



## Multi-Country Interim Performance Evaluation of the Leveraging Data to Build an Efficient Labor Market in the Northern Triangle (NTLMI) Project

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This report describes in detail the Multi-Country Interim Performance Evaluation of the Leveraging Data to Build an Efficient Labor Market in the Northern Triangle project. Fieldwork for this evaluation was conducted in October 2019. Mathematica conducted this independent evaluation in collaboration with the project team and stakeholders and prepared the evaluation report according to the terms specified in its contract with the U.S. Department of Labor. Mathematica would like to express sincere thanks to all the parties involved for their support and valuable contributions.

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## CONTENTS

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ACRONYMS .....	v
EXECUTIVE SUMMARY .....	vii
I. BACKGROUND AND PROJECT DESCRIPTION .....	1
A. Country and issue context .....	1
B. Project stakeholders .....	3
II. PURPOSE OF EVALUATION .....	7
III. EVALUATION METHODOLOGY .....	9
A. Political economy analysis .....	9
B. Fidelity of implementation .....	10
C. Analysis of outputs .....	11
D. Data collection and analysis .....	12
E. Limitations of the evaluation .....	13
IV. FINDINGS .....	15
A. Structural factors .....	15
B. Institutional factors .....	16
1. El Salvador .....	16
2. Guatemala .....	17
3. Honduras .....	18
4. Common institutional factors .....	19
C. Implementation fidelity .....	19
1. To what extent was the project effectively designed and implemented? .....	19
2. To what extent has the project reached its targets and achieved its objectives? .....	30
3. What factors contributed to delays or progress to implementation? .....	36
4. What are the intended and unintended consequences of the NTLMI Project? .....	37
5. To what extent do the activities and the progress achieved by the project seem sustainable? .....	38
6. What lessons or recommendations can improve the current programming in each country? .....	40
D. Recommendations for sustainability .....	43
REFERENCES .....	47
ANNEX A: TERMS OF REFERENCE	
ANNEX B: STRATEGIC FRAMEWORK	
ANNEX C: PROJECT PMP AND DATA TABLES	
ANNEX D: ROLES OF STAKEHOLDERS	

## TABLES

---

I.1.	NTLMI Project activities, outputs, and outcomes.....	2
II.1.	Performance evaluation objectives .....	7
III.1.	Evaluation components.....	9
III.2.	Fidelity of implementation criteria .....	11
IV.1.	Summary of the LMI training programs.....	23
IV.2.	Schedule of training activities .....	25
IV.3.	Plans for the sustainability of the establishment survey .....	27
IV.4.	Summary of the status of the implementation of project outputs.....	29
IV.5.	Fidelity of the implementation of project outputs .....	30
IV.6.	NTLMI indicator targets and actuals .....	31
IV.7.	Summary of barriers and facilitators to NTLMI implementation.....	36

## FIGURES

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I.1.	Local project stakeholders .....	3
I.2.	Supply, demand, and market-supporting stakeholders engaged in NTLMI.....	5
III.1.	Data collection through fieldwork .....	13
IV.1.	Stakeholder analysis, El Salvador .....	16
IV.2.	Stakeholder analysis, Guatemala .....	17
IV.3.	Stakeholder analysis, Honduras .....	19
IV.4.	Timeline of project activities and outputs as planned .....	21
IV.5.	Topics covered in workshops and certificate program sessions .....	23

## ACRONYMS

CAMARASAL	<i>Cámara de Comercio e Industria de El Salvador</i> (Salvadoran Chamber of Commerce and Industry)
COHEP	<i>Consejo Hondureño de la Empresa Privada</i> (Honduran Council of Private Enterprise)
COR	Contracting Officer's Representative
DIGESTYC	<i>Dirección General de Estadística y Censos</i> (General Directorate of Statistics and Census)
DOL	U.S. Department of Labor
EURO+LABOR	Institutional Strengthening of Decent Employment and Employment Opportunities for Youth in Honduras
FLACSO	<i>Facultad Latinoamericana de Ciencias Sociales</i> (Latin American Social Sciences Institute)
IC	Implementing contractor
ILAB	Bureau of International Labor Affairs
INE	<i>Instituto Nacional de Estadística</i> (National Institute of Statistics)
INFOP	<i>Instituto Nacional de Formación Profesional</i> (National Professional Training Institute)
INGUAT	<i>Instituto Guatemalteco de Turismo</i> (Guatemalan Institute of Tourism)
INSAFORP	<i>Instituto Salvadoreño de Formación Profesional</i> (Salvadoran Institute of Professional Formation)
INTECAP	<i>Instituto Técnico de Capacitación y Productividad</i> (Technical Institute of Training and Productivity)
ITCA	<i>Instituto Tecnológico Centroamericano</i> (Central American Technology Institute)
KII	Key Informant Interviews
LMI	Labor Market Information
MINTRAB	<i>Ministerio de Trabajo y Previsión Social</i> (Ministry of Labor and Social Security)
MoL	Ministry of Labor
MOU	Memorandum of Understanding
MTPS	<i>Ministerio de Trabajo y Previsión Social</i> (Ministry of Labor and Social Security)
NTLMI	Northern Triangle Labor Market Information Project
OTLA	Office of Trade and Labor Affairs
PEA	Political Economy Analysis
PII	Personally Identifiable Information
PMP	Performance Monitoring Plan
STSS	<i>Secretaría de Trabajo y Seguridad Social</i> (Secretariat of Labor and Social Security)
TAC	Technical Assistance and Cooperation Division
TOR	Terms of Reference
UCA	<i>Universidad Centroamericana José Simeón Cañas</i> (Central American University José Simeón Cañas)
UNAH	<i>Universidad Nacional Autónoma de Honduras</i> (National Autonomous University of Honduras)
USAID	United States Agency for International Development
USG	U.S. Government
UVG	<i>Universidad del Valle</i> (University of the Valley of Guatemala)

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## EXECUTIVE SUMMARY

Efficient labor market information (LMI) systems refer to accurate and timely statistics on the labor market and well-developed labor market exchange platforms. These systems help governments monitor employment, develop labor policies, and provide information on employment gaps, which help businesses to hire better qualified people. LMI systems contribute to economic growth by more efficiently advertising and filling open positions. Outdated measures, lack of adherence to best practices, and lack of timely information about the skill supply of the labor force and employer needs characterize the current LMI systems in the Northern Triangle. The Office of Trade and Labor Affairs (OTLA) in the U.S. Department of Labor's (DOL) Bureau of International Labor Affairs (ILAB) contracted IMPAQ International to provide technical assistance (TA) to the governments of El Salvador, Guatemala, and Honduras through the Leveraging Data to Build an Efficient Labor Market in the Northern Triangle Project (hereafter, NTLMI [Northern Triangle Labor Market Information] Project). The project's period of performance is October 1, 2017, through September 30, 2021, with a budget of \$4,000,000. The NTLMI Project, through technical assistance and capacity-building activities, aims to achieve seven outputs: (1) establishing formal agreements with public and private sector institutions; (2) LMI training, workshops, and conferences; (3) revision of national household surveys; (4) facilitation of the creation of an establishment survey in each country; (5) updating of occupational classification systems; (6) advanced sampling mechanisms and data collection methods and manuals; and (7) electronic data collection systems.

OTLA selected Mathematica to conduct the Multi-Country Interim Performance Evaluation (El Salvador, Guatemala, and Honduras) to assess the extent to which the project is achieving stated goals and objectives, assess the fidelity of implementation, identify promising practices and lessons learned, and make recommendations to improve project performance and relevance. Mathematica conducted a mixed-methods performance evaluation with three components: (1) a fidelity of implementation study that draws on document reviews, key informant interviews (KIIs) with implementers and stakeholders, and field observation visits to better understand the current status of LMI systems; (2) an output analysis, which uses administrative performance monitoring data to examine the project's progress toward stated targets; and (3) a political economy analysis (PEA) that includes a stakeholder analysis and drivers-of-change (DOC) framework. Mathematica used three types of data sources, including 72 project documents, 22 field observations of LMI systems and organizations, and 45 KIIs. Mathematica presents the findings from this interim performance evaluation in the remaining sections of this report.

### Evaluation findings

1. **The project has completed the first two years of implementation in accordance with the original work plan.** Five of the seven project outputs meet all eight fidelity criteria, including acceptability, adoption, appropriateness, feasibility, fidelity, coverage, cost, and the potential for sustainability; however, there is room for improvement for appropriateness, coverage, and sustainability in two project outputs: (1) establish formal agreements with public and private sector institutions, and (2) LMI training, workshops, and conferences.

2. **Ninety-five percent of beneficiaries interviewed during the evaluation believe that the program model is both appropriate to the local context and relevant to LMI needs.** Improving the efficiency of the LMI systems requires the engagement and collaboration of actors from the public and the private sector. The NTLMI Project is building collaboration among the different institutions by including local stakeholders in the planning and design process and adapting the program to local customs and norms.
3. **The training model meets the basic capacity needs of the target beneficiaries; however, the curriculum does not always map to skill needs of more advanced staff.** The NTLMI Project offers training activities that are co-designed and co-delivered by FLACSO and IMPAQ to develop participants' LMI skills and knowledge. The training model draws on local and international experts and, according to interviewees, meets their basic skill development needs. However, some technical staff that directly work on LMI systems are in the need of more advanced material and feel that offered course material does not always add on to what they already know.
4. **While the technical assistance and capacity-building activities are offered in the right amount and duration, stakeholder staff expressed significant barriers to regular attendance of training activities.** Participants in the KIIs noted that the training and technical support were offered at times that were generally convenient for them. They indicated that the training lasted long enough to help them learn the skills (approximately 65-90 hours depending on the country, across 10 sessions). The participants reported that they incorporate the new learnings into their daily tasks. For example, participants mentioned that when they encounter an unfamiliar labor market concept, they consult their course material to refresh their memory on the concept. Several staff we interviewed who are responsible for the analysis of LMI indicated that they gained a better understanding what occupations and industries constitute the classifications used by LMI producers. This new knowledge enhanced their analytic capabilities. Their responses corresponded with literature on the average time it takes to uptake information and create behavior change.
5. **IMPAQ has piloted establishment surveys to incentivize the public and private sectors to implement a national survey in the future.** One of the most essential components of the NTLMI Project is facilitating the creation of an establishment survey in each country. Conducting a survey of business establishments for public use requires trust and cooperation among businesses, public authorities, and technical expertise; however, strong, cooperative relationships are a challenge between the public and private sectors in the Northern Triangle. To overcome this barrier, the implementer is conducting pilot establishment surveys in each country. IMPAQ believes that by demonstrating the utility of these pilot surveys, the project will persuade the public and private sectors of the usefulness of the data and convince them to support national-level administration of these types of surveys.

The evaluation identified important barriers to implementation, as well as factors that enable successful implementation. Obstacles include institutional factors, such as the noncommunicative and distrustful relationship between labor ministries and statistical bureaus; staffing constraints, including staff mobility and high turnover (i.e. a large proportion of public employees leave their organization and are replaced by new employees) in national government

agencies; and lack of trust, resources, and safety. The NTLMI project identified some of these barriers, particularly institutional ones, at the design stage and partially mitigating them by strengthening institutional cooperation through MOU's and forming steering committees. Other factors that facilitate successful implementation include the institutional and political support for improved LMI systems, improved working relationships, and an enabling legal framework. The project has also achieved several outcomes beyond the core effects discussed above, including the development of strong personal connections among staff from different government institutions and the potential to reduce migration from the Northern Triangle.

## Lessons learned

- 1. Building on existing LMI systems in each country requires identifying strengths and weaknesses in need of support.** LMI is produced and stored by a variety of stakeholders. These stakeholders may work in one division within the central implementing entity or across multiple divisions that may be siloed in their approach to work and communication of information. IMPAQ and its partners began their work with a diagnostic exercise that was crucial to helping stakeholders take stock of what type of information already existed in-country, identify the strengths and weaknesses of existing LMI, and plan their improvement strategy accordingly. As IMPAQ moves ahead with implementation, it will be important to continue taking stock of LMI strengths and weaknesses and help stakeholders understand how to connect and integrate LMI information across units and organizations, particularly when crises such as COVID-19 or weather-related events cause shutdowns. Linking the information and making it accessible through technology can help people find employment even during times of crisis.
- 2. Assessing the skills needs of beneficiaries can help implementers produce appropriate course material.** The extent to which program curriculum helps develop skills and capacity of the staff served depends on its appropriateness for the initial skill and knowledge base of participants. To meet differing needs of stakeholder staff, IMPAQ and FLACSO offered two training programs: workshops that are more advanced and geared toward technical staff, and a certificate program that is more theoretical and offered to a wider group of stakeholders. Despite these two streams of curriculum, some participants, especially technical staff who are directly involved with the production and analysis of existing LMI expressed demands for more advanced material. The implementer should identify further opportunities to provide participants with appropriate course material.
- 3. Working with authorities in stakeholder institutions can remove barriers to staff participation in trainings.** Additionally, sustaining participants' regular attendance for the entire duration of the program can be challenging especially due to barriers such as conflicting work-demands, busy schedules, transportation and non-work life responsibilities. The implementer has scheduled training sessions to accommodate these obstacles as much as possible and has offered incentives, such as lunches and parking vouchers to sustain attendance. However, interviewed participants expressed that excessive work demands remained an important barrier to their regular participation, preventing them from fully benefiting from the training offered. The implementer should continue to work with stakeholder institutions to help participating staff manage their work-responsibilities. There

are several options that IMPAQ can explore to improve access and participation in the training workshops including: (1) recording each training session and making that session available to participants who are unable to attend; (2) broadcasting the sessions via web-based platforms so participants can sign in from their work facilities and participate while at work; and (3) create rotating schedules that adjust to participants' availability (e.g. offer one session in the morning and then the next training session in the afternoon or evening). Using technology to record and broadcast training sessions can also ensure continuity of training during crisis situations such as COVID-19.

