</b> Information from Programme documents will be compared against views and perceptions shared by interviewed stakeholders.
	49. Was a twin-track approach adopted?	49.1. Has the project design involved a clearly explained twin track approach?  49.2. Was a twin-track approach adopted and which results did it bring? Can it be modelled?	49.1.1. Evidence of a twin track approach, with sufficient guidance for implementation. 49.2.1. Evidence of approach adopted and related results, and added value of the approach	Idem. Sources from the relevant documents, contributing to building the evidence, consolidated with interview notes.	<b>Data Collection:</b> Desk review; documents from additional research, Individual interviews <b>Data Analysis methods.</b> Information from Programme documents will be compared against views and perceptions shared by interviewed stakeholders.



## Appendix F – ToRs



Schweizerische Eidgenossenschaft  
Confédération suisse  
Confederazione Svizzera  
Confederaziun svizra

**Swiss Agency for Development  
and Cooperation SDC**



*Empowered lives.  
Resilient nations.*

### **INTERNATIONAL CONSULTANT FOR EVALUATION OF THE CREATING JOB OPPORTUNITIES FOR ALL - MAIN PHASE PROJECT**

#### **I. PROJECT TITLE**

Creating Job Opportunities for All – Main Phase

#### **II. DURATION**

**Number of estimated working days:** 25 working days

**Contract start date:**

July 18, 2022

**Contract end date:**

September 12, 2022

**Duty station:**

Home-based

work and travels to Skopje, Gostivar, Strumica and  
Prilep; North Macedonia

#### **III. BACKGROUND AND CONTEXT**

The UNDP office in Skopje currently employs a team of 71 and manages a portfolio of projects in environment and energy, democratic governance and inclusive prosperity worth around USD 17 million.

In a joint response to the stagnant integration of unemployed Roma, persons with disabilities and unemployed youth, as population segments exposed to multiple barriers in accessing the labour market, the UNDP Inclusive Prosperity Unit in partnership with the Swiss Agency for Development and Cooperation (SDC) as of January 2019 is implementing the four-year project Creating Job Opportunities for All – Main Phase (CJOA) that strongly focuses on enhancing the employability and facilitating employment of the most vulnerable individuals.

The Ministry of Labour and Social Policy (MLSP) and the Employment Service Agency (ESA) of the Republic of North Macedonia are the main project partners. The MLSP is the key national level institution in charge of policy development on employment and social inclusion. ESA is a public institution, and the key activities include services and measures for unemployed persons, cooperation with the private sector and analyses of the labour market needs. ESA works through a network of 30 Employment Centres (ECs) which cover all municipalities in the country.

The Project offers innovative policy and programming solutions to activate Roma and persons with disability in the open labour market while promoting services for broader social inclusion. In addition, the project provides creative solutions and new approaches to address the problem of youth unemployment.

Beyond achieving the projected number of employed, rehabilitated and upskilled individuals, the project strives to instill systemic changes for more equitable integration of the most vulnerable into the labor market. To that end, the project pilot’s innovative approaches to produce evidence-based policy and programming solutions that are both feasible and effective in reducing social exclusion.

Achieving the vision of a more inclusive and responsive employment system implies changes on many levels. Core project interventions towards this vision center on introducing professional rehabilitation of people with disabilities, mobilizing private sector as a partner and driving force for pragmatic employment actions, promoting involvement of NGOs as service providers, building multi-stakeholder employment partnerships, nurturing nascent social and care economy, bridging adult primary education gaps and tackling societal stereotypes which hamper the inclusion of the vulnerable individuals.

The Project simultaneously works on development of the capacities of institutions and non-governmental organizations to develop and implement inclusive, evidence-based social and employment services that work to reduce social exclusion and enable that unemployed youth, Roma and people with disabilities have improved and equitable access to open labour market and vocational education, in line with human rights standards.

The Project represent a contribution to an ongoing UNDP programme ("Creating Job Opportunities for All") financed by the Government (Ministry of Labour and Social Policy) and UNDP, aiming to reduce unemployment by supporting the institutions to introduce and implement ALMMs. The UNDP "Creating Job Opportunities for All" programme is focused on creating employment, among the overall unemployed population in Macedonia. It has several key intervention areas, among which self-employment, support to SMEs to grow and create jobs, community works, etc. The Swiss value added to this project is the focus on vulnerable groups that are underrepresented in the labour market, i.e., youth, Roma and people with disabilities.

The Project Entry phase, implemented from July 1, 2017, to December 31, 2018, concentrated on conducting analyses needed to develop the Project Document for the Main phase, in consultation with the key stakeholders and donors active in employment and social policy. The key recommendations of the analyses were to include youth among the key target groups, to introduce a new model to support employment of Roma, and to take a more comprehensive approach towards employment of persons



with disabilities, including policy changes to stimulate labour market activation and better integration of this group in the labour market. The analyses also led to recommendations to use CSOs to deliver services to vulnerable groups and to foster local territorial employment partnerships composed of representatives of the private sector, local authorities and civil society to support employment of vulnerable groups.

The project **aims that at least 36% of the newly employed are women** - a rather ambitious goal considering the extremely low employment rates among these groups (7% among Roma). In that regard, the Project works on further improvement of measures and services for creating jobs that are more attractive to women from vulnerable groups, such as community-based services and on introducing care economy as a novel approach in country context.

The impact hypothesis is that by building the capacities of the national and local level institutions to develop and implement in a coordinated way policies that help out, Roma and people with disabilities gain (self-) employment, by creating better conditions for the private sector to employ these groups, and by supporting these groups to make better use of the relevant policies, youth, Roma and people with disabilities will ultimately gain (self-) employment, which will contribute to improving their living conditions.

The Overall Project Goal/Impact reads: Unemployed women and men, especially members of vulnerable groups, obtain employment and have improved living conditions.

Three specific project outcomes have been defined:

1. More women and men who are young, Roma, or have disabilities make better use of the existing or new active labour market measures.
2. The private sector, including social enterprises, employs diverse workforce and make jobs accessible to members of vulnerable groups.
3. Relevant institutions develop and implement policies and services that will ease access to the labour market for members of vulnerable groups.

The outputs related to these outcomes have been defined as follows:

For outcome1:

Output 1.1: Professional rehabilitation (training, retraining, vocational rehabilitation) and employment support provided to people with disability.

Output 1.2: Support measures for improving the employability of Roma individuals at risk of social exclusion and their linking to the employers provided.

Output 1.3: Measures for improving the employability of young people up to 29 years old and their linking to the employers provided.

For outcome 2:

Output 2.1: Private businesses, including social enterprises, supported in (i) qualifying and recruiting suitable candidates for employment; (2) accessing ALMMs; and (3) training suitable candidates in needed skills and qualifications and in improving their business performances.