4. **Stakeholder engagement is key to building trust and improving efficiency.** Improving the efficiency of the LMI systems requires the engagement and collaboration of actors from both the public and private sectors. The project stakeholders in the Northern Triangle tend not to trust one another, which leads to a lack of collaboration and data sharing. For example, the private sector is unwilling to provide data on staffing practices and needs to the government because they are concerned that the government will impose policies that hurt their competitive processes and increase their tax burden. Involvement in the project through a bilateral relationship with the implementer and the local implementing partner FLACSO, rather than through direct relationships with other stakeholders, enabled stakeholder buy-in and willingness to share information.
5. **Working with third-party entities such as universities can help disseminate up-to-date information on employment and mitigate challenges in data sharing practices.** Working with the tourism industry, the implementer demonstrated best practices for conducting an establishment survey. The implementer engaged with local universities who agreed to house and disseminate employment information while protecting the confidentiality of the data. The universities will offer researchers, government officials, and the public access to aggregate data, which implementers hope will improve confidence in the survey. This approach serves as a possible model for mitigating data sharing challenges in countries where data ownership conflicts and mistrust exist between the public and private sectors. To help sustain the establishment survey effort, IMPAQ will pass on all related survey material, including the questionnaire and the statistical command file, to the involved stakeholders so that they can replicate the survey in the pilot industry or conduct it in other industries. Getting these surveys developed and available for online completion is a further step that can help stakeholders maintain data collection and update employment information during crisis situations. Surveys sent to businesses via an online portal or email could be completed digitally, thereby updating stakeholders' LMI datasets and helping to create seamless employment information throughout the year.
6. **Drawing on both local and international experts helps ensure high technical capacity while maintaining local adaptation and relevance.** The project relies on both external and internal experts for delivering capacity-building activities. This mixed approach ensures that participants are up to date on the best international practices for collecting, analyzing, and disseminating LMI, while applying what they learn within their local context.
7. **Creating capacity-building systems that train and retrain as needed ensures institutions can cope with staff turnover and movement in the long term.** Even though LMI is a relatively narrow topic, there is a substantial amount of LMI staff mobility in the region due

to the prevalence of short-duration, fixed-term contracts and administration changes. After the end of the implementation period, the countries will be able to reuse LMI training material and offer it to new cohorts of participants at a small cost. Recording training sessions and making the videos available online can also provide an added opportunity for new staff in the organizations to learn the information as they take on new positions. These types of solutions are particularly important during crisis situations when in-person training cannot take place.

## Recommendations

- 1. All LMI stakeholder institutions within countries should focus on establishing a collaborative environment through formal agreements among themselves.** The sustainability of capacity-building gains and survey advancements made by the project hinges on whether the state institutions have formal agreements in place, not just Memoranda of Understanding (MOUs) with IMPAQ. Stakeholder institutions should build agreements among relevant key institutions and should also extend institutional relationships and agreements beyond those based in capital cities, incorporating key regional LMI stakeholders in the project activities to increase the breadth of the project's impact and chances for sustainability.
- 2. Implementers should continue building the capacity of staff across key organizations to design, understand, and use LMI systems, and eventually transition these activities to stakeholder institutions.** Nearly all (96 percent) of the relevant stakeholders expressed positive responses to the workshops and *Diplomado* certificate program, but this feedback was coupled with requests for additional capacity-building activities that include more advanced material. Stakeholders also requested that the capacity-building eventually be absorbed by stakeholder institutions, especially FLACSO, statistical bureaus and labor ministries, so that it is institutionalized into local systems. IMPAQ should continue to focus on applied technical training, improve the match between participant needs and course materials, and remove barriers to participation such as schedule clashes, transportation difficulties and workload. To increase attendance, IMPAQ might consider offering trainings via live streams or recorded training sessions. This could also help participants maintain engagement during shutdowns caused by crises such as COVID-19. Once recorded, applied technical training could be made available through web platforms so that new stakeholder staff – or staff requiring additional training – could easily access the sessions and use online learning to improve their skill sets.
- 3. Implementers should maintain the involvement of agency heads in the project through high-level meetings.** Document review and interviews with implementers, academic institutions, and private sector stakeholders suggest that the sustainability of project outcomes would be improved if the heads of agencies—the real decision makers at labor ministries and statistical bureaus—directly engage with one another and the project implementers through periodic high-level meetings to discuss NTLMI progress. IMPAQ should organize these meetings on a regular basis during the second half of the project. This step is especially important given the turnover of high-level agency heads, who are political appointees and may lack the longer-term knowledge of the project. The engagement of these

executive figures will raise the profile of LMI development and maintain momentum for project activities.

4. **When there is an administration change, implementers need to conduct introductory meetings with new political appointees to help them understand project goals and the importance of LMI systems.** IMPAQ should hold introductory meetings to discuss project outputs and future activities with incoming members of the new administrations. Involving administration staff from the beginning in key aspects of the project helps improve trust and buy-in to LMI activities by connecting the utility of these systems to the work staff do within their agency or organization.
5. **Implementers should continue to anchor project activities in statistical bureaus, ministries of labor, industry representatives, and universities.** The sustainability of project-initiated activities depends on whether the activities can be anchored in a durable institution that fully adopts the responsibility to continue the activities and has the legal mandate and financing to carry out the activities after the project has closed. Most project activities are already anchored in institutions (i.e. household survey improvement activities are anchored in statistical bureaus); nevertheless, IMPAQ should prioritize working closely with public sector institutions to select the institutional base for the establishment survey in the second half of the project. Training curricula from the workshops and certificate program could also be embedded in ministry professional development programming to help anchor capacity-building efforts.
6. **Implementers should use the media to promote project outputs and highlight accomplishments.** Promoting the project through the media to the public and the business community can improve private sector trust in the data collection efforts and elevate LMI systems as a national priority by creating public visibility. IMPAQ and FLACSO should work with LMI users and project beneficiaries, including government institutions, technical training institutes, students, employers, and employees, to disseminate the accomplishments of the project to build public awareness and enthusiasm.
7. **Donors should support data-driven cultures in stakeholder institutions to impact related policy.** Staff from the statistical offices expressed that the legislation authorizing their institutions is rigid, provides insufficient funding, and prevents the internal flexibility of the bureaus to improve the efficiency of LMI production. Although legislative reform is beyond the scope of the project, donor agencies should support institutional cultures that prize data and statistical rigor, which could help agencies advocate for improvements in LMI production. Donor organizations can also emphasize that strong LMI systems are essential for policymakers, employers, and workers to deal with the isolation and layoffs caused by crises such as the COVID-19 pandemic. With robust LMI systems, workers could better explore formal employment opportunities online, employers could assess their staffing and hiring prospects, and policymakers could use real-time data to prepare supports for key sectors of the economy.

## I. BACKGROUND AND PROJECT DESCRIPTION

### A. Country and issue context

Efficient labor market information (LMI) systems refer to accurate and timely statistics on the labor market and well-developed labor market exchange platforms.

These systems help governments monitor employment, develop labor policies, and provide critical avenues for economic growth. Outdated measures, lack of adherence to best practices, and lack of timely information about the skill supply of the labor force and employer needs characterize the current LMI systems in the Northern Triangle. The region also faces larger challenges, including economic stagnation, labor market inefficiency with high rates of employment in the informal sector, structural unemployment, out-migration of labor, and recruitment of youth into violent groups. Strengthening LMI systems is a crucial step to overcoming several of these barriers. The Office of Trade and Labor Affairs (OTLA) in the U.S.

Department of Labor’s (DOL) Bureau of International Labor Affairs (ILAB) contracted IMPAQ International to provide technical assistance (TA) to the governments of El Salvador, Guatemala, and Honduras through the Leveraging Data to Build an Efficient Labor Market in the Northern Triangle Project (hereafter, NTLMI [Northern Triangle Labor Market Information] Project). The project’s period of performance is October 1, 2017, through September 30, 2021, with a budget of \$4,000,000. By producing a set of capacity-building outputs and outcomes in the form of training, mentoring, workshops, or other direct activities to a range of government and nongovernment staff in El Salvador, Guatemala, and Honduras, the NTLMI Project aims to increase labor market efficiency and performance. The project’s primary objectives<sup>1</sup> include the following outcomes:

1. Increase the capacity of governments to publish reliable, comprehensive, and current LMI in user-friendly formats for the general public and professional audiences. This outcome includes having statistical bureaus that can conduct well-designed household and establishment surveys regularly, labor market observatories that generate valid labor market estimates, and personnel at government statistical agencies who have improved skills and knowledge.



**The state of LMIs in the region at the start of the NTLMI Project**

Government agencies in El Salvador, Guatemala, and Honduras conduct large-scale, periodic household surveys on education, employment status, and other occupational families- and individual-level indicators. However, the surveys have relied on outdated methodologies and instruments, are not always undertaken on a regular timeline, and do not collect information about labor skills and employer needs. Despite past efforts by statistical bureaus of each country, the bureaus do not have a nationally representative establishment survey that collects data on employment and earnings by industry and occupation.

<sup>1</sup> The project document refers to these two objectives as outcomes 1 and 5 (see strategic framework in Annex B). However, the other outcomes considered there (2, 3, and 4) are addressed through project initiatives not evaluated in this report. For clarity, we will refer to these two outcomes as 1 and 2.

2. Enhance LMI knowledge and skills among employers, service providers, practitioners, and policymakers to demonstrate enhanced skills in and understanding of how to use LMI.

Table I.1 summarizes the main activities and outputs intended to deliver these outcomes. Annex C presents the full performance monitoring plan (PMP) with targets.

**Table I.1. NTLMI Project activities, outputs, and outcomes**

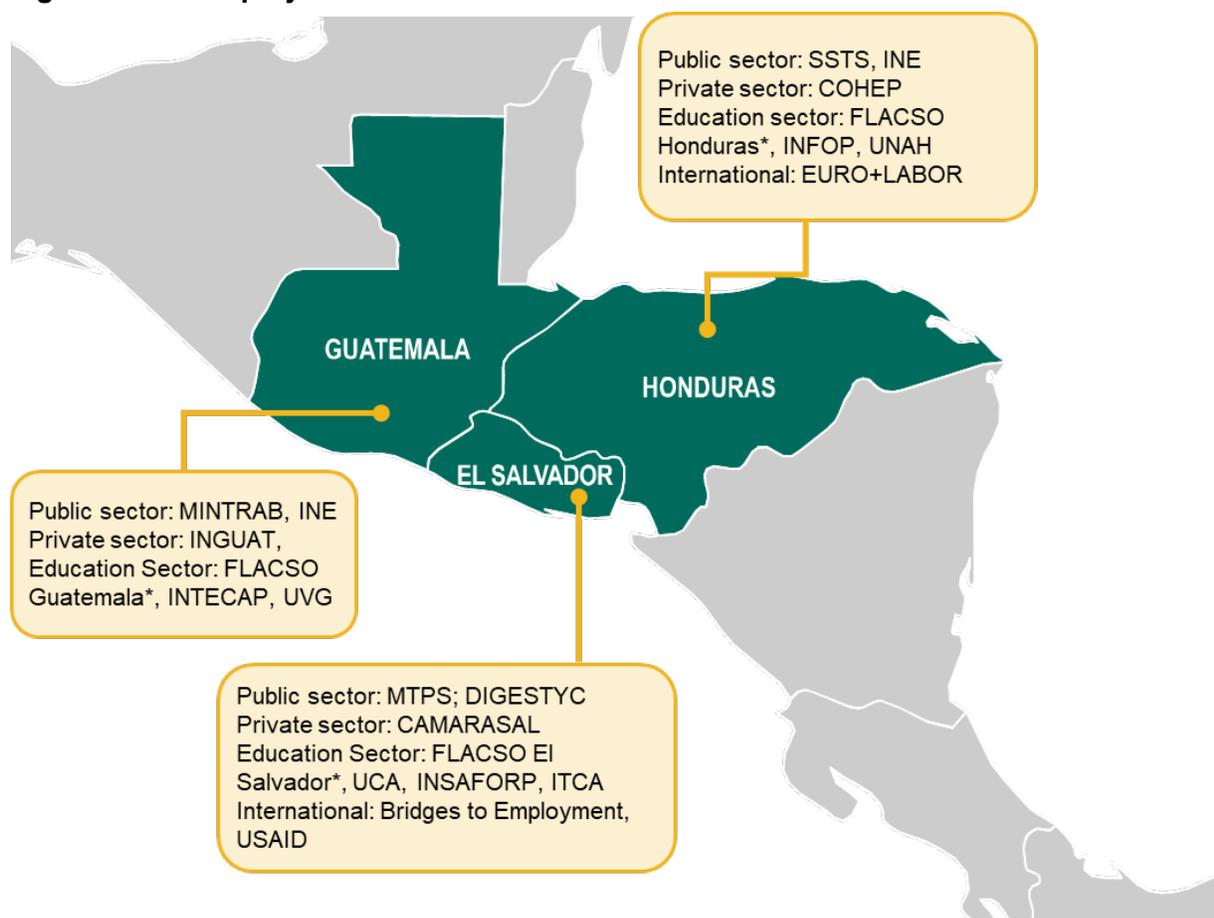
Activities	Outputs	Outcome		
1. Deliver workshops and certificate programs on using LMI in household surveys to technical staff	National household survey revised	2		
2. Provide targeted technical assistance in the review and refinement of the household survey instrument in each country				
3. Deliver workshops on establishment survey development for technical staff	Establishment survey created in each country	1		
4. Review and assess the occupation and industry classifications that are used in each country				
5. Provide targeted TA to the statistical institutes in updating their classification systems				
6. Review and upgrade sampling mechanisms and data collection methods				
7. Prepare a manual with best practices and a country-specific report containing detailed recommendations for improvement				
8. Prepare draft instruments to implement an establishment survey and identify potential industries in each country to pilot the survey				
9. Deliver workshops on classification systems and updates to technical staff			Occupational classification systems updated	2
10. Deliver workshops and certificate programs on topics such as survey instrument design to technical staff			Advanced sampling mechanisms and data collection methods and manuals established	1
11. Sign Memoranda of Understanding (MOUs) with 17 partners from government agencies, academic institutions, and the private sector	Formal agreements secured with public and private institutions	1		
12. Establish steering committees in each country and hold regular meetings				
13. Promote the use of electronic data collection systems	Completed electronic data collection systems	1		
14. Provide targeted TA in implementing new electronic data collection systems				
15. Develop training materials on LMI, deliver workshops and organize certificate programs and conferences on LMI	LMI training, workshops, and conferences completed	2		
16. Enable participation of senior technical officers from statistical bureaus of each country at the 20th International Labour Statisticians Conference				

OTLA selected Mathematica to conduct the Multi-Country Interim Performance Evaluation (El Salvador, Guatemala, and Honduras) (hereafter, interim evaluation). The evaluation team conducted data collection in each country in October 2019 (25 months into the NTLMI Project) and submitted the final report to ILAB in March 2020.