Output 2.2: Social enterprises established by or employing persons from the target groups have received tailor-made support in enhancing their capacities for creation of new jobs for these groups.

Output 2.3: Awareness raising campaign focused on removing the PwD and Roma related non-formal barriers and stereotypes in the private sector and the general public conducted.

#### For outcome 3

Output 3.1: Policy advice to foster accelerated employment of people with disabilities, Roma and young people up to 29 years old provided to the national and local authorities and social enterprises.

Output 3.2: Capacity building of the national and local authorities to foster accelerated employment and improved livelihoods of people with disabilities, Roma and young people up to 29 years old provided.

Output 3.3: Improved coordination between central and local level institutions.

A comprehensive overview of the expected project results and the related indicators is provided in Annex 1: Results Framework.

The project directly contributes to the Partnership for Sustainable Development (PSD) outcome 1. By 2020, more men and women are able to improve their livelihoods by securing decent and sustainable employment in an increasingly competitive and job-rich economy; and PSD outcome 3: By 2020, members of socially excluded and vulnerable groups are more empowered to claim their rights and enjoy a better quality of life and equitable access to basic services.

As part of the overall Government/UNDP programme, the Project contributes to SDG 8 - Promote sustained, inclusive and sustainable economic growth, full and productive employment, and decent work for all; SDG 1 - End poverty in all its forms everywhere; and SDG 10 - Reduce inequality within and among countries.

The total budget of the project is USD 5,451,310. This is secured through received funds from SDC in an amount of USD 5,100,000, and UNDP contribution amounting to USD 351,310.

The Project is nearing the completion of the Main phase, scheduled at the end of October 2022, and intends to commission an independent evaluation of this phase to get an objective and systematic assessment of the project implementation approach and results achieved, and recommendations on the main strategic directions in designing the second project phase.

Therefore, the UNDP is seeking a qualified International Consultant with relevant expertise and hands-on experience in evaluating large-scale development projects preferably in the field of employment and social inclusion.

## **IV. EVALUATION PURPOSE, SCOPE AND OBJECTIVES**

The purpose of this evaluation is to measure the extent to which the CJOA – Main phase Project has succeeded to achieve the intended project results in terms of relevance, , efficiency, effectiveness, impact and sustainability. The evaluation findings, conclusions and recommendation will be presented to SDC, SCO Skopje and MLSP, and used for possible improvement of the ongoing interventions and for conceptualizing the second project phase.

The evaluation shall achieve, but not limited to, the following objectives:

- (i) Determine the project progress against the indicators as defined in the Results Framework, and the relevant outcome indicators in the **Integrated Results and Resources Framework of the Country Programme Document (CPD) 2016-2020<sup>13</sup>** and CPD 2021-2025 ([https://www.undp.org/content/dam/the\\_former\\_yugoslav\\_republic\\_of\\_macedonia/docs/UNDP\\_CPDP\\_North\\_Macedonia\\_2021-2025.pdf](https://www.undp.org/content/dam/the_former_yugoslav_republic_of_macedonia/docs/UNDP_CPDP_North_Macedonia_2021-2025.pdf)) and Swiss Cooperation Programme North Macedonia 2021-2024 ([https://www.eda.admin.ch/dam/countries/countries-content/north-macedonia/en/swiss\\_cooperation\\_programme\\_north\\_macedonia\\_2021\\_24\\_EN.pdf](https://www.eda.admin.ch/dam/countries/countries-content/north-macedonia/en/swiss_cooperation_programme_north_macedonia_2021_24_EN.pdf));
- (ii) Outcome monitoring input by project implementing partners;
- (iii) Highlight key results, gaps, methodologies, lessons learned and good practice;
- (iv) Assess the potential benefits and propose ways for replicating and scaling-up the novel approaches for supporting employment of the vulnerable groups;
- (v) Assess the comparative advantages of UNDP in implementing a project of this kind and scope and the linkages between the project and other interventions within the sector;
- (vi) Assess the management and implementation arrangements i.e., responsiveness of the support structure to the national institutional framework, the level and quality of collaboration and involvement of national counterparts, organizational effectiveness of UNDP to (flexibly) respond to new challenges and emerging issues, efficiency of the management structure; and
- (vii) Provide recommendations for possible modifications of the project design and implementation approach in the second project phase to enhance project impact and strengthen the prospects for long-term sustainability. The recommendations shall be in full compliance with the relevant national strategies, the outcomes of the UNDP IRRF related to Inclusive prosperity, and the Outcome 2.2 of the thematic area Sustainable Economic Development of the Swiss Cooperation Programme North Macedonia 2021-2024.

The evaluation shall cover the entire period of the CJOA – Main phase from January 2019 to June 2022 and shall capture both positive and negative, intended or unintended results produced directly or indirectly by the project in this period.

The Contractor is expected to review the current policy setting related to the employment and social protection in the country.

As a guidance and only for illustrative purposes, indicative evaluation questions are provided in Annex 2 of these TORs. The Contractor shall tailor the evaluation questions to the Project specifics, further develop and refine them, and present them as a part of the Inception report. The final evaluation questions shall be agreed with UNDP evaluation stakeholders.

#### Duties and Responsibilities

Under the guidance of the Programme Officer and the Project Manager, the Contractor will be responsible to:

- Conduct a comprehensive desk review of relevant documents including Project Document, Project

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<sup>1313</sup> Sent as an attachment

reports, yearly plans of operations, etc. and other documents that will be provided to the Contractor.

- Prepare a draft Inception Report in compliance with the content described in Annex 3 to these ToR.
- Prepare final version of the Inception Report by incorporating the feedback provided by UNDP.
- Conduct interviews with the key informants including, but not limited to, MLSP and ESA representatives; all members of Project Board; key staff of the organizations established by or partnering with the Project: REHAB centers in Skopje and Strumica, iCan resource center, NGO Segal implementing Acceder methodology, Care economy center in Gostivar, and representatives of the local authorities and beneficiaries - members of the target groups in selected regions. The detailed list of informants will be provided by the Project.
- Prepare a draft Evaluation report which shall include, but not necessarily be limited to, the elements outlined in the UNDP evaluation report template and quality standards given in Annex 4. The draft report is to be submitted to UNDP 14 days after the end of the field mission. As a guidance, the report shall have maximum 25 pages.
- Complete the final version of the Evaluation report, by incorporating the feedback provided by UNDP.
- Prepare a short power point presentation (maximum 10 slides) on the evidence-based findings, lessons learned and recommendations.
- Conduct debriefing at the end of the mission with the management of UNDP and SCO North Macedonia, SDC National Programme Officer, and UNDP Programme Officer and Project team.

## **METHODOLOGY AND APPROACH**

It is expected that the methodology will include the following tools and approaches:

- Comprehensive desk study and analysis of all relevant project documents and other information that will be provided to the evaluator upon signature of the contract.
- Semi-structured interviews of stakeholders, partners, and beneficiaries. The interviews can be conducted face-to-face and online where appropriate. A detailed list of stakeholders and their contacts will be provided to evaluation team upon signature of the contracts. and their contacts will be provided to the Contractor upon signature of the contract.
- Online surveys with larger group of key informants can be conducted if deemed necessary for the evaluation purpose.
- Field visits to the organizations established by or partnering with the Project.

All evaluation products need to address gender, disability, and human right issues.

To ensure the validity and reliability of evaluation information, and to enable use of the evaluation outcomes, the contractor shall conduct thorough data triangulation.

The methodological approach should be outlined in the inception report and subsequently discussed and agreed with UNDP.

The Inception Report shall contain the following section:

- Background and context
- Evaluation objective, purpose and scope.
- Evaluation criteria and questions.
- Evaluability analysis.
- Cross-cutting issues.
- Evaluation approach and methodology
- Evaluation matrix
- A revised schedule of key milestones, deliverables and responsibilities, including the evaluation phases
- Detailed resource requirements
- Draft questionnaires for semi-structured interviews

The outline of the Inception Report with brief explanation of the required content is given in Annex 3. The draft Inception Report will be reviewed by UNDP and, in compliance with feedback received, the final Inception Report shall be prepared.

Following the data collection and analysis, the Contractor shall develop and present the preliminary evaluation findings to the UNDP. The national evaluation expert is expected to support the lead evaluation expert in preparing and presenting the preliminary findings of the evaluation to UNDP.

The Evaluation Report shall include, but not necessarily be limited to, the following:

- Title and opening pages
- Table of contents
- List of acronyms and abbreviations
- Executive summary
- Introduction
- Description of the intervention
- Evaluation scope and objectives
- Evaluation approach and methods
- Data analysis
- Findings
- Conclusions
- Recommendations
- Lessons learned
- Report annexes.

Following the submission of the Draft Evaluation report, the Contractor shall collect and incorporate the UNDP feedback into the Final report.

The suggested methodology should be compatible with the OECD DAC evaluation criteria and UNDG Guidance. <http://www.oecd.org/dac/conflict-fragility-resilience/publications/4312151e.pdf>

This evaluation will be conducted in accordance with the principles outlined in the UNEG ‘[Ethical Guidelines for Evaluation](#)’.<sup>14</sup> The consultant must safeguard the rights and confidentiality of information providers, interviewees, and stakeholders through measures to ensure compliance with legal and other relevant codes governing collection of data and reporting on data. The consultant must also ensure security of collected information before and after the evaluation and protocols to ensure anonymity and confidentiality of sources of information where that is expected. The information knowledge and data gathered in the evaluation process must also be solely used for the evaluation and not for other uses with the express authorization of UNDP and partners

Evaluation consultants will be held to the highest ethical standards and are required to sign a ***pledge of ethical conduct*** upon acceptance of the assignment (sent as attachment).

## EVALUATION PRODUCTS (DELIVERABLES)

The consultancy is expected to deliver the following deliverables:

Deliverables	% of full Contract amount	Tentative date 2022
Deliverable 1: Draft Inception Report	5%	By 29 <sup>th</sup> of July 22
Deliverable 2: Final Inception Report	10%	By 5 <sup>th</sup> of August
Deliverable 3: Draft Evaluation Report	35%	By 9 <sup>th</sup> of September
Deliverable 4: Final Evaluation Report	45%	By 16 <sup>th</sup> of September
Deliverable 5: Power Point Presentation	5%	By 20 <sup>th</sup> of September

The Payment will be made in two instalments upon confirmation of UNDP on the satisfactory completion of the deliverables:

- First instalment: upon completion of Deliverable 1, Deliverable 2 and Deliverable 3;
- Second instalment: upon completion of Deliverable 4 and Deliverable 5.

## INSTITUTIONAL ARRANGEMENT

The consultant will work under direct supervision of the Programme Officer and the Project Manager. He/she will be in regular communication with the supervisor and will provide update on the progress achieved on a regular basis. In course of performing his/her job, the consultant will need to closely collaborate with the Project team members.

The Programme Officer and the Project Manager will provide guidance to the Contractor on the evaluation design, methodology for the evaluation, and for quality assurance of the draft report. The Project team will provide all necessary documentation needed for the desk review, compile the list of

<sup>14</sup> UNEG, ‘Ethical Guidelines for Evaluation’, 2020. Access at: <http://www.unevaluation.org/document/detail/2866>

key informants and schedule the interviews. The UNDP will cover the costs for interpreter for interviews with non-English speaking interviewees.

UNDP shall request the Contractor to read carefully, understand and sign the ‘Code of Conduct for Evaluators in the UN System, which can be accessed at <http://www.unevaluation.org/unegcodeofconduct>

All communication and reports will need to be prepared in English language. The final product will be the property of UNDP which will exclusively hold the copyrights and other proprietary rights.

## DURATION OF THE WORK

The duration of the Consultant’s work is estimated to up to 25 working days in the period from 18<sup>th</sup> of July 2022 to 20<sup>rd</sup> of September 2022.

## IX. DUTY STATION AND TRAVEL

The assignment will include home-based work and travels to Skopje, Gostivar, Strumica and Prilep; North Macedonia.

Tickets should be on most direct economic class (business and first-class airfare are not permitted as per UNDP rules and regulations).

If unforeseen travel is requested by UNDP and not required by the Terms of References (ToR), such travel shall be covered by UNDP in line with applicable rules and regulations and upon prior written agreement.

## COMPETENCIES

### Corporate competencies:

- Demonstrates integrity by modelling the UN’s values and ethical standards
- Promotes the vision, mission, and strategic goals of UNDP
- Displays cultural, gender, religion, race, nationality and age sensitivity and adaptability
- Treats all people fairly without favouritism
- Fulfils all obligations to gender sensitivity and zero tolerance for sexual harassment.

### Functional competencies:

- Strong interpersonal skills, communication and diplomatic skills, ability to work in team
- Strong analytical, reporting and writing abilities
- Strong organisational, coordination and time management skills
- Ability to organise tasks independently and assume responsibility
- Openness to change and ability to receive/integrate feedback
- Ability to work under pressure and tight deadlines
- Ability to adapt solutions and proposals to specificities of client organizations.