## B. Project stakeholders

IMPAQ International works with 22 local stakeholders from the public, private, education, and international sectors, 17 of which have signed an MOU with IMPAQ.<sup>2</sup> The project works with nine stakeholder organizations in El Salvador, six in Guatemala, and seven in Honduras. Figure I.1 summarizes the distribution of stakeholder organizations across countries and sectors. The following section discusses the responsibilities of the project’s implementing partners and public, private, and academic stakeholders. See Annex D for further details on each stakeholder.

**Figure I.1. Local project stakeholders**



\* Implementing partner.

MINTRAB = Ministry of Labor and Social Security; INE = National Institute of Statistics; INGUAT = Guatemalan Institute of Tourism; FLACSO = Latin American Social Sciences Institute; INTECAP = Technical Institute of Training

<sup>2</sup> Although IMPAQ has not signed MOUs with each country’s central bank, personnel from those institutions have joined the capacity-building activities and participated in the steering committee meetings.

**Figure I.1 (continued)**

and Productivity; UVG = University of the Valley of Guatemala; MTPS = Ministry of Labor and Social Security; DIGESTYC = General Directorate of Statistics and Census; CAMARASAL = Salvadoran Chamber of Commerce and Industry; UCA = Central American University José Simeón Cañas; INSAFORP = Salvadoran Institute of Professional Formation; ITCA = Central American Technology Institute; USAID = United States Agency for International Development; STSS = Secretariat of Labor and Social Security; COHEP = Honduran Council of Private Enterprise; INFOP = National Professional Training Institute; UNAH = National Autonomous University of Honduras; EURO+LABOR = Institutional Strengthening of Decent Employment and Employment Opportunities for Youth in Honduras.

The NTLMI Project is organized in a decentralized manner across each of the three countries. In Honduras and El Salvador, IMPAQ delegated specific technical tasks to a local implementation partner, FLACSO. FLACSO is an autonomous social sciences research organization in Latin American and the Caribbean. It organizes capacity-building activities with IMPAQ and coordinates project activities with stakeholders from the public, private, and education sectors.

Effective LMI systems include both the supply and demand side of the need for labor market information, as well as market-supporting organizations. On the supply side, effective LMI systems need organizations that supply information to the economy. The information includes, but is not limited to, occupational information, job matching systems and sources, economic and industry profiles, and information on jobs and wages. On the demand side, users require the information to inform technical, vocational, and university training programs. Market-supporting organizations are those entities that help support and build the capacity of demand- and supply-side actors to provide and use labor market information. Figure I.2 demonstrates the relationship among the supply, demand, and market-supporting stakeholders.

The major **public sector** stakeholders that support the supply side of LMI use in each country are the statistical bureaus. Statistical bureaus are the primary agencies that conduct national household surveys as well as censuses used to construct sampling frames for representative surveys. These bureaus are responsible for providing statistical data gathered through household and establishment surveys that inform other stakeholders in the system (labor departments, technical training institutions) about the status of formal employment in the country. Their project roles include updating labor market classifications and concepts in their household surveys, revising the structure of the survey instruments, improving the sampling and data collection methods, and participating in the steering committees, workshops, and *Diplomados* (certificate programs).

FLACSO and other stakeholders in the **academic sector** also support the supply side of LMI systems (Figure I.2). FLACSO delivers training activities and supports IMPAQ in carrying out the pilot establishment survey in El Salvador and Honduras. The role of the **research universities** is to participate in capacity-building activities and steering committee meetings and to host and manage the establishment survey.

**Figure I.2. Supply, demand, and market-supporting stakeholders engaged in NTLMI**

On the demand side, **private sector** stakeholders such as Chamber of Commerce and Industry of El Salvador (CAMARASAL), Institute of Tourism in Guatemala (INGUAT), and Council of Private Enterprise of Honduras (COHEP) drive the need for better LMI systems. Their roles in the project include participating in capacity-building activities and steering committee meetings, contributing to the establishment (demand-side) survey pilot, and facilitating relationships with the survey pilot target sectors.

**Technical training institutions**, as the leading providers of vocational (demand-driven) training, are the primary users (and to a lesser degree, producers) of demand-side LMI. Their project role includes participating in capacity-building activities and steering committee meetings, sharing technical training information, offering comments on the establishment survey pilot (in Honduras and El Salvador) and, in the future, updating their training based on nationally representative demand-side LMI.

The NTLMI Project also includes a variety of **market-supporting stakeholders**. **Labor departments** are the primary users of data collected by the statistical bureaus and other agencies that produce LMI. These departments use the data to understand skill and employment gaps in the economy, conduct wage and benefit studies, and update occupational classification systems. Their roles in the project include participating in the capacity-building activities and steering committee meetings, collaborating in the revisions to occupational and industrial classification systems, and, in El Salvador, advising on the establishment of the survey pilot instrument.

**International stakeholders** also play a market-supporting role in the project. *Puentes para el Empleo*, a USAID-funded program in El Salvador, provides youth with technical and life skills and fosters an enabling environment for employment and economic inclusion. *Puentes* staff participate in NTLMI capacity-building activities and provide feedback and recommendations to

the project, and USAID El Salvador advises IMPAQ on project implementation and provides support as needed. In Honduras, Euro+Labor, in the Secretariat of Labor and Social Security, supported the NTLMI Project launch, attends steering committee meetings, and is a potential collaborator in establishing a beta virtual labor exchange services (i.e. referral and job placement services) or LMI system.

## II. PURPOSE OF EVALUATION

The purpose of this interim performance evaluation is to assess the extent to which the project is achieving stated goals and objectives in Guatemala, El Salvador, and Honduras, assess the fidelity of implementation, identify promising practices and lessons learned, and make recommendations to improve project performance and relevance. Specifically, Mathematica assessed the following objectives using qualitative methods, including document reviews, KIIs, site visits, and observations. Table II.1 summarizes the objectives and associated data collection methods.

**Table II.1. Performance evaluation objectives**

Evaluation objective	Data source
1. Assess the relevance of the project in the cultural, economic, and political context of each country; the validity of the project design; and whether the project is suited to the priorities and policies of the host government and other national stakeholders	Document review KIIs
2. Determine whether the project is on track toward meeting its objectives	Document review KIIs
3. Identify challenges and opportunities encountered and analyze the factors driving them	Document review KIIs Site visits Observations
4. Assess the effectiveness of the project's strategies and its strengths and weaknesses in implementation, and identify areas in need of improvement	Document review KIIs Site visits Observations
5. Provide conclusions, lessons learned, and recommendations	Document review KIIs Site visits Observations
6. Assess plans for sustainability at local and national levels, and identify steps to enhance sustainability	Document review KIIs Site visits Performance indicators

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### III. EVALUATION METHODOLOGY

To answer the research questions, the evaluation team conducted a mixed-methods performance evaluation with three components: (1) a **fidelity of implementation study** that draws on document reviews, KIIs with implementers and stakeholders, and field observation visits to better understand the current status of LMI systems; (2) **an output analysis**, which uses secondary performance monitoring data to examine the project’s progress toward stated targets; and (3) a **political economy analysis (PEA)** that includes a stakeholder analysis and drivers-of-change (DOC) framework. PEA examines the interaction and distribution of power and resources among individuals and the processes that create, change, and sustain institutional relationships. PEA analysis can help donors and implementers understand where to focus resources for effective implementation and sustainability of outcomes. Table III.1 links the evaluation components to the research questions. Below, each component is discussed in further detail, including data sources, analysis approach, and timing. The evaluation matrix can be found in Annex A.

**Table III.1. Evaluation components**

Research question	Political economy analysis	Fidelity of implementation	Outputs analysis
1. Was the project effectively designed and implemented? Were activities implemented as planned? What were the key barriers to and facilitators of project implementation?	X	X	
2. To what extent has the project reached its targets and achieved its objectives?		X	X
3. What factors contributed to delays or progress (for example, political, economic, institutional, or logistical factors)?	X	X	X
4. What were the intended and unintended effects of implementing the program in the country?	X		
5. To what extent do the activities and the progress achieved by the project seem sustainable? In what ways?	X		X
6. What lessons or recommendations can evaluators offer to improve the current programming (including the sustainability strategy) on the project?	X	X	

#### A. Political economy analysis

PEA allows evaluators to delve into issues beyond efficiency and look at power dynamics, willingness to change, and institutional facilitators and blockages that can prevent uptake of interventions. PEA also supports risk analysis and adaptive management and can help policymakers obtain a more comprehensive understanding of situations in their work environment. The evaluation team used the World Bank’s problem-driven governance and

political analysis tool to understand specific issues and changes in the LMI sector. The PEA involves using data from KIIs, along with administrative data from the project, to identify issues, facilitators of and barriers to change, and the political and institutional environment, to see how projects can effect change.

Data analysis uses the drivers-of-change (DOC) framework to code qualitative data.

Mathematica applied Warrener’s (2004) three conceptual areas to analyze the data as follows:

1. **Structure.** The political history and structure of labor market efforts and trends in the Northern Triangle (such as labor movements or public investments in training), the trajectory of social and economic development in each country generated by internal forces and by those external to the country or region, and demographic trends.
2. **Institutions.** The relevant legal framework, government policies (from labor, education, and other sectors), formal administrative and financial processes, and the day-to-day, de facto norms and rules that influence the behavior of agents.
3. **Agents.** Organizations and individuals who pursue their interests. In the given evaluation, agents include politicians and political appointees, public service staff employed by ministries, and private sector actors.

The evaluation team coded the results and then mapped the results to the stakeholder diagram to show the changing political and economic relationships occurring on the project. The mapping allowed the evaluators to document how different institutions and agents influence the decision-making process; examine the change process; and provided insights into what, how, and why change takes root in a given sector.

## B. Fidelity of implementation

A fidelity of implementation study examines factors affecting implementation, the processes followed by implementers, and the results achieved by the project, including how to introduce potential solutions into systems or how to promote their large-scale use and sustainability. The intent is to understand what, why, and how interventions work in real-world settings and to test approaches to improving those interventions (Peters et al. 2014). To measure the fidelity of implementation, the evaluation team used the criteria elaborated in Table III.2 to assess the acceptability, adoption, appropriateness, feasibility, fidelity, cost, coverage, and sustainability of the interventions.

**Table III.2. Fidelity of implementation criteria**

Criteria	Working definition	Related terms	Assessment strategy
Acceptability	The perception among stakeholders that an intervention is agreeable	Factors related to acceptability (for example, comfort, credibility)	Responses to questions included in KII protocols for stakeholders were coded numerically to quantify.
Adoption	The intention, initial decision, or action to try to employ a new intervention	Uptake, utilization, intention to try	Document review summarized examples of stated uptake and legislative changes or steps. KII interviews asked stakeholders about uptake of specific interventions and used themes and quotes to substantiate.
Appropriateness	The perceived fit or relevance of the intervention in a setting or for a particular target audience or problem	Relevance, perceived fit, perceived usefulness	Responses to questions included in KII protocols for stakeholders were coded numerically to quantify.
Feasibility	The extent to which an intervention can be carried out in a particular setting or organization	Practicality, actual fit, utility	Assessed through PEA interview questions and analysis of coded data.
Fidelity	The degree to which an intervention was implemented as it was designed in an original protocol, plan, or policy	Adherence, delivery as intended, integrity, quality of program delivery, intensity or dosage	Assessed through mapping workplan and timeline against status of intervention activities. Interviews with key implementation staff to understand adherence and facilitators/barriers of implementation.
Implementation cost <sup>*</sup>	The incremental cost of the implementation strategy; total cost of implementation includes the cost of the intervention itself	Marginal cost, total cost	Assessed through financial information provided in the implementer's progress reports.
Coverage	The degree to which the population eligible to benefit from an intervention receives it	Reach, access, service spread, or effective coverage penetration	Target beneficiaries mapped and compared to those receiving interventions.
Sustainability	The extent to which an intervention is maintained or institutionalized in each setting	Maintenance, continuation, durability, institutionalization, routinization, integration, incorporation	KII protocol interview questions and coded data. Used themes and interview quotes to substantiate findings.

Note: Adapted from Peters et al. (2014).

<sup>\*</sup> The report does not provide an implementation cost analysis.