## QUALIFICATIONS OF THE SUCCESSFUL EXPERT

The selected candidate shall possess:

- A Master’s Degree in Economics, Social Sciences or related disciplines (business and related fields). PhD will be considered as an asset.
- At least 7 years of relevant professional experience in the areas of relevance for this assignment (employment / social inclusion / economic development).
- At least 7 years of relevant professional experience in design, management and conducting of complex evaluation processes with multiple stakeholders in development cooperation contexts.
- At least 2 assignments in conducting evaluations with similar scope and size in the field of employment and social inclusion.
- Strong English language proficiency.

The Contractor shall be independent from any organizations that have been involved in designing, executing, or advising any aspect of the intervention that is the subject of the evaluation.

## XII. CRITERIA FOR SELECTION OF BEST OFFER

The award of the contract shall be made to the offeror whose offer has been evaluated and determined as:

- a) Being responsive/compliant/acceptable, and
- b) Having received the highest score based on the following weight of technical and financial criteria for solicitation as per the schedule below:

\* Technical criteria weight: 70%

\* Financial criteria weight: 30%

Only candidates obtaining a minimum of 49 points (70%) in the technical evaluation shall be considered for the financial evaluation.

For the considered offers in the financial evaluation only, the lowest price offer will receive 30 points.

The other offers will receive points in relation to the lowest offer, based on the following formula:  $(P_n / P_l) * 30$  where  $P_l$  is the financial offer being evaluated and  $P_n$  is the lowest financial offer received.

Technical Criteria:

Criteria	Maximum points 70
A Master’s Degree in Economics, Social Sciences or related disciplines (business and related fields). PhD will be considered as a strong asset.	5
- Master’s Degree = 3 points	



- PhD = 5 points	
At least 7 years of relevant professional experience in the areas of relevance for this assignment (employment / social inclusion / economic development)	15
- From 7 to 8 years = 10 points	
- From 9 to 10 years = 12 points	
- More than 10 years = 15 points	
At least 7 years of relevant professional experience in design, management and conduct of complex evaluation processes with multiple stakeholders in development cooperation contexts.	25
- From 7 to 8 years = 18 points	
- From 9 to 10 years = 21 points	
- More than 10 years = 25 points	
At least 2 assignments in conducting evaluations with similar scope and size in the field of employment and social inclusion	25
- At least 2 assignments – 18 points	
- From 3 to 4 assignments – 21 points	
- More than 4 assignments – 25 points	

### XIII. DOCUMENTS TO BE SUBMITTED

Interested offerors are invited to submit the following documents/information to be considered:

1. **Offeror’s letter**, as per the following form [LINK](#);
2. **Most updated CV** with focus on required qualification as well as the contact details of at least three professional references;
3. **Annex A: Evidence of relevant professional experience** [LINK](#);
4. **Financial Proposal**: The financial proposal must be expressed in the form of a lumpsum all-inclusive cost, supported by breakdown of costs as per template provided in MK Denars for this consultancy.

The financial proposal must take into account various expenses that will be incurred during the contract, including: the daily professional fee; cost of travel from the home base to the duty station and vice versa, where required (the prevailing price for an economy class ticket on the most direct routes shall apply; living allowances at the duty station; communications, utilities and consumables; life, health and any other insurance; risks and inconveniences related to work under hardship and hazardous conditions (e.g., personal security needs, etc.), when applicable; and any other relevant expenses related to the performance of services under the contract such as the cost of mission travels, as applicable.

UNDP is committed to achieving workforce diversity in terms of gender, nationality, and culture. Individuals from minority groups, indigenous groups and persons with disabilities are equally encouraged to apply. All applications will be treated with the strictest confidence.

### XIV. APPLICATION PROCEDURE

#### Step 1

1. Click on the "Apply now" button
2. Input your information in the appropriate sections: personal information, language proficiency, education, resume, and motivation (cover letter). You can type in or paste your short Resume into the last box.
3. Upon completion of the first page, please hit "submit application" tab at the end of the page. On the next page, you will be asked to upload other required documents listed in the step 2.

#### Step 2

Interested individual consultants must submit the documents/information listed in the “Documents to submit section” above.

The system will allow only one attachment. Therefore, please upload all required documents as one file. Failing to submit any of these documents may result in disqualification of the application. Please note that shortlisted candidates might be interviewed.

If the deliverables are not produced and delivered by the consultant to the satisfaction of UNDP as approved by the responsible Portfolio Manager, no payment will be made even if the consultant has invested man/days to produce and deliver such deliverables.

## Annex 1: Results Framework

### Impact Indicators

Indicator 1: Number of persons that gained employment / established own business.

Disaggregated for each target group in terms of:

- women / men;
- age groups 15 - 29; >29 years.
- target groups (e.g., Roma, PwD, young up to 29, other vulnerable groups)
- type of employment / self-employment (e.g., full-time, part-time)

### Aggregate results (September 2022):

- Full-time employment: 2,250 (814 or 36% women), thereof 390 self-employments (own business)
- Part-time employment (CWP): 150

### Results disaggregated per target group (September 2022):

#### **People with disabilities (PwD)**

No. of PwD who got **full-time** employment, thereof no. of self-employments (own businesses)  
Baseline (ESA 2017)<sup>15</sup>: 48 full-time employments; thereof 42 self-employments (33% women)  
Target: 295 (35% women), thereof 140 self-employments

#### **Roma**

No. of Roma got **full-time** employments, thereof no. of self-employments  
Baseline (ESA 2017)<sup>9</sup>: 51 full-time employments; thereof 19 self-employments (16% women).  
Target: 355 full-time employments (20% women), thereof 50 self-employments (20% women)

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<sup>15</sup> Baseline values according to ESA's Report on employment of PwD and Roma through ALMMs for 2017

No. of Roma got part-time employments

Baseline (ESA 2014-2017)<sup>16</sup>: 84

Target: 150

**Young people up to 29 years**

No. of young up to 29 got **full-time** employments, thereof no. of self-employments

Baseline (ESA 2017): 965; thereof 358<sup>17</sup> self-employments (31% women)

Target: 1,600 full-time employments (40% Women), thereof 200 self-employments (35% women)

**Assumptions**

- Assume, that economic development in the country is favourable and the private sector needs new jobs
- Assume, formal and non-formal vocational education and training, provide skills and knowledge required in the labour market.
- Assume, cultural and other types of barriers do not prevent unemployed women from participating in active labour market measures and other skills development activities

**Data Sources; Means of Verification**

Internal reporting, ESA evidence on realization of ALMMs

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<sup>16</sup> In the period between 2014-2017, through ALMM - Community Works Programme a total of 84 Roma were part-time employed to provide community-based services on municipal level.