## C. Analysis of outputs

The outputs analysis reviewed the PMP targets and actuals to date to determine the extent to which the project is moving toward completion of its goals. This component draws on administrative sources, including project monitoring data, data from training workshops, and data from the certificate program. The analysis examines indicators that IMPAQ and DOL are

tracking across the three countries of the Northern Triangle. The results of the analysis should be considered preliminary.

## D. Data collection and analysis

This section provides more detail on the data sources for the fidelity of implementation, trends analysis, and PEA components.

**Seventy-two project documents reviewed.** Mathematica used a document review template to review 10 documents that ILAB and IMPAQ provided to the team. These documents included one technical proposal, one final project document, six technical progress reports, and two trip reports. The evaluation team also reviewed, without a structured template, the following documents:

- **Survey instruments.** Two draft pilot questionnaires for the establishment survey
- **Performance Monitoring Plan** Indicator Tracking Table
- **Household and social surveys.** The evaluation team reviewed the three existing household surveys to identify the availability and quality of the instruments in national LMI systems.
- **Training and workshop material.** Twenty-six slide decks from workshops on survey instrument design, LMIs in household surveys, and establishment survey development; curricula-planning documents and reports.
- **Meeting notes.** Twelve sets of minutes from the steering committee meetings that took place in each country (three in El Salvador, five in Guatemala, and four in Honduras).
- **MOUs** with 17 partners and stakeholders (seven in El Salvador, five in Guatemala, and five in Honduras).

**Field observations of 22 LMI systems and organizations.** Mathematica verified the information learned from the project document review on the status of LMI systems by conducting site visits to organizations that collect, use, or store LMI. This exercise helped evaluators assess the adequacy and appropriateness of the implementing organization's capacity-building activities to strengthen the LMIs, particularly activities related to revising the national household surveys. During the field trip in October 2019, the evaluation team conducted site visits to 22 stakeholder organizations: seven visits in Honduras, nine in El Salvador, and six in Guatemala (Figure III.1). The evaluation team also attended workshop and certificate program sessions to observe the training provided by implementers. The team conducted short, semi-structured interviews with a non-randomly selected sample of training attendees after the observed training session to supplement findings from the KIIs (described below).

**Key informant interviews.** During the field trip that took place in October 2019, Mathematica conducted 45 interviews with 60 individuals to help evaluators gain a detailed understanding of how IMPAQ International designed and has been implementing TA services for LMI systems' capacity-building in the region (see Figure III.1). Following best practices for collecting qualitative data, the team digitally recorded all interviews (when possible) and took notes, which

they summarized and coded for analysis. The evaluation team also conducted interviews with ILAB and IMPAQ staff.

**Figure III.1. Data collection through fieldwork**

	14-18 October 2019 Tegucigalpa, Honduras 	21-25 October 2019 San Salvador, El Salvador 	21-25 October 2019 Guatemala City, Guatemala 
	Site visits to 7 stakeholders	Site visits to 9 stakeholders	Site visits to 6 stakeholders
	13 interviews with 18 participants	18 interviews with 22 participants	14 interviews with 20 participants
	3 hours of participant observation of workshop sessions	3 hours of participant observation of <i>Diplomado</i> sessions	3 hours of participant observation of <i>Diplomado</i> sessions

## E. Limitations of the evaluation

Mathematica uses multiple data sources and data collection methods to triangulate results and strengthen the internal validity of its evaluation. The team used document review, KIIs, and participant observations to understand the implementation process and draw conclusions and recommendations that support IMPAQ in their implementation processes. However, the evaluation has its limitations, including the inability to draw causal inferences and to assess outcomes that have not taken place in the first two years of implementation, as well as stakeholder inability to recall past information. These limitations are discussed in more detail below.

1. This evaluation is a performance evaluation and cannot provide attribution or causal inferences for findings due to the lack of a counterfactual, that is, what would have happened in the absence of the intervention. Performance evaluations instead are designed to provide feedback to implementing organizations and donors to help them make course corrections or improve activities.
2. This is an interim evaluation that focuses on the first two years of the project. Several of the activities related to important project outputs, such as the revised national household surveys and electronic data collection systems, will take place in the final two years of the implementation. While findings from the first half of the project provides important lessons and recommendations for implementation, the interim evaluation is unable to assess progress on several key outputs because the activities have not taken place in the life cycle of the project.
3. A review of the household survey instruments was not included as part of our document review because implementers in each country were still working on revising instruments for household surveys.

4. This evaluation draws primarily on qualitative methods since large-scale survey methods are unsuitable for the pool of direct beneficiaries (i.e. a small number of technical staff). The choice of methods means that we cannot easily quantify outputs and outcomes, apart from those illustrated with project monitoring data. Mathematica originally intended to conduct a trends analysis, but no outcomes data were available at the time of the evaluation since LMI systems were still under development. The team did conduct an analysis of outputs based on the achievement of relevant PMP targets.
5. Results from the evaluation may be susceptible to interview recall bias. Recall bias is a systematic error that occurs when participants in interviews or focus groups have difficulties recalling information in an accurate and detailed manner from the past (Bamberger 2006). Interviews conducted in this evaluation ask participants to recall information dating back several months to two years and should be interpreted with the understanding that participants' recall may not be 100 percent accurate. We have tried to mitigate recall bias through triangulation of research methods.
6. Some of the findings from government stakeholders may be limited because they recently took office following elections. El Salvador and Guatemala experienced changes in their administrations in June of 2019 and January 2020 respectively. In El Salvador, several of the key informants were political appointees put in office in July of 2019, only three months prior to Mathematica's data collection efforts. These key informants had limited experience to share with evaluators about the origin of the NTLMI project and its history within their respective agencies. However, these new stakeholders were enthusiastic about LMI development and supportive of both the IMPAQ project and the Mathematica evaluation. In Guatemala, run-off elections took place in August 2019 and the new president, took office in January 2020 after Mathematica's fieldwork. Therefore, key informants had limited certainty about their future involvement with project activities and only offered limited insight about the sustainability of the project overall.

## IV. FINDINGS

Effective LMI systems play a critical role in helping national economies grow. Information gathered from these systems contributes to building a skilled workforce that pushes business competitiveness and economic growth, clarifies career pathways, guides skill attainment for good jobs, helps job seekers understand the rapidly changing nature of the workforce, and contributes to more effective workforce training and education programs (WIAC 2019). Without this information, nations' labor markets cannot function efficiently or effectively.

Across the Northern Triangle, poverty, low economic growth, unemployment, large informal sectors, violence, and migration affect the labor market (Meza-Cordero et al. 2018). The lack of effective labor market systems prevents job seekers, employees, employers, training providers, and policymakers from sharing information to help improve employment levels in each country. The following section uses a political economy lens to shed light on the structural and institutional factors facing the NTLMI Project.

### A. Structural factors

The Northern Triangle includes some of the poorest countries of the Western Hemisphere. Land ownership and economic power in the Northern Triangle region have typically been concentrated among a small group of elite stakeholders. Although market-oriented policies implemented during the 1980s and 1990s led to an increase in macroeconomic stability and a more diversified economy, the changes have not translated into improved living conditions for most people in the region (CRS 2019) and extreme poverty remains high. In El Salvador and Honduras, 29 and 62 percent, respectively, of the population live below the national poverty line. In the western highlands of Guatemala, 76 percent of the population lives in poverty, with 27 percent living in extreme poverty.

Poverty issues in the region are compounded by growing gang violence across these three countries. The Northern Triangle is the primary transit corridor for narcotics moving from South America into the U.S. Criminal organizations battle each other and purportedly even infiltrate government institutions to control drug distribution. Meanwhile, the high levels of poverty, lack of job opportunities, and family fragmentation leave both youth and adults at risk for recruitment by these gangs. Homicide rates have skyrocketed since the early 2000s, reaching a high of 100 intentional homicides per 100,000 people in El Salvador in 2015; rates in Honduras and Guatemala were 60 and 30 per 100,000, respectively, whereas the rate in the United States in the same year was 5 homicides per 100,000 (World Bank 2020). The risk of violence prevents residents from moving within their countries to search for education, training, and employment, and contributes to out-migration from Central America (CRS 2019).

Another structural factor facing the Northern Triangle is the growing population of youth. Today, 47 percent of Salvadorans, 56 percent of Guatemalans, and 52 percent of Hondurans are under age 25 (CRS 2019). Studies have shown that employers are interested in hiring youth because of their skills, potentials, and lower wage rates; however, youth face high rates of disconnection (that is, not being engaged in education, training or employment) and employment

in the informal economy. According to the most recent World Bank data, 27.1 percent of Salvadoran youth (2018), 27.3 percent of Guatemalan youth (2017) and 26.7 percent of Honduran youth (2018) are disconnected from the labor markets and the education system (World Bank 2019a). Approximately 40-80 percent of youth who are employed, are concentrated in the informal economy (Meza-Cordero et al. 2018). Slow economic growth levels across all three countries compound the inability of youth to find formal employment. For example, in 2017, the labor force in the Northern Triangle increased by more than 353,000 people; however, the formal economy created fewer than 35,000 jobs. The lack of employment, limited information about employment, and gang recruitment lead to new workers continuing to enter the unregulated informal sector. Although LMI will not fix all the structural challenges affecting these countries, improved LMI systems can support the design of relevant training programs, more formal employment, and economic growth.

## B. Institutional factors

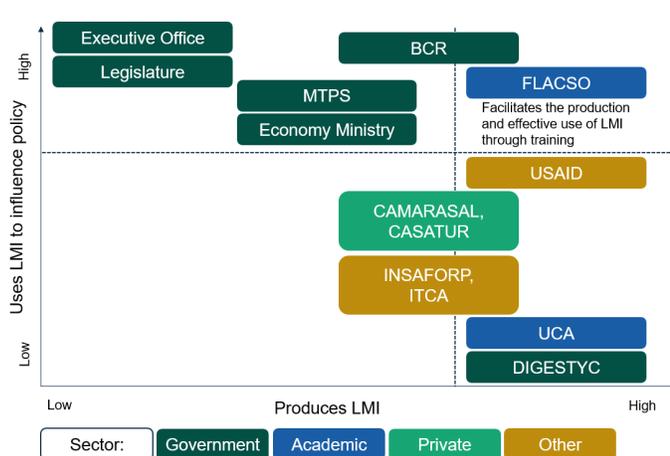
Institutions within countries provide the relevant legal framework, guide government policies, establish formal administrative and financial processes, and often also create the informal rules that influence the behavior of people within the system. Based on the document analysis and interviews, there is substantial variation across countries in the institutional factors that govern the labor sector in terms of the power to collect, share, and use LMI for decision making. The following section discusses these institutional factors in each of the three countries.

### 1. El Salvador

The Ministry of the Economy, in collaboration with DIGESTYC, conducts annual household and employer surveys to help consolidate information on the labor market. They also conduct monthly surveys of businesses to track and monitor prices and wages (Meza-Cordero et al. 2018). However, several institutional gaps remain in the system. For example, although the Ministry of Labor has a directory of employers, none of the government institutions conduct employer surveys. Stakeholders, such as the national bank, conduct employment and human capital surveys at regional levels, but these surveys do not contribute to reliable national-level data. Moreover, 70 percent of the labor market in El Salvador is in the informal sector, which is not captured by employer surveys (World Bank 2019b). Salvadoran government stakeholders may have the ability to use LMI to influence policy, but they have low levels of capacity to produce and analyze LMI in the first place (Figure IV.1).

The government does have a labor exchange website that disseminates information on job openings, and it uses the website to standardize the announcement and application processes for public-service positions transparently

**Figure IV.1. Stakeholder analysis, El Salvador**



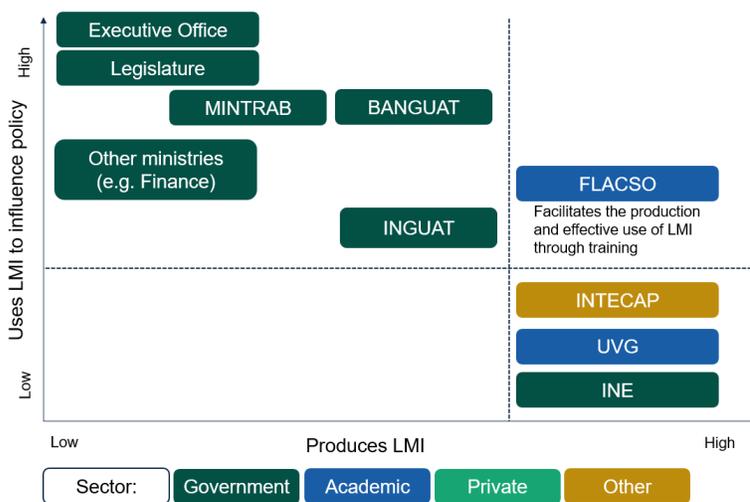
and efficiently (Meza-Cordero et al. 2018). Although the website is user-friendly, a needs analysis conducted by IMPAQ, as well as the evaluation team’s review, show that it provides few job opportunities and does not supply a broad picture of the Salvadoran labor market. These gaps prevent government ministries, training institutions, and universities from understanding what Salvadoran businesses and workers need for employment and capacity development.

The private sector in El Salvador tries to support LMI use. Two private companies host the most popular labor exchange websites, but these websites lack adequate information to inform job training programs and promote market-clearing activities (that is, helping workers [supply] and employers [demand] efficiently engage to fill positions with qualified staff). Public and private organizations in El Salvador also support youth livelihoods development. Nongovernmental organizations (NGOs) develop training and employment programs: FUNDEMAS<sup>3</sup> focuses on sustainable development and training for vulnerable youth; FUSALMO provides education, vocational training, and employment services to help youth get jobs and avoid gang-related activities; and JOVEN 360 provides employability and entrepreneurship services by matching youth to employers through internships. As Figure IV.1 show, both the NGO and private sectors have a high capacity to use data to directly affect job seekers in El Salvador; however, these organizations are not connected to government LMI networks and tend to focus on smaller, more targeted groups of people. According to interviews with stakeholders from these sectors, NGOs and private companies in El Salvador also lack the ability to influence labor policy at a high level to connect LMI systems.