<sup>17</sup> The 2017 year, was exceptional as for the first time the total number of established and supported start-ups within the Self-employment programme climbed from 950 average to 1,268 businesses. The average ratio of young entrepreneurs who have established business under the Self-employment is 270, or 31% of the overall number of start-ups.

Expected Outputs	Output Indicators <sup>18</sup>	Data Source	Baseline		Targets (by frequency of data collection)						Data Collection Methods & Risks
			Value	Year	Year 1	Year 2	Year 3	Year 4	Year 5	Final	
<b>Output 1</b> More women and men who are young, Roma, or have disabilities make better use of the existing or new active labour market measures	1.1 Number of PwDs gained access to improved vocational skills  Thereof: - Women: / men: - Youth (15-29 yrs): - Roma: - Other vulnerable groups:		13	2017						70	Internal reporting, ESA evidence  Assume, that public and private training providers are available and willing to cooperate with the business sector and invest in non-formal Vocational education and training provision responsive to the needs of the labour market
	1.2 Number of Roma gained access to improved vocational skills  Thereof: - Women: / men: - Youth (15-29 yrs): - PwD: - Other vulnerable groups:		25	2017						310	
	1.3 Number of youth (15-29 yrs) gained access to improved vocational skills  Thereof: - Women: / men: - PwD: - Roma: - Other vulnerable groups:		295	2017						1,260	

Expected Outputs	Output Indicators <sup>18</sup>	Data Source	Baseline		Targets (by frequency of data collection)						Data Collection Methods & Risks
			Value	Year	Year 1	Year 2	Year 3	Year 4	Year 5	Final	
	<b>1.4</b> Number of PwDs gained access to gainful employment or self-employment  Thereof: - Women: / men: - Youth (15-29 yrs): - Roma: - Other vulnerable groups:		48	2017						295  103 / 192	
	<b>1.5</b> Number of Roma gained access to gainful employment or self-employment  Thereof: - Women: / men: - Youth (15-29 yrs): - PwD: - Other vulnerable groups:		51	2017						355  71 / 284	
	<b>1.6</b> Number of youth (15-29 yrs) gained access to gainful employment or self-employment  Thereof:		965	2017						1,600	

<sup>18</sup> It is recommended that projects use output indicators from the Strategic Plan IRRF, as relevant, in addition to project-specific results indicators. Indicators should be disaggregated by sex or for other targeted groups where relevant.

Expected Outputs	Output Indicators <sup>18</sup>	Data Source	Baseline		Targets (by frequency of data collection)						Data Collection Methods & Risks
			Value	Year	Year 1	Year 2	Year 3	Year 4	Year 5	Final	
	<ul style="list-style-type: none"> <li>- Women: / men:</li> <li>- PwD:</li> <li>- Roma:</li> <li>- Other vulnerable groups</li> </ul>									640 / 960	
	1.7 Number of PwDs completed the vocational Rehabilitation process		14	2017						480	Families of persons living with disabilities are supportive of their participation in the active labour market measures and vocational Rehabilitation processes.
	1.8 No of individual employment plans developed for Roma and non-Roma by employment mentors (informed and coached to use employment support opportunities)		240	2017						2,050	
	1.9 Number of Roma and non-Roma (women and men) that enrolled in adult primary / education		18	2017						100	

Expected Outputs	Output Indicators <sup>18</sup>	Data Source	Baseline		Targets (by frequency of data collection)						Data Collection Methods & Risks
			Value	Year	Year 1	Year 2	Year 3	Year 4	Year 5	Final	
	1.10 No of young people up to 29 years that use the services of the new youth employment resource centre		0	2017						3,000	
<b>Output 2</b> The private sector, including social enterprises, employs diverse workforce and make jobs accessible to members of vulnerable groups.	2.1. No. of private businesses, including social enterprises, which provided on-job training for members of vulnerable groups in their premises		13	2017						100	Internal reporting, ESA evidence Assume, that young unemployed people, Roma and PwD are willing to participate in vocational skills and other non-formal education interventions
	2.2 Share of private companies satisfied with the cooperation with the established centres		0	2017						80%	
	2.3 Number of private businesses, including social enterprises, have been assisted in screening and defining their workforce requirements		0	2017						500	Assume, that there are sufficient local employers to absorb trained unemployed from targeted groups



Expected Outputs	Output Indicators <sup>18</sup>	Data Source	Baseline		Targets (by frequency of data collection)						Data Collection Methods & Risks
			Value	Year	Year 1	Year 2	Year 3	Year 4	Year 5	Final	
	2.4. No of companies supported to access ALMMs for employment of vulnerable groups		n/a	2017						200	
	2.5 No of private businesses, including social enterprises, have been assisted in defining the training programme and in training suitable candidates in needed skills and qualifications		1	2017						100	
	2.6 No of social enterprises have received tailor-made support for improving their business performances and create new jobs accessible to members of vulnerable groups based on the results of the analyses of social enterprises		6	2017						20	Assume, that Civil Society Organisations, including public and private sector have the capacity to translate their knowledge into practice and provide quality services to the end-beneficiaries.
	2.7 Awareness raising campaign focusing on removing of the non-formal barriers and stereotypes in the private sector and the general public conducted on annual basis Base		0	2107						4	Assume, that unemployed (women and men) from targeted groups perceive a comparative advantage in the

Expected Outputs	Output Indicators <sup>18</sup>	Data Source	Baseline		Targets (by frequency of data collection)						Data Collection Methods & Risks
			Value	Year	Year 1	Year 2	Year 3	Year 4	Year 5	Final	
											labour market through participation in the formal and non-formal vocational education and training
<b>Output 3</b> Relevant institutions develop and implement policies and services that will ease access to the labour market for members of vulnerable groups	3.1 No. of new policies and services introduced to support the employment of the target vulnerable groups (REHA centre, youth employment centre, Roma employment centre, EDU offices in the centres, work experience placement, integrated case management)		0	2017						6	Internal reporting, Government programmes  Assume, that relevant institutions and other stakeholders on national and local level, including the private sector actors are committed and motivated
	3.2 No. of representatives/DPOs of the vulnerable groups that are fully included in all processes during defining policy recommendations on employment measures		n/a	2017						50	
	3.3 No of recommendations for introducing new ALLMs / services provided to the national and local authorities		3	2017						10	Assume, that flexibility within the given frameworks exists to pilot new

Expected Outputs	Output Indicators <sup>18</sup>	Data Source	Baseline		Targets (by frequency of data collection)						Data Collection Methods & Risks
			Value	Year	Year 1	Year 2	Year 3	Year 4	Year 5	Final	
											models and solutions for more inclusive and effective adult education processes.
	3.4 No. of ESA staff members have attained introductory knowledge and skills in implementing integrated case management processes		16	2018						150	Assume that ESA staff is motivated for capacity development Assume that no relevant changes of trained personnel in ESA and other partner institutions (national and local) take place
	3.5 No. of ESA staff in 30 Employment Centres are qualified in Career and HR counselling		8	2017						40	
	3.6 Territorial Employment Partnerships (TEP) (LED, business sector, education institutions, etc.) operational		0	2017						2	
	3.7 No. of coordination meetings held between central and local level institutions		3	2017						24	

## **Annex 2: Project evaluation sample questions**

### **Relevance**

- To what extent was the project in line with national development priorities, country programme outputs and outcomes, the UNDP Strategic Plan, and the SDGs?
- To what extent does the project contribute to the theory of change for the relevant country programme outcome?
- To what extent were lessons learned from other relevant projects considered in the design?
- To what extent were perspectives of men and women who could affect the outcomes, and those who could contribute information or other resources to the attainment of stated results, taken into account during project design processes?
- To what extent does the project design (contribution is reviewed under effectiveness – results and under gender: effects) contribute to gender equality, the empowerment of women and the human rights-based approach?
- To what extent has maintained its relevance to political, legal, economic, institutional, etc., in the country the project by staying responsive to changes ?

### **Effectiveness**

- To what extent did the project contribute to the country programme outcomes and outputs, the SDGs, the UNDP Strategic Plan, and national development priorities?
- To what extent were the project outputs achieved, considering men, women, and vulnerable groups?
- What factors have contributed to achieving, or not, intended country programme outputs and outcomes?
- To what extent has the UNDP partnership strategy been appropriate and effective?
- What factors contributed to effectiveness or ineffectiveness?
- In which areas does the project have the greatest achievements? Why and what have been the supporting factors? How can the project build on or expand these achievements?
- In which areas does the project have the fewest achievements? What have been the constraining factors and why? How can or could they be overcome?
- What, if any, alternative strategies would have been more effective in achieving the project objectives?
- Are the project objectives and outputs clear, practical and feasible within its frame? Do they clearly address the needs and expectations of women, men and vulnerable groups?
- To what extent have different relevant stakeholders been involved in project implementation?
- To what extent are project management and implementation participatory, and is this participation of men, women and vulnerable groups contributing towards achievement of the project objectives?
- To what extent has the project been appropriately responsive to the needs of the national constituents (men, women, other groups) and changing partner priorities?
- To what extent has the project contributed to gender equality, the empowerment of women and the realization of human rights?

### **Efficiency**

- To what extent was the project management structure as outlined in the project document efficient in generating the expected results?
- To what extent were resources used to address inequalities in general, and gender issues in particular?
- To what extent have the UNDP project implementation strategy and execution been efficient and cost-effective?
- To what extent has there been an economical use of financial and human resources? Have resources (funds, male and female staff, time, expertise, etc.) been allocated strategically to achieve outcomes?
- To what extent have resources been used efficiently? Have activities supporting the strategy been cost-effective?
- To what extent have project funds and activities been delivered in a timely manner?
- To what extent do the M&E systems utilized by UNDP ensure effective and efficient project management?

### **Sustainability**

- Are there any financial risks that may jeopardize the sustainability of project outputs affecting women, men and vulnerable groups?
- To what extent will targeted men, women and vulnerable people benefit from the project interventions in the long-term?
- To what extent will financial and economic resources be available to sustain the benefits achieved by the project? (has the project strategy clearly defining how long will reaching the long-term objective, require external/donor funding (how many project cycles) and whether, a transition strategy/plan for the government funds to taking over to future envisaged activities?)
- Are there any social or political risks that may jeopardize sustainability of project outputs and the project contributions to country programme outputs and outcomes?
- Do the legal frameworks, policies and governance structures and processes within which the project operates pose risks that may jeopardize sustainability of project benefits?
- To what extent did UNDP actions pose an environmental threat to the sustainability of project outputs, possibly affecting project beneficiaries (men and women) in a negative way? (Which, if any, concrete steps have been taken to identify risks, limit and monitor impact? e.g., environmentally friendly business, eco activities). What is the chance that the level of stakeholder ownership will be sufficient to allow for the project benefits to be sustained?
- To what extent do mechanisms, procedures and policies exist to allow primary stakeholders to carry forward the results attained on gender equality, empowerment of women, human rights and human development?
- To what extent do stakeholders (men, women, vulnerable groups) support (what are the tangible form of support: formal commitment: financial, statement, contractual, moral, informal...) the project's long-term objectives?
- To what extent are lessons learned documented by the project team on a continual basis and shared with appropriate parties who could learn from the project? (Is there a learning and adaptation system in place, guiding the use of LL for project improvement? Is it applied?)
- To what extent do UNDP interventions have well-designed and well-planned exit strategies which include a gender dimension?

- What could be done to strengthen exit strategies and sustainability in order to support female and male project beneficiaries as well as marginalized groups?

### **Impact**

- What has been the positive and negative, intended, and unintended, mid-term (or to date?) effects of this project?
- What follow-up projects/initiatives need to be considered to ensure enhanced impact, replication and/or scaling-up of project results?
- What pre-conditions need to be met in terms of institutional capacity, legislation and key stakeholders’ capabilities to fully achieve the Project results and further enhance the Project impact? (Have an assessment of these capacities been conducted? Has it been assessed pre-conditions existed or were likely to be reached by the end of the project so sustainability could be ensured?)
- Are there project components with more limited impact that should not be considered in future interventions but rather implemented by relevant ministries/municipalities? (Is limited impact, if any, due to the fact that it was implemented by a specific stakeholder? Has this been assessed before/during the implementation?)

### **Sample evaluation questions on cross-cutting issues**

#### **Human rights**

- To what extent have the rights of the poor, indigenous and physically challenged, women, men and other disadvantaged and marginalized groups benefited from the project interventions?

#### **Gender equality**

- To what extent have gender equality and the empowerment of women been addressed in the design, implementation and monitoring of the project?
- Is the gender marker assigned to this project representative of reality (has the reality been sufficiently assessed to determine a realistic level of ambition in terms of positive change/improvement of the situation of women (e.g., income, autonomy, discrimination...))?
- To what extent has the project promoted positive changes in gender equality and the empowerment of women? Did any unintended effects emerge for women, men or vulnerable groups?