## 2. Guatemala

Similar to El Salvador, Guatemala has an active Bureau of Statistics (INE) that uses funding from international donors to conduct employment and socioeconomic surveys. These surveys are conducted up to three times a year and gather information related to the job market, employment, and the composition of the labor force. According to Meza-Cordero et al. (2018), although this survey collects detailed labor supply data, it still faces challenges in generating high quality data. For example, the survey is not collected with consistent periodicity and the data are not disaggregated at municipal or departmental levels. INE also does not collect data from employers and, as in El Salvador, the informal employment sector makes up nearly 80 percent of non-agricultural jobs (World Bank

**Figure IV.2. Stakeholder analysis, Guatemala**



<sup>3</sup> FUNDEMAS is an organization funded by the private sector. FUSALMO and JOVEN 360 are NGOs.

2019b). These factors make collecting good LMI data difficult, because data from any employment survey only represent about 20 percent of the labor sector. Guatemala also has a labor market exchange website, as does the private sector, but in El Salvador, these exchanges lack adequate information to inform training programs and promote the connection of workers and employers.

Although all three countries also face political and economic divides, Guatemala faces “deeper entrenched political and economic differences” between the right and left (Meza-Cordero et al. 2018, pg. 10). These divides have been present since the 1996 peace accords and make it more difficult to bring together stakeholders from the private, public, and academic sectors. Meza-Cordero et al. (2018) note that the pro-business perspectives of the right often clash with the pro-worker views of the left, resulting in an unwillingness to work together to strengthen labor markets. Figure IV.2 shows stakeholders are separated in both their production of LMI and their ability to use LMI data to influence policy. These disconnects present challenges to current NTLMI activities and pose moderate risks to the sustainability of project activities.

### **3. Honduras**

The government of Honduras has made efforts to improve its LMI system in recent years. The Honduras Bureau of Statistics (INE) conducts the Permanent Household Survey to produce sociodemographic and labor market indicators; it measures poverty, migration, education, household composition, income, and labor market participation (Meza-Cordero et al. 2018). Although the household survey gathers information on education, it does not collect data on individual household member skill sets. INE also does not survey employers, although it does maintain an employer directory (Meza-Cordero et al. 2018). As in El Salvador and Guatemala, the Honduran informal sector employs around 80 percent of non-agricultural workers, which leads to the challenge of collecting representative data from employers. Household surveys can provide the supply-side picture of informal sector labor, but high-quality demand-side data on the informal sector are absent in Honduras.<sup>4</sup>

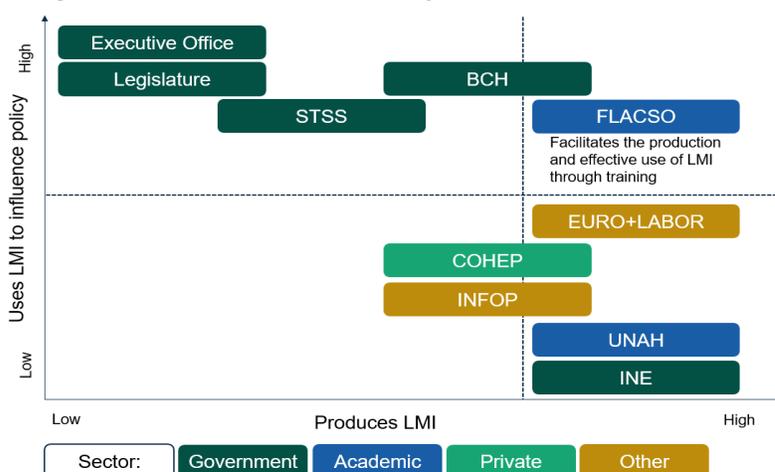
The Ministry of Labor has established an online labor market exchange system, but the website is not user-friendly and requires job seekers to complete a registration process to view open positions. Additionally, there is a national program in place—National Programme for Prevention, Rehabilitation and Social Reintegration of Honduras (PNPRRS)—that aims to provide vulnerable youth with technical and professional training in efforts to improve their employability and reduce gang violence. Hondurans also have access to labor exchange websites CompuTrabajo and TeColoco, but these websites list few positions in Honduras.

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<sup>4</sup> According to the ILO (Mata-Greenwood 2013), such demand-side informal labor information may be sourced from informal establishment surveys, mixed household/establishment surveys, and indirect estimation techniques.

The NTLMI team is working to build relationships with the administration, but, according to project documents, the power differential among organizations in the LMI sector in Honduras presents risks to project activities and sustainability. Figure IV.3 highlights the influence and capacity differences among the executive office and the supply-side and market-supporting actors in the system.

**Figure IV.3. Stakeholder analysis, Honduras**



#### 4. Common institutional factors

The countries in the NTLMI Project present a variety of differences in the public and private sectors and their willingness and ability to use and improve LMI systems. However, the PEA highlights four issues that are similar across all three countries:

1. There is no central LMI authority that manages the collection, use of, and decision making with labor market information. The absence of a central authority leads to fragmentation of LMI and incomplete data sets that do not represent all regions, sectors, or populations.
2. Stakeholders reported significant mistrust among stakeholders, in part due to perceived differences between business and labor interests, making it difficult to bridge some of the gaps in improved LMI use.
3. The implementation process should consider the informal and de facto rules that govern behaviors, such as the reluctance of stakeholders to publish their data or the internal processes of “how work is done.”
4. Staff from ministries of labor and statistical bureaus experience budgetary constraints, which limit their ability to improve LMI systems.

These issues should be kept in mind while reviewing the findings from the implementation analysis in the next section.

### C. Implementation fidelity

This section provides a detailed overview of the status of the implementation of project activities related to each project output and assesses the fidelity of implementation using the criteria elaborated in Table III.2.

#### 1. To what extent was the project effectively designed and implemented?

**Overall, the project has completed the first two years of implementation in accordance with the original work plan.** The project’s monitoring and evaluation plan is structured around seven

main outputs: (1) establishing formal agreements with public and private sector institutions; (2) LMI training, workshops, and conferences; (3) revision of national household surveys; (4) facilitation of the creation of an establishment survey in each country; (5) updating of occupational classification systems; (6) advanced sampling mechanisms and data collection methods and manuals; and (7) electronic data collection systems. Figure IV.4 shows the timeline of the project activities and outputs as well as the timing of the interim evaluation, and country-specific developments that have taken place during the project.

Figure IV.4. Timeline of project activities and outputs as planned

	2017	2018				2019				2020				2021		
	Q4	Q1	Q2	Q3												
	Project Year 1				Project Year 2				Project Year 3				Project Year 4			
<b>Project-related event</b>																
Contested election in Honduras; incumbent president retained office	●															
New government installed in El Salvador								●								
New government installed in Guatemala										●						
Mathematica evaluation fieldwork and data collection								●	●							
<b>Project activities or outputs</b>																
<b>Activity 1: Establish formal agreements with public and private sector institutions</b>																
• Output: Establish formal agreements with statistical agencies, public and private organizations		✓	✓	✗	✗	✗										
• Output: Establish and operate survey steering committee			✓		✓		✓		✓			▲		▲		▲
<b>Activity 2: LMI Training, workshops and conferences</b>																
• Output: LMI training sessions with government stakeholders				✓		✓		✓			▲		▲		▲	▲
• Output: LMI workshops with relevant stakeholders (local experts)						✓				▲				▲		
• Output: LMI conferences (regional experts)			✓				✓					▲				▲
<b>Activity 3: Household survey instrument and methodology review and refinement</b>																
• Output: Revised national household surveys (instruments and methodology)										✓		▲	▲	▲	▲	▲
<b>Activity 4: Facilitate creation of establishment survey and pilot</b>																
• Output: Full establishment survey in each country															▲	
<b>Activity 5: Review and revision of occupational and industry classification systems</b>																
• Output: Updated occupational and industry classification systems											▲					
<b>Activity 6: Review and production of sampling mechanisms and data collection methods</b>																
• Output: Advanced sampling mechanisms and data collection methods										✓						
<b>Activity 7: Development of LMI data collection systems</b>																
• Output: Electronic data collection systems																▲

Note: Red X marks indicate the quarters in which the implementation took place at a different time than planned. Blue ✓ marks indicate the quarters in which the implementation took place at the planned time. Black▲ marks indicate the planned quarters in which the implementation will take places in the second half of the project. Black● marks indicate other project-related events.

**Stakeholders believe that the program model is both appropriate to the local context and relevant to LMI needs.**

Improving the efficiency of the LMI systems requires the engagement and collaboration of actors from both the public and private sectors. Historically, public and private sectors across Central America have faced challenges in working together, so the NTLMI Project works to build collaboration among the different institutions in several ways. First, IMPAQ launched the project by signing bilateral, formal agreements with public and private actors. These MOUs delineate the needed inputs from and roles of each stakeholder and were developed in collaboration with each entity. The bilateral relationships with the implementer and local implementing partner FLACSO enabled stakeholder buy-in, since they were part of the process and facilitated the coordination of subsequent project activities, such as membership on the steering committee and participation in capacity-building components.

The presence of IMPAQ, an external partner, increased the credibility of the project for stakeholders; in interviews for this evaluation, labor ministry and statistical bureau staff in all three countries noted that IMPAQ was an unbiased external actor that had the support of the US DOL and ILO. As a result, IMPAQ could foster the political will to treat LMI improvements as a serious issue. Across all three countries, 95 percent of public and private stakeholders interviewed felt that the project was both appropriate and necessary to address the deficiencies in LMI. Those study participants who did not feel the project was appropriate were principally concerned that the capacity-building activities did not go far enough in training technical staff on advanced statistical methods for LMI. These concerns were also shared by several of the respondents who saw the appropriateness and necessity of the project.

*The different institutions that are members [of the committee] now understand how [the statistical bureau] works and our principal product, the survey. They are now more conscious of us... We have a problem in this country...that one doesn't believe what people at the same table are saying until someone from outside comes and says "Look, this is how it is." So [the project] has helped us in that now technical staff from other institutions can see the potential and weaknesses of the [household survey].*

**Key informant, a statistical bureau**

**The training model developed and delivered by IMPAQ and FLACSO is meeting the basic capacity needs of the target beneficiaries across all three countries, but technical staff can benefit from more advance course material.**

The NTLMI Project offers training activities that are co-designed and co-delivered by IMPAQ and FLACSO—a graduate-only university system across Latin America that is certified to provide academic credentials—to develop LMI skills and knowledge. The project initially planned to deliver only workshops that targeted junior technical staff, provided in-depth coverage of an LMI topic, and allowed junior staff to gain a thorough understanding of how to use LMI. During a consultative process with stakeholders, IMPAQ learned that offering a certificate program that provided participants with an academic credential would be useful for their employment prospects and would incentivize their participation in the training sessions. Implementers therefore designed two types of training activities to address the different initial levels of skill and knowledge among participants. Workshops and the certificate program are



**Figure IV.5. Topics covered in workshops and certificate program sessions**

1. Survey instrument design
2. Supply-side LMI: Data from household surveys
3. Demand-side LMI: Development of establishment surveys
4. Occupational and industry classification systems
5. Sampling and data collection methods
6. Administration and analysis of LMI
7. Dissemination of findings related to LMI
8. Electronic data collection
9. Integration of data and virtual labor markets
10. Sustainability of collection, analysis and reporting of LMI

structured differently, but both training programs cover the 10 topics that were selected by IMPAQ (Figure IV.5). Table IV.1 summarizes the difference between the two programs.

Approximately 96 percent of interviewed stakeholders involved in the training programs (either as participants or supervisors of participants) felt the activities were useful and informative. However, despite the efforts to tailor the training to participants' needs, 16 percent saw a need for more advanced content and 6 percent cited a need for more basic content. IMPAQ is planning to provide additional training on statistical analysis of LMI in the remainder

of the project period based on the feedback from this evaluation; however, the exact amount and format of this training were unclear at the time of the interim evaluation.

For professional development activities to be effective and change behavior, the activities must be delivered more than once. Capacity-building interventions must be delivered more intensively and, usually, with a longer duration or higher frequency to make a difference (Halle et al., 2010). However, the “right” level or dosage depends on the program and context of implementation. It also depends on the fidelity and quality of implementation.

**Table IV.1. Summary of the LMI training programs**

Training element	Workshop	Certificate program ( <i>Diplomado</i> )
<b>Target audience</b>	Junior technical staff specialized in LMI	Managerial and nontechnical staff, as well as young professionals looking to focus their careers on labor statistics
<b>Focus of the content</b>	Highly technical, involving statistical concepts and data analysis	Designed as an academic program that provides a credential
<b>Duration of the training</b>	10 sessions, each session covering one topic	Five modules, each covering two topics
<b>Level of exposure to the training</b>	160 hours in total, each session lasting 16 hours	80 hours in El Salvador 65 hours in Guatemala 90 hours in Honduras
<b>Training structure and assessment</b>	Topics build upon one another and progress over time, but participants can attend each topic session independently. Participants achievement is assessed by pre-post surveys after each workshop.	Participant achievement is assessed by the instructor who delivers the module. Moreover, participants must maintain an attendance rate of 80 percent to obtain the certificate.

Notes: The level of exposure to the certificate program is determined by the minimum number of hours required in each country for a training activity to be considered by accredited universities as an academic credential.

### Training content and delivery of the program ensure the adoption of international best practices while maintaining local appropriateness.