#### **Disability**

- Were persons with disabilities consulted and meaningfully involved in programme planning and implementation?
- What proportion of the beneficiaries of a programme were persons with disabilities?
- What barriers did persons with disabilities face?
- Was a twin-track approach adopted?<sup>19</sup>

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<sup>19</sup> The twin-track approach combines mainstream programmes and projects that are inclusive of persons with disabilities as well as programmes and projects that are *targeted* towards persons with disabilities. It

**Annex 3: Inception report content**

1. **Background and context**, illustrating the understanding of the project/ outcome to be evaluated.
2. **Evaluation objective, purpose and scope**. A clear statement of the objectives of the evaluation and the main aspects or elements of the initiative to be examined.
3. **Evaluation criteria and questions**. The criteria the evaluation will use to assess performance and rationale. The stakeholders to be met and interview questions should be included and agreed, as well as a proposed schedule for field visits.
4. **Evaluability analysis**. Illustrates the evaluability analysis based on formal (clear outputs, indicators, baselines, data) and substantive (identification of problem addressed, theory of change, results framework) approaches, and the implications for the proposed methodology.
5. **Cross-cutting issues**. Provide details of how cross-cutting issues will be evaluated, considered and analysed throughout the evaluation. The description should specify how methods for data collection and analysis will integrate **gender considerations**, ensure that data collected is disaggregated by sex and other relevant categories, and employ a diverse range of data sources and processes to ensure the inclusion of diverse stakeholders, including the most vulnerable where appropriate.
6. **Evaluation approach and methodology**, highlighting the conceptual models to be adopted, and describing the data collection methods, sources and analytical approaches to be employed, including the rationale for their selection (how they will inform the evaluation) and their limitations; data-collection tools, instruments, and protocols; and discussing their reliability and validity for the evaluation and the sampling plan.
7. **Evaluation matrix**: it serves as a useful tool for summarizing and visually presenting the evaluation design and methodology for discussions with stakeholders. It details evaluation questions that the evaluation will answer, data sources, data collection, analysis tools or methods appropriate for each data source, and the standard or measure by which each question will be evaluated. (See Table A.)

Table A. Sample evaluation matrix

Relevant evaluation criteria	Key Questions	Specific Sub-Questions	Data Sources	Data collection Methods / Tools	Indicators/ Success Standard	Methods for Data Analysis

8. A revised **schedule of key milestones**, deliverables and responsibilities, including the evaluation phases (data collection, data analysis and reporting).

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is an essential element of any strategy that seeks to mainstream disability inclusion successfully. Also, see chapter 9 of the Technical Notes. Entity Accountability Framework. United Nations Disability and Inclusion Strategy: <https://www.un.org/en/disabilitystrategy/resources>

9. Detailed **resource requirements**, tied to evaluation activities and deliverables detailed in the workplan. Include specific assistance required from UNDP, such as providing arrangements for visiting particular field offices or sites.
10. **Draft questionnaires** for structured interviews, tailored to the specifics of each category of key informants.

#### Annex 4: UNDP evaluation report template and quality standards

This **evaluation report template** is intended to serve as a guide for preparing meaningful, useful and credible evaluation reports that meet quality standards. It does not prescribe a definitive section-by-section format that all evaluation reports should follow. Rather, it suggests the areas of content that should be included in a quality evaluation report.

The evaluation report should be complete and logically organized. It should be written clearly and be understandable to the intended audience. The report should include the following:

1. **Title and opening pages** should provide the following basic information:
  - Name of the evaluation intervention.
  - Time frame of the evaluation and date of the report.
  - Countries of the evaluation intervention.
  - Names and organizations of evaluators.
  - Name of the organization commissioning the evaluation.
  - Acknowledgements.
2. **Project and evaluation information details** to be included in all final versions of evaluation reports on second page (as one page):

Project/outcome Information		
Project/outcome title		
Atlas ID		
Corporate outcome and output		
Country		
Region		
Date project document signed		
Project dates	Start	Planned end
Total committed budget		
Project expenditure at the time of evaluation		
Funding source		



Implementing party <sup>20</sup>	
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Evaluation information		
Evaluation type (project/ outcome/thematic/country programme, etc.)		
Final/midterm review/ other		
Period under evaluation	Start	End
Evaluators		
Evaluator email address		
Evaluation dates	Start	Completion

3. **Table of contents**, including boxes, figures, tables, and annexes with page references.
4. **List of acronyms and abbreviations**.
5. **Executive summary (four/ five page maximum)**. A stand-alone section of two to three pages that should:
  - Briefly describe the intervention of the evaluation (the project(s), programme(s), policies, or other intervention) that was evaluated.
  - Explain the purpose and objectives of the evaluation, including the audience for the evaluation and the intended uses.
  - Describe key aspects of the evaluation approach and methods.
  - Summarize principal findings, conclusions and recommendations.
6. **Introduction**
  - Explain why the evaluation was conducted (the purpose), why the intervention is being evaluated at this point in time, and why it addressed the questions it did.
  - Identify the primary audience or users of the evaluation, what they wanted to learn from the evaluation and why, and how they are expected to use the evaluation results.
  - Identify the intervention being evaluated (the project(s) programme(s) policies or other intervention).

<sup>20</sup> This is the entity that has overall responsibility for implementation of the project (award), effective use of resources and delivery of outputs in the signed project document and workplan.

- Acquaint the reader with the structure and contents of the report and how the information contained in the report will meet the purposes of the evaluation and satisfy the information needs of the intended users.
- 7. **Description of the intervention** provides the basis for report users to understand the logic and assess the merits of the evaluation methodology and understand the applicability of the evaluation results. The description needs to provide sufficient detail for the report user to derive meaning from the evaluation. It should:
  - Describe **what is being evaluated, who seeks to benefit** and the **problem or issue** it seeks to address.
  - Explain the **expected results model or results framework, implementation strategies** and the key **assumptions** underlying the strategy / theory of change.
  - Link the intervention to **national priorities**, UNSDCF priorities, corporate multi-year funding frameworks or Strategic Plan goals, or other **programme or country-specific plans and goals**.
  - Identify the **phase** in the implementation of the intervention and any **significant changes** (e.g., plans, strategies, logical frameworks, theory of change) that have occurred over time, and explain the implications of those changes for the evaluation.
  - Identify and describe the **key partners** involved in the implementation and their roles.
  - Include data and an analysis of **specific social groups** affected. Identify **relevant cross-cutting issues** addressed through the intervention, i.e., gender equality, human rights, vulnerable/ marginalized groups, leaving no one behind.
  - Describe the **scale of the intervention**, such as the number of components (e.g., phases of a project) and the size of the target population (men and women) for each component.
  - Indicate the **total resources**, including human resources and budgets.
  - Describe the context of the **social, political, economic, and institutional factors**, and the **geographical landscape** within which the intervention operates, and explain the challenges and opportunities those factors present for its implementation and outcomes.
  - Point out **design weaknesses** (e.g., intervention logic, theory of change) or other **implementation constraints** (e.g., resource limitations).
- 8. **Evaluation scope and objectives.** The report should provide a clear explanation of the evaluation’s scope, primary objectives and main questions.
  - **Evaluation scope.** The report should define the parameters of the evaluation, for example, the time period, the segments of the target population and geographic area included, and which components, outputs or outcomes were or were not assessed.
  - **Evaluation objectives.** The report should spell out the types of decisions the evaluation will feed into, the issues to be considered in making those decisions and what the evaluation will need to achieve to contribute to those decisions.