IMPAQ and FLACSO are co-responsible for developing and delivering the training across the three countries. Each organization develops content and provides 5 (of the 10) workshop sessions. FLACSO produces all the content for the certificate program and draws on experts to deliver the modules. The content of each session or module is provided by the appointed instructor and revised and approved by IMPAQ.



A workshop led by an IMPAQ consultant at INE Honduras

The project relies on both internal and external experts to deliver both programs. Every other workshop session delivered by IMPAQ is taught by an international subject matter expert who teaches the course in each of the three countries. Local experts hired by FLACSO facilitate the remaining workshop sessions and the certificate program. Stakeholders and workshop participants that evaluators interviewed noted that this mixed approach of drawing on local and international

expertise ensures the **adoption** of best international practices on collecting, analyzing, and disseminating LMI while also focusing on the **appropriateness** of the content for the local context. For example, all eight workshop participants interviewed by evaluators in Honduras commented that the presence of international experts made them feel they were getting high quality instruction on proper LMI survey methods. Workshop participants and implementing staff also noted that the model helped maintain interest and engagement on the topics.

Although workshop and certificate program content for each country was drawn from a common curriculum—one that reflected the 10 topics listed in Figure IV.5—hiring local experts allowed the implementers to tailor the trainings to participants’ actual needs and priorities. For example, Mathematica observed a certificate program session in El Salvador where a local economist led a module on institutionalizing labor market management in public policy and participants from various public and private stakeholders applied the lessons to problems they faced in their daily work.

Mobility and transition are key challenges in the Northern Triangle. Government staff move in and out of positions as administrations change, and local technical experts move to new jobs when donor projects end. More than half of the stakeholders evaluators interviewed noted that one of the value-added elements of this project is the training content and modules, which stakeholders can use for training and retraining staff in the future. They noted that when

*Every time there is a change of government, there is a change of technical staff in the institutions... This change also makes it hard to know if people will stay in their agencies. The sustainability of the Diplomados [certificate programs] is important for re-capacitation of staff. Every time someone enters a system, they have to be caught up.*

**Key informant, NGO / government partner**

NTLMI ends, stakeholders in each country will be able to reuse LMI training material and offer courses to new cohorts of participants at a small cost. The high level of involvement of the local implementing partner (FLACSO) contributes to the potential for sustainability and cost-effectiveness because it retains the capacity to deliver the training in-country and limits the amount of content to be developed in the future.

**The design of the training program focuses on facilitating participant engagement from all relevant organizations.**

IMPAQ designed the training sessions mainly for staff from the stakeholder organizations. Stakeholder institutions nominated participants based on the number of available spots per institution. This invitation includes a description of the training activity and a request that managers or supervisors allow the nominee to attend the entire session or module during work hours. The training activities are free, and participants are reimbursed for any transportation or parking costs.

**Group work during a certificate program session at UCA in El Salvador**



Each local FLACSO pays attention to the scheduling of training activities to facilitate the participation of staff from stakeholder activities as much as possible (Table IV.2). For example, in El Salvador, the certificate program is offered over five weeks on Fridays (full days) and Saturdays (half days). This schedule reduces the number of days participants are absent from work to five days. In Guatemala and Honduras, the training is offered entirely during work hours. FLACSO developed the training schedule by considering their

knowledge of local work schedules and the likely availability of key stakeholder participants on a given day.

**Table IV.2. Schedule of training activities**

Activity	El Salvador	Guatemala	Honduras
Workshops	Each session is three days long, taking place during work hours on Tuesday, Wednesday, and Thursday.		
Certificate program	Each module is delivered twice a week for five weeks.	Each module is delivered once a week for six weeks during regular work hours.	Each module is delivered three days per month for three months.

**Professional obligations created challenges for participants to attend training sessions.**

Approximately a quarter of interviewees who participated in the certificate program or workshops noted challenges they faced in attending training sessions during the workweek. These challenges included having to ask permission to miss work, the need to return to work to

*The attendance is very difficult for us. First, they are day long and it's difficult for us to participate all day. Usually 30 people start, but then only half finish. Our boss knows that we are right around the corner, and calls us back to attend a meeting, or address a problem.*

**Key informant, labor ministry**

attend a meeting or fulfill a work task and having to complete tasks they missed during the training. These challenges were particularly prevalent in Guatemala, where the FLACSO building (where most of the training activities take place), is within walking distance of many stakeholder institutions. Participants whose offices were within walking distance found it particularly difficult to attend the full duration of training due to call-backs to the office.

**IMPAQ conducted pilot establishment surveys to incentivize the public and private sectors to implement a national survey in the future.** One of the most essential components of the NTLMI Project is to facilitate the creation of an establishment survey in each country.

Conducting a survey of business establishments for public use requires trust and cooperation among businesses, public authorities, and technical experts. Trust and cooperation are key to the survey process, because the parties that collect and analyze data differ from those entities that produce policy or make business decisions. Policymakers and the business community must trust technical experts to provide accurate and useful information and the private sector must trust the government to develop, change, or modify policy using LMI in a way that supports business growth. As noted at the beginning of the findings section, political divides often present barriers to collaboration.

NTLMI implementers designed and conducted a pilot establishment survey in order to teach stakeholders how to collect establishment data, show private sector entities that their information is securely collected and stored and is useful for their labor demand decision-making, and encourage government entities in each country to scale the survey at national-level surveys in the future. IMPAQ has taken steps to ensure appropriateness, feasibility, and cost-effectiveness of these surveys, including using a Costa Rican establishment survey that adheres to International Labour Organization's guidelines. IMPAQ also limited the survey to the tourism industry for the pilot, because tourism is a growing sector across the three countries and businesses were willing to collaborate with IMPAQ to pilot the survey. IMPAQ is in the process of analyzing the data and disseminating the findings of the pilot survey to the public. The purpose of the dissemination is to increase the survey's acceptability among other industries. This unique model helps build collaboration among the stakeholders while introducing a cooperative working model for developing establishment surveys.

To ensure that the establishment survey is sustainable, the implementer is providing TA to staff from the stakeholder institution representing the pilot industry and offering capacity building to other stakeholder institutions through the workshops and certificate program. The implementer will share all the survey and programming materials with the local stakeholders to ensure transparency and replicability of the survey in other industries after the end of the project. The focus on sustainability also extends to how stakeholders can contend with the lack of trust issues that have previously affected the development of these establishment surveys. Under the current implementing model, IMPAQ established a formal agreement with a well-respected academic institution in each country that has the technical capacity to take over the management and

hosting of the establishment survey when it is scaled to other industries. The academic institution will ensure that data collected through the establishment survey are open to the public (except for the personally identifiable information [PII] and proprietary business information) so that this LMI tool has a wide reach and anyone who needs information on the demand side can benefit from it. To date, this model seems to present at least a temporary solution that begins to build trusting relationships and allows the LMI system development to move forward. For example, university stakeholders in El Salvador and Honduras commented that their institutions have stronger working relationships with the public and private sectors than these sectors have with each other. Private sector association representatives corroborated this reality and suggested that universities are uniquely positioned to build cooperation for the sustainability and expansion of the establishment survey. However, the implementer has not successfully identified funding structures or potential industries for the expansion of the establishment surveys in Honduras or El Salvador, which may pose a risk to the sustainability of the establishment survey output. Table IV.3 summarizes NTLMI plans for the sustainability of the establishment survey.

**Table IV.3. Plans for the sustainability of the establishment survey**

	El Salvador	Guatemala	Honduras
Future host organization	The University Public Opinion Institute at the Central American University José Simeón Cañas	The Sustainable Economic Observatory in Valley University of Guatemala, in collaboration with Rafael Landivar University, another well-respected private research university	Economic and Entrepreneurial Observatory at the National Autonomous University of Honduras
Potential industries	Currently unspecified	<ul style="list-style-type: none"> <li>• Manufacturing</li> <li>• Exports</li> <li>• Call centers and back processing offices)</li> </ul>	Currently unspecified
Potential funding structure	Currently unspecified; possibly Ministry of Economy	Chambers of industries taking part in the survey	Currently unspecified

**The TA model used by IMPAQ and FLACSO provides the right level of exposure and duration of support to help improve capacity and revise the surveys, classification systems, and sampling mechanisms.**

IMPAQ has been providing TA and capacity-building activities to stakeholder institutions to ensure that the institutions can revise their national household surveys, update the occupational classification systems in place, and adopt advanced sampling mechanisms and data collection methods in the second half of the project period. These TA and capacity-building activities are grouped into three categories: (1) TA through individualized diagnostic processes, (2) TA through the provision of manuals and materials, and (3) capacity building through the workshops and certificate program. The following section presents the fidelity of implementation results and outputs to date.

#### 4.1. TA through the individualized diagnostic process

*With this kind of technical assistance [from international consultants], we can draft a plan of methodological updates that does not spoil what we already have and that allows updates that will make the survey more useful, timely, and that uses resources more efficiently.*

**Key informant, a statistics bureau**

*The principal problem was that there were little islands of information in each of the institutions.*

**Key informant, a training institute**

In the early stages of the implementation, an external expert consultant provided TA to the staff at the labor departments and statistical offices through a diagnostics process that had two components. First, the stakeholder institutions performed a stock-taking exercise, where they identified the types of LMI information that already existed in their systems, along with the strengths and weaknesses of the existing LMI. Because LMI is produced and stored by a multitude of stakeholders, this process was extremely useful in helping stakeholders identify

what data existed and make the **appropriate** improvements to their LMI systems. The updates are currently taking place and targeted for completion by the end of the project.

Second, the expert consultant and the staff at the statistical offices went through the national household surveys question by question and identified the instruments that are weak or no longer valid. Interviewed staff expressed that this assistance was a crucial step in making the revisions to the survey feasible, because it helped them decide which survey questions could be deleted and replaced with stronger questions.

#### 4.2. TA through the provision of manuals and materials

IMPAQ provided the technical stakeholder staff at labor ministries and INEs with manuals and documentation outlining the best practices and international guidelines on household surveys, occupational classification systems, and sampling and data collection methods. The staff provided the materials per the work plan and timeline of the project. These manuals will help embed training activities in FLACSO and ensure sustainability of the technical assistance.

#### 4.3. Capacity building through workshops and the certificate program

During the first two years of the project, the workshops and the certificate program sessions covered topics aimed to improve the capacity of the LMI community to revise household surveys and update classification systems and sampling mechanisms (Table IV.1). In Honduras, for example, a well-respected international LMI expert led the fifth workshop in the series, Sampling and Labor Statistics for Analysis of the Labor Market, which covered sampling error, representativeness, heterogeneity, and enumerator and digitalization errors and how to address such challenges. Interviewed staff from stakeholder institutions found the training extremely helpful in building their technical skills and confidence in the techniques. All three countries are planning to

*For me, the workshops strengthened my skills...The [statistics office] has done the classifications and occupations for a long time, but we hadn't really seen or worked on them until now. We didn't know the things that they explained to us in the workshop about the survey...All the surveys were useful. It still helps me; when I forget something, I grab my notebook and there it is.*

**Key informant, a labor ministry**

revise instruments in their household surveys in the remaining years of the project and to update and harmonize occupational classification systems. As a result, the TA offered through these programs can be considered both relevant and appropriate to the needs of stakeholders.

To date, the project has completed planned activities in accordance with their workplan and timelines. IMPAQ signed 17 formal agreements with institutions and they initiated capacity-building workshops and certificate programs in all three countries. IMPAQ is pilot testing establishment surveys and classification systems, and outputs are due beginning in Year 3 of the project. The team is also working with partner organizations on the sampling and data collection methods for the surveys. Table IV.4 summarizes the status of NTLMI Project activities.

**Table IV.4. Summary of the status of the implementation of project outputs**

Outputs	El Salvador	Guatemala	Honduras
1. Establish formal agreements with public and private sector institutions	Completed with a slight delay	Completed with a slight delay	Completed with a slight delay
2. LMI training, workshops, and conferences	On-going in accordance with project workplan and timeline	On-going in accordance with project workplan and timeline	On-going in accordance with project workplan and timeline
3. Revision of national household surveys	Capacity-building activities being delivered in accordance with the workplan timeline. Outputs due Years 3, 4	Capacity-building activities being delivered in accordance with the workplan timeline. Outputs due Years 3, 4	Capacity-building activities being delivered in accordance with the workplan timeline. Outputs due Years 3, 4
4. Facilitation of the creation of an establishment survey in each country	The pilot survey will take place in Q1 of 2020. Capacity-building activities are on-going, national survey due Year 4.	Pilot survey underway as planned. Capacity-building activities on-going, national survey due Year 4.	Pilot survey underway as planned. Capacity-building activities on-going, national survey due Year 4.
5. Updating of occupational classification systems	Capacity-building activities are on-going according to the project workplan and timeline. Outputs due Years 3, 4	Capacity-building activities are on-going according to the project workplan and timeline. Outputs due Years 3, 4	Capacity-building activities are on-going according to the project workplan and timeline. Outputs due Years 3, 4
6. Advanced sampling mechanisms and data collection methods and manuals	Capacity-building activities are on-going according to the project workplan and timeline. Outputs due Years 3, 4	Capacity-building activities are on-going according to the project workplan and timeline. Outputs due Years 3, 4	Capacity-building activities are on-going according to the project workplan and timeline. Outputs due Years 3, 4
7. Electronic data collection systems	N/A. Due Year 4	N/A. Due year 4	N/A. Due year 4

N/A = Not applicable.

According to completed activities and KII data collected from the field, IMPAQ staff are meeting many fidelity-of-implementation criteria. Table IV.5 highlights that five of the seven project outputs meet all eight fidelity criteria, including acceptability, adoption, appropriateness, feasibility, fidelity, coverage, cost, and the potential for sustainability. Results from the evaluation show that there is room to improve activities focused on appropriateness, coverage, and sustainability in two of the project outputs. Meeting these criteria signals that IMPAQ is

taking into consideration the context, political economy, and culture of each country and adapting planned interventions based on individual government needs. Sustainability and scalability of the interventions are the main challenges facing IMPAQ and its implementing partners in the coming years. These challenges are discussed in the next section.

**Table IV.5. Fidelity of the implementation of project outputs**

Outputs	Fulfills the criteria	Room for improvement
1. Establish formal agreements with public and private sector institutions	Adoption, acceptability, appropriateness, cost, feasibility, fidelity	Coverage, sustainability
2. LMI training, workshops, and conferences	Adoption, acceptability, appropriateness, cost, coverage, feasibility, fidelity, sustainability	Coverage (access), appropriateness
3. Facilitation of the creation of an establishment survey in each country	Adoption, acceptability, appropriateness, feasibility, fidelity, coverage, cost, sustainability	N/A. Background documents created and meet standards
4. Revision of national household surveys	Adoption, appropriateness, acceptability, feasibility, fidelity, coverage, cost, sustainability	N/A. Background documents created and meet standards
5. Updating of occupational classification systems	Adoption, appropriateness, acceptability, coverage, cost, feasibility, fidelity, sustainability	N/A. Background documents created and meet standards
6. Advanced sampling mechanisms and data collection methods and manuals	Adoption, appropriateness, acceptability, coverage, cost, feasibility, fidelity, sustainability	N/A. Background documents created and meet standards
7. Electronic data collection systems	N/A. Activity will take place in the second half of the project period.	N/A

N/A = Not applicable.

## 2. To what extent has the project reached its targets and achieved its objectives?

**The project is on track to reach its targets and objectives.** To monitor performance, the implementer uses 10 performance indicators that are summarized in Table IV.6. For each indicator, it provides a definition for the performance indicator, baseline value, target values for year one and year two, and final target for each country, as well as inception-to-date (ITD) value to represent achieved output by the latest reporting period. According to the performance indicator table, the NTLMI Project has initiated three main activities in the previous two years. These activities include pilot testing an establishment survey and providing capacity-building activities for stakeholders involved with LMI systems. The project exceeded its targets for engaging businesses in pilot-testing the establishment survey. The remaining indicators in the table lack data because the outputs are expected in Years 3 and 4 of the project. To date, the NTLMI Project has completed 15 training workshops and trained 294 people and engaged 981 businesses in pilot testing the establishment survey. This indicator exceeded its target by more than 600 businesses, partly because tourism industry provided a larger pool of potential business than those identified in the project design stage.

**Table IV.6. NTLMI indicator targets and actuals**

Ind. #	Performance indicator	Definition of Indicator	Country	Baseline value	Annual targets		ITD total	Final target
					Y1	Y2		
<b>Project objective: Improved labor market efficiency and performance in El Salvador, Guatemala, and Honduras.</b>								
<b>Outcome 1: Governments publish reliable, comprehensive, and current LMI in user-friendly formats for the general public and professional audiences</b>								
1.1	Number of nationwide household surveys revised	Nationwide household surveys are defined as surveys carried out by statistical institutions on a national level that measure social and economic living conditions. Revisions might include the addition of labor market themes, such as skills, wages, job formality, and others. Revisions are defined as making substantive changes to multiple constructs within an instrument.	El Salvador	0	0	0	0	3
			Guatemala	0	0	0	0	0
			Honduras	0	0	0	0	0
1.2	Number of governments administering establishment survey on a regular basis	Administering establishment surveys on a regular basis is defined as a government surveying a representative sample of businesses on a consistent monthly, quarterly, semi-annually, or annual basis.	El Salvador	0	0	0	0	3
			Guatemala	0	0	0	0	0
			Honduras	0	0	0	0	0

**Table IV.6 (continued)**

Ind. #	Performance indicator	Definition of Indicator	Country	Baseline value	Annual targets		ITD total	Final target
					Y1	Y2		
1.3	Conduct pilot establishment survey	Establishment surveys will be piloted among participating businesses from a specified economic sector. They will be conducted by chambers of commerce, private sector associations, and/or government agencies.	El Salvador	0	0	1	2	3
			Guatemala	0	0	1	0	0
			Honduras	0	0	1	0	0
1.4	Number of businesses participating in pilot establishment survey	Establishment surveys will be piloted among participating businesses from a specified economic sector. Businesses that complete a survey will be counted as participants.	El Salvador	0	0	100	981	300
			Guatemala	0	0	100	1981	0
			Honduras	0	0	100	981	0
1.5	Number of electronic LMI data repository systems developed.	Electronic data repository systems are defined as systems that automate the process of extracting and analyzing data while facilitating access to findings.	El Salvador	0	0	0	0	3
			Guatemala	0	0	0	0	0
			Honduras	0	0	0	0	0

**Table IV.6 (continued)**

Ind. #	Performance indicator	Definition of Indicator	Country	Baseline value	Annual targets			Final target
					Y1	Y2	ITD total	
1.6	Number of training sessions administered to statistical agencies on rigorous statistical methods	Training sessions will increase the skill and knowledge of government bureaus, research institutions, and the private sector in producing useful LMI and using LMI to inform decision making processes.	El Salvador	0	1	4	15	30
			Guatemala	0	1	4	9	11
			Honduras	0	1	4	9	11
1.7	Number of procedures, manuals, and guidelines for conducting surveys and documenting the proper usage institutionalized	Procedures, manuals, and guidelines for conducting surveys and documenting the proper usage are tools that will be revised and developed to support training sessions and promote project sustainability.	El Salvador	0	0	0	0	6
			Guatemala	0	0	0	0	0
			Honduras	0	0	0	0	0

**Table IV.6 (continued)**

Ind. #	Performance indicator	Definition of Indicator	Country	Baseline value	Annual targets		ITD total	Final target
					Y1	Y2		
<b>Outcome 2: Increased skill and knowledge of education and workforce development programs, employers, and policy makers on how to use LMI.</b>								
2.1	Number of individuals with new or better employment following completion of USG-assisted workforce development programs (F indicator # EG.6-1)	This indicator is defined as individuals who as the result of NTLMI training get a promotion, additional responsibility or pay increase as a result of project funded training.	El Salvador	0	0	0	0	TBD
			Guatemala	0	0	0	294	TBD
			Honduras	0	0	0	294	TBD
2.2	Number of individuals with improved skills following completion of USG-assisted workforce development programs (F indicator # EG.6-2)	This indicator is defined as the number of individuals who complete individual training modules on survey methods, design or administration through the NTLMI project.	El Salvador	0	15	25	294	315
			Guatemala	0	15	25	183	183
			Honduras	0	15	25	183	183

**Table IV.6 (continued)**

Ind. #	Performance indicator	Definition of Indicator	Country	Baseline value	Annual targets		ITD total	Final target
					Y1	Y2		
2.3	Number of individuals who complete USG-assisted workforce development programs (F indicator # EG.6-3)	This indicator is defined as the number of individuals who complete at least 80% of courses offered under the complete survey curriculum.	El Salvador	0	0	0	0	TBD
			Guatemala	0	0	0	0	TBD
			Honduras	0	0	0	0	TBD

TBD: IMPAQ will calculate the final target based on the number of individuals participated in workforce development programs.

Note: Outcome 2 here is listed as Outcome 5 in the project document (and in the strategic framework provided in Annex B).

### 3. What factors contributed to delays or progress to implementation?

**Establishing formal agreements with stakeholders was more challenging than anticipated, causing a delay in the completion of MOUs.** MOUs were signed approximately six months later than planned in the original work plan (September 2018–February 2019 compared to January–July 2018). Two major factors contributed to the implementation delays: (1) lack of trust and collaboration among stakeholder institutions and (2) the politics of a February 2019 election run-up in El Salvador and widespread public unrest after a contested November 2017 election in Honduras. To overcome these political challenges, IMPAQ met with government officials at every opportunity to convey the project’s purpose and the importance of LMI improvements, as well as to demonstrate the level of international support for government action on the issue. After the MOUs were signed, implementation of the project activities proceeded and staff were able to accelerate activities to maintain the timeline for the rest of the award period. Interviews reflected broad agreement and support for how IMPAQ navigated the institutional uncertainties by offering the right capacity-building and TA supports at the right time, which increased the project’s appeal to decision makers. For example, leaders in MTPS in El Salvador noted that IMPAQ’s diagnostic tool showed them their weaknesses in LMI and helped them get on board with project activities.

**The lack of support among stakeholders led to changes in the sector focus of the establishment surveys.** IMPAQ initially planned to conduct the pilot establishment survey in the plastic industry in El Salvador, in the tourism industry in Guatemala, and in the manufacturing, textile, construction, or sugar production industry in Honduras. Although the change in the sector was unplanned, it allows for the comparability of tourism sector data across countries.

Table IV.7 summarizes how these barriers affect each of the countries in the Northern Triangle region.

**Table IV.7. Summary of barriers and facilitators to NTLMI implementation**

	El Salvador	Guatemala	Honduras
<b>Barriers to implementation</b>			
Institutional factors	Institutional factors continue to affect the financing and use of LMI.	The LMI-related divisions within the labor department and the statistical bureau are understaffed and under-resourced.	Political interests affect the development, use, and dissemination of LMI data.
Staffing constraints	Mobility and turnover of INE and the Ministry of the Economy staff affect institutional capacity long term.	The type of contract for public employees (fixed, one-year contracts) increases staff turnover affecting long-term capacity to use LMI.	Staff constraints between running the household survey and retaining analytical staff.

**Table IV.7 (continued)**

	El Salvador	Guatemala	Honduras
Trust, resources, and security	Lack of collaboration and trust among stakeholders remains an issue and will affect the sustainability of NTLMI interventions.	The LMI observatory (unit) lacks sufficient resources to collect, analyze, and disseminate LMI data.	Issues related to physical security of enumerators prevent effective data collection in Honduras.
<b>Factors that enable successful implementation</b>			
Resource Support for LMI	A new political administration created an LMI unit to focus more on in-house data analysis and to report directly to the minister and other decision makers.	The Guatemalan statistical bureau is updating the sampling frame to be fielded in 2020. This provides an excellent opportunity and a great momentum to implement other improvements and changes recommended by the NTLMI Project on the household survey.	The government of Honduras has committed to funding the 2020 household survey.
Improved working relationships	IMPAQ has developed a strong working relationship with INE to update the household survey.	The tourism sector has strong government support.	The Employment, Productivity, and Social Security Information System (SIEPSS) is an inter-institutional LMI body that works closely with NTLMI to advise on activities and to reduce duplication of efforts, and break silos between LMI stakeholders.
Enabling frameworks (legal, policy, or administrative)	The statistical bureau leadership are advocating a legislative change to authorize the creation of the <i>Instituto Salvadoreño de Estadística</i> . If created, this new body would have greater autonomy.	Guatemalan Institute of Tourism launched the 10-year sustainable tourism master plan, which generated demand for establishment-level data in the tourism sector.	There is strong government support for the tourism industry, represented by the fact that the administration's Honduras Strategy 2020 national plan prioritizes tourism development.

#### 4. What are the intended and unintended consequences of the NTLMI Project?

Although this interim evaluation cannot capture the final outputs of the NTLMI Project, the analysis offers a clear view of the current state of the project's achievements, factors that facilitate and inhibit its progress, the principal effects of project activities, and the potential for sustainability of the project. This section highlights both the intended and unintended effects of NTLMI Project implementation.

**The NTLMI Project reached its interim targets and achieved its planned objectives at the time of the interim evaluation despite several initial delays in establishing formal agreements with public and private stakeholders.**

Project monitoring data suggest the target outputs (such as stakeholder staff trained through capacity-building activities) were largely met as planned, except for delays by about nine months in securing MOUs with critical project partners and some delays in rolling out the pilot establishment surveys. The project is having its intended effects on capacity building, and the products and deliverables developed to support training have the potential to contribute to

maintaining the capacity of staff across institutions in the future. IMPAQ's ability to meet its interim targets depended on its ability to work with local public- and private-sector entities. This relationship was particularly critical to establishing MOUs and supporting revisions to the establishment surveys. As an implementing entity with support from the U.S. government, IMPAQ was able to convene stakeholders to the table and establish initial agreement to work together. They also helped stakeholders work together to pilot the initial establishment survey. While convening these entities as a third-party organization does not necessarily facilitate long term, sustainable relationships, it was critical to laying an initial foundation for the work. IMPAQ is continuing to foster a strong working relationship with FLACSO so that the institution has the potential to serve as a central repository for the capacity-building materials. The sustainability of the capacity-building activities will depend, in part, on the continued participation of stakeholder staff in the training program. Completing the certificate program comes with a certificate. The hope is that obtaining the certification provides a strong incentive to complete the training. In terms of the establishment survey, long-term sustainability hinges on the government and industry's ability and willingness to pay for conducting, analyzing and dissemination the results of the surveys.

**The project has developed strong personal connections among staff from different institutions.**

The strong relationship development among staff who participated in the certificate programs and workshops has been an unintended consequence of the NTLMI model. For example, participants in the certificate program in El Salvador work in cross-institutional groups both inside and outside of the classroom, building personal connections that improve trust and goodwill among stakeholders. Participating in the steering committee meetings and the capacity-building activities also appear to generate buy-in for the project at the institutional level, with statistics and labor officials indicating their increased enthusiasm in LMI improvement a result of such engagement.