- **Evaluation criteria.** The report should define the evaluation criteria or performance standards used<sup>21</sup> and explain the rationale for selecting those particular criteria.
  - **Evaluation questions.** The report should detail the main evaluation questions addressed by the evaluation and explain how the answers to those questions address the information needs of users.
9. **Evaluation approach and methods.**<sup>22</sup> The evaluation report should describe in detail the selected methodological approaches, methods and analysis; the rationale for their selection; and how, within the time and money constraints, the approaches and methods employed yielded data that helped to answer the evaluation questions and achieved the evaluation purposes. **The report should specify how gender equality, disability, vulnerability and social inclusion were addressed in the methodology, including how data collection and analysis methods integrated gender considerations, use of disaggregated data and outreach to diverse stakeholder groups.** The description should help the report users judge the merits of the methods used in the evaluation and the credibility of the findings, conclusions and recommendations. The description of methodology should include discussion of each of the following:
- **Evaluation approach.**
  - **Data sources:** the sources of information (documents reviewed and stakeholders met) as well as the rationale for their selection and how the information obtained addressed the evaluation questions.
  - **Sample and sampling frame.** If a sample was used, describe the sample size and characteristics, the sample selection criteria; the process for selecting the sample (e.g., random, purposive); if applicable, how comparison and treatment groups were assigned; and the extent to which the sample is representative of the entire target population, including discussion of the limitations of sample for generalizing results.
  - **Data collection procedures and instruments:** methods or procedures used to collect data, including discussion of data-collection instruments (e.g., interview protocols), their appropriateness for the data source, and evidence of their reliability and validity, as well as gender-responsiveness.
  - **Performance standards:**<sup>23</sup> the standard or measure that will be used to evaluate performance relative to the evaluation questions (e.g., national or regional indicators, rating scales).
  - **Stakeholder participation:** who participated and how the level of involvement of men and women contributed to the credibility of the evaluation and the results.

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<sup>21</sup> The evaluation criteria most commonly applied to UNDP evaluations are the OECD-DAC criteria of relevance, coherence, efficiency, effectiveness and sustainability.

<sup>22</sup> All aspects of the described methodology need to receive full treatment in the report. Some of the more detailed technical information may be contained in annexes to the report.

<sup>23</sup> A summary matrix displaying, for each of the evaluation questions, the data sources, data collection tools or methods and the standard or measure by which each question was evaluated. This is a good illustrative tool to simplify the logic of the methodology for the report reader.

- **Ethical considerations:** including the measures taken to protect the rights and confidentiality of informants (see UNEG ‘Ethical Guidelines for Evaluators’ for more information).<sup>24</sup>
  - **Background information on evaluators:** the composition of the evaluation team, the background and skills of team members, and the appropriateness of the technical skill mix, gender balance and geographical representation for the evaluation.
  - **Major limitations of the methodology** should be identified and openly discussed, as well as any steps taken to mitigate them.
10. **Data analysis.** The report should describe the procedures used to analyse the data collected to answer the evaluation questions. It should detail the various steps and stages of analysis that were carried out, including the steps to confirm the accuracy of data and the results for different stakeholder groups (men and women, different social groups, etc.). The report should also discuss the appropriateness of the analyses to the evaluation questions. Potential weaknesses in the data analysis and gaps or limitations of the data should be discussed, including their possible influence on the way findings may be interpreted and conclusions drawn.
11. **Findings** should be presented as statements of fact that are based on analysis of the data. They should be structured around the evaluation questions so that report users can readily make the connection between what was asked and what was found. Variances between planned and actual results should be explained, as well as factors affecting the achievement of intended results. Assumptions or risks in the project or programme design that subsequently affected implementation should be discussed. Findings should reflect gender equality and women’s empowerment, disability and other cross-cutting issues, as well as possible unanticipated effects.
12. **Conclusions** should be comprehensive and balanced and highlight the strengths, weaknesses and outcomes of the intervention. They should be well substantiated by the evidence and logically connected to evaluation findings. They should respond to key evaluation questions and provide insights into the identification of and/or solutions to important problems or issues pertinent to the decision-making of intended users, including issues in relation to gender equality and women’s empowerment as well as to disability and other cross-cutting issues.
13. **Recommendations.** The report should provide a reasonable number of practical, actionable and feasible recommendations directed to the intended users of the report about what actions to take or decisions to make. The recommendations should be specifically supported by the evidence and linked to the findings and conclusions around key questions addressed by the evaluation. They should address sustainability of the initiative and comment on the adequacy of the project exit strategy, if applicable. Recommendations should also provide specific advice for future or similar projects or programming. Recommendations should address any gender equality and women’s empowerment issues and priorities for action to improve these aspects.

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<sup>24</sup> UNEG, 2020, Ethical Guidelines for Evaluation: <http://www.unevaluation.org/document/detail/2866>

Recommendations regarding disability and other cross-cutting issues also need to be addressed.

14. **Lessons learned.** As appropriate and/or if requested in the TOR, the report should include discussion of lessons learned from the evaluation, that is, new knowledge gained from the particular circumstance (intervention, context, outcomes, even evaluation methods) that are applicable to a similar context. Lessons should be concise and based on specific evidence presented in the report. Gender equality and women’s empowerment, disability and other cross-cutting issues should also be considered.
15. **Report annexes.** Suggested annexes should include the following to provide the report user with supplemental background and methodological details that enhance the credibility of the report:
  - TOR for the evaluation.
  - Additional methodology-related documentation, such as the evaluation matrix and data-collection instruments (questionnaires, interview guides, observation protocols, etc.) as appropriate.
  - List of individuals or groups interviewed or consulted, and sites visited. This can be omitted in the interest of confidentiality if agreed by the evaluation team and UNDP.
  - List of supporting documents reviewed.
  - Project or programme results model or results framework.
  - Summary tables of findings, such as tables displaying progress towards outputs, targets, and goals relative to established indicators.
  - Pledge of ethical conduct in evaluation signed by evaluators.

**Annex 5 - Pledge of ethical conduct forms (sent as attachment)**

**Annex 6 - UNDP Evaluation Guidelines (sent as attachment), highlighting:**

- Inception report template (section 4)
- Evaluation report template and expected content (Section 4)
- Quality Assessment process (Section 6)