**If successful, the NTLMI Project has the potential to reduce out-migration in the Northern Triangle.**

The region currently suffers from structural unemployment, a large informal sector, gang violence, and discrimination against young workers. These factors, combined with the inadequacy of accessible and useful LMI, push youth toward migration to other countries, including the United States. A well-performing LMI system has the potential to help youth access the labor market and gainful employment, which then could prevent them from engaging in or being targeted by gang violence and migrating. An effective LMI system could contribute to improved employment information for youth, who make up more than 50 percent of the population in these countries.

**5. To what extent do the activities and the progress achieved by the project seem sustainable?**

The ability of implementers to reach sustainable outcomes (as outlined in the project's sustainability plan is overall rated "medium," because countries and key stakeholders had high

levels of willingness at the beginning of the project, but low technical capacity to achieve the goals (Meza-Cordero et al. 2018). The likelihood of sustainability of specific project outcomes follows this pattern with the exception of Honduras, where the willingness was rated low for outcomes “Governments publish reliable, comprehensive, and current LMI in user-friendly formats for the general public and professional audiences” and “Governments conduct well-designed establishment surveys on a regular basis”. The evaluation team observed that the NTLMI Project is making progress toward creating and implementing LMI surveys and updating the classification systems. Across the three countries, there is increasing government support for effective LMI systems, including the creation of LMI units to collect, analyze, and share LMI with decision makers.

Despite this progress, the magnitude of the barriers faced in each country raises questions about whether the project will be able to influence or motivate institutional actors to make permanent institutional changes that address the following areas of political economy:

1. **Ongoing political will to support strong LMI systems.** Each of the countries in the Northern Triangle faces historic political and economic divides that will likely continue and affect stakeholder collaboration on LMI maintenance and use. Long-term political support requires working closely with all parties so that they understand the importance and usefulness of LMI data. Increasing use and sharing of data may require incentives to ensure that when the NTLMI Project has ended, the support for and recognized importance of LMI remains in place. The NTLMI project is working to improve the relationships among all stakeholders and reduce country dependence on project staff. IMPAQ brings together people from different public and private entities to build their capacity to design, implement and maintain LMI systems. Through the certificate program, these people have built new working and collaborative relationships, which supports working together in the future. IMPAQ, through its sustainability plan and partnership with FLACSO, is building their capacity to manage data, information and capacity-building around LMI systems in the future.
2. **Aligned institutional incentives and power dynamics.** Project interventions have done little to shift the power structures among stakeholders, and the activities and NTLMI Project interventions were not designed to make these deep institutional changes. Key stakeholders such as the President’s office and ministries remain the key decision makers, with power to use (or not use) LMI systems. Ministries of labor, economy and finance remain the decision-makers with the power to establish labor policy. The suppliers of the LMI data (statistical bureaus, universities, and the private sector remain independent and far from the government policy-makers but produce useful data that could inform labor policy. While the institution(s) should function independently, more work needs to be done to create mutually reinforcing systems that allow critical labor data to flow up to decision-makers that is then used to create labor policies that support economic development.
3. **Established and stable capacity in the proper entities and positions.** NTLMI is working closely with in-country stakeholders to build the capacity of statistical bureaus, labor departments, universities, and technical institutions. As shown in Table IV.7, both Guatemala and El Salvador have made small steps toward addressing legal frameworks to facilitate

greater autonomy in the development and use of LMI. All three countries have made progress toward creating more specialized LMI units, and staff from relevant entities in each country are participating in the workshop and certificate programs. Working with the government, FLACSO, and others to ensure the capacity is retained within the organizations is critical to sustainability.

4. **Permanent financial resources.** Across all three countries, financial resources for ongoing maintenance and updating of LMI systems are a challenge. Governments, statistical bureaus, and universities are all resource constrained and often depend on donor resources. Although Honduras has now committed to funding the 2020 household survey, and Guatemala and El Salvador implement surveys on a somewhat regular basis, permanent funding for the comprehensive LMI system is absent. The project has also not identified a funding structure for the expansion of the post-pilot establishment survey in Honduras. This funding source must be identified before the project’s end to ensure progress in demand-side data collection and analysis is not lost. Organizations that support LMI are dependent on donor funding, and until the government—or an autonomous central authority—can permanently fund all components of the LMI system, long-term sustainability will be in question.

In addition to these institutional challenges, the longer-term benefits achieved to date and movement toward sustainability and scalability of effective LMI systems also depend on (1) the ongoing integration of economic context and growth trends across all sectors of the economy, (2) an expanding knowledge and integration of the informal sector, (3) strong partnerships with academic institutions, and (4) strengthened private sector participation. It is less clear how NTLMI Project activities will address these factors, which would allow a more balanced distribution of decision making and autonomy in the LMI sector (Sorensen and Mas 2016).

## 6. **What lessons or recommendations can improve the current programming in each country?**

### a) **Building on existing LMI systems in each country requires identifying weaknesses in need of support.**

LMI is produced and stored by a variety of stakeholders; even in a single institution, it is spread across divisions. The diagnostic exercise that IMPAQ and its partners conducted was crucial in that it helped stakeholders take stock of what types of information they already had, identify the strengths and weaknesses of existing LMI, and plan their improvement strategy accordingly. As IMPAQ moves ahead with implementation, it will be important to continue taking stock of LMI strengths and weaknesses and help stakeholders understand how to connect and integrate LMI information across units and organizations, particularly when crises such as COVID-19 or weather-related events cause shutdowns. Linking the information and making it accessible through technology can help people find employment even during times of crisis.

**b) Assessing the skills needs of beneficiaries can help implementers produce appropriate course material.**

The extent to which program curriculum helps develop skills and capacity of the staff served depends on its appropriateness for the initial skill and knowledge base of participants. To meet differing needs of stakeholder staff, IMPAQ and FLACSO offered two training programs: workshops that are more advanced and geared toward technical staff, and a certificate program that is more theoretical and offered to a wider group of stakeholders. Despite these two streams of curriculum, some participants, especially technical staff who are directly involved with the production and analysis of existing LMI expressed demands for more advanced material. The implementer should identify further opportunities to provide participants with appropriate course material.

**c) Working with authorities in stakeholder institutions can remove barriers to staff participation in trainings.**

Additionally, sustaining participants' regular attendance for the entire duration of the program can be challenging especially due to barriers such as conflicting work-demands, busy schedules, transportation and non-work life responsibilities. The implementer has offered training sessions to accommodate these obstacles as much as possible, and offered incentives, such as lunches and parking vouchers, to sustain attendance. However, interviewed participants expressed that excessive work demands remained as an important barrier to their regular participation, preventing them from fully benefiting from the training offered. The implementer should continue to work with stakeholder institutions to help participating staff manage their work-responsibilities. There are several options that IMPAQ can explore to improve access and participation in the training workshops including: (1) recording each training session and making that session available to participants who are unable to attend; (2) broadcasting the sessions via web-based platforms so participants can sign in from their work facilities and participate while at work; and (3) create rotating schedules that adjust to participants' availability (e.g. offer one session in the morning and then the next training session in the afternoon or evening). Using technology to record and broadcast training sessions can also ensure continuity of training during crisis situations such as COVID-19.

**d) Stakeholder engagement is key to improving efficiency.**

Improving the efficiency of the LMI systems requires the engagement and collaboration of actors from both the public and private sectors. The NTLMI Project plays a key role in establishing the initial engagement and collaboration among stakeholders by bringing the actors to the table to design and implement an establishment survey and potentially a more comprehensive LMI system. The process helped actors (regardless of their position in the system) to understand the steps needed to create establishment surveys and the data that is produced to inform labor policy. During this process, IMPAQ identified potential inputs from each stakeholder and their roles in achieving the project outputs. Each stakeholder then signed an MOU that specified the duties and responsibilities between the stakeholder and IMPAQ. Involvement in the project through a bilateral relationship with the implementer and the local implementing partner FLACSO, rather than through a set of relationships with other

stakeholders, has enabled stakeholders who might otherwise not engage in LMI activities to come to the table and understand the process. The project has also served a more general function of supporting El Salvador, Guatemala, and Honduras to work in tandem on an issue that is critical to everyone. This process has moved the three countries toward the harmonization of key labor concepts, which may improve comparability of LMI data in the region. Finally, as discussed in the previous section, IMPAQ is creating opportunities for staff from public and private institutions to work together. These capacity-building sessions offer opportunities for people to get to know one another, understand their roles and responsibilities in the LMI system and collaborate to create a more efficient process. The opportunity to work together builds trust among stakeholder institutions and help create sustainable working relationships among entities.

**e) Working with third-party entities such as universities can help disseminate up-to-date information on employment and mitigate challenges in data sharing practices.**

One of the challenges in designing and implementing establishment surveys in the Northern Triangle is related to the low level of trust among the organizations that need to work together to develop and carry out these surveys. IMPAQ has learned that drawing on third-party stakeholders such as academic institutions can provide a solution to this challenge in the short and medium term. Across the Northern Triangle countries, IMPAQ's leadership has helped overcome this institutional obstacle by recruiting universities to the project to assist with implementation, model best practices for conducting an establishment survey and house the data. The universities then offer researchers, government officials, and the public access to aggregate data, which helps improve trust in the survey. To help sustain the establishment survey effort, IMPAQ will pass on all related survey material, including the questionnaire and the statistical command file, to the involved stakeholders so that they can replicate the survey in the pilot industry or conduct it in other industries. Getting these surveys developed and available for online completion is a further step that can help stakeholders maintain data collection and update employment information during crisis situations. Surveys sent to businesses via an online portal or email could be completed digitally, thereby updating stakeholders' LMI datasets and helping to create seamless employment information throughout the year.

**f) Drawing on both local and international experts helps ensure high technical capacity while maintaining local adaptation and relevance.**

The project relies on external, as well as internal, experts for delivering the capacity-building activities. This mixed approach ensures that the participants are up to date on the best international practices for collecting, analyzing, and disseminating LMI while applying what they learn within their local context

**g) Creating capacity-building systems that train and retrain as needed ensures that institutions can cope with staff turnover and movement in the long term.**

Because the contents of the certificate program and part of the workshop sessions are developed by FLACSO-affiliated or contracted instructors, these materials can be used for ongoing training. This aspect of the project design is very promising for the sustainability of skill development. Even though LMI is a relatively narrow topic, there is a substantial

amount of staff mobility in the region due to the prevalence of short-duration, fixed-term contracts and administration changes. After the end of the implementation period, the countries will be able to reuse LMI training material and offer it to new cohorts of participants at a small cost. Recording training sessions and making the videos available online can also provide an added opportunity for new staff in the organizations to learn the information as they take on new positions. These types of solutions are particularly important during crisis situations when in-person training cannot take place.

## D. Recommendations for sustainability

1. **All LMI stakeholder institutions within countries should focus on creating a collaborative environment and formal agreements among themselves.** The sustainability of capacity-building gains and survey advancements made by the project hinged on whether the state institutions had formal agreements among themselves and not just MOUs with IMPAQ. To strengthen and maintain LMI systems in each country, stakeholder institutions need to build agreements among one another and extend institutional relationships and agreements beyond those based in capital cities. Incorporating key regional LMI stakeholders in the project activities will increase the breadth of the project’s impact and chances for sustainability.
2. **Implementers should continue to build the capacity of staff across key organizations to design, understand, and use LMI systems, and eventually transition these activities to stakeholder institutions.** Approximately 96 percent of stakeholders expressed positive responses to the workshops and certificate program, but this feedback was coupled with a request for these capacity-building activities to continue, include more advanced material, and eventually to be absorbed by stakeholder institutions. IMPAQ should continue to focus on applied technical training, improve the match between participant needs and course materials, and facilitate attendance for participants in the program. They should also work with FLACSO to embed the training program in the institution so that there is a way to continue delivering training in the post-project period.
  - a) **Focus on applied technical training.** Staff from ministries of labor and statistical bureaus requested that future workshops and certificate program sessions offer more opportunities to learn how to apply LMI theory to the practical issues they face in their work. These staff also requested additional training on data analysis software packages, such as Stata and R. FLACSO Honduras suggested that one of the key project tasks is “to generate a common language between agencies, including one of common methodology and technical approach,” an effort that could be supported by more applied technical training. The applied sessions could also be recorded and made available through web platforms so that new staff – or staff requiring additional training – could easily access the sessions and use online learning to improve their skill sets.
  - b) **Improve the match between participant needs and course material.** Training activities tend to face the challenge of improving the capacity of a heterogeneous group of participants in terms of their technical background topic knowledge. Although IMPAQ has designed the workshops for junior technical staff and the certificate program for a

broader audience, some participants from labor ministries and INEs expressed that the material covered was below their needs. In fact, one stakeholder suggested that no local instructors could take them to the next level of LMI data management and analysis and suggested that they need additional international expertise to reach that level. To improve learning outcomes, the implementer could bring in expert consultants to offer one or two advanced workshop sessions to a targeted technical audience.

- c) **Increase attendance.** For some participants, the proximity of the location where training activities were delivered proved to be an obstacle for attendance, because they were often called back to their office by their supervisors to attend meetings. Offering one or two of the workshop sessions at a location farther from the capital could help improve attendance. In addition to offering future training in non-capital regions of the countries, implementers might consider providing training sessions online during and after the COVID-19 pandemic. Cost savings from no longer hosting catered in-person trainings might allow the implementer to cover participant support costs for those who need greater internet access to stream the courses. Reimbursements for those individuals purchasing additional broadband could maintain participants' access to the trainings and the continuity of the programming overall. IMPAQ could also record the training sessions and make the recordings available to participants who are unable to attend in-person or virtually. This option would allow the participant to keep up with course material and be ready to participate in future sessions. The recordings could also be used for future cohorts or staff that need retraining.
3. **Implementers should maintain the involvement of agency heads in the project through high-level meetings.** The sustainability of project outcomes would be improved if the heads of agencies were directly engaged with one another and the project implementers through high-level meetings that cover the project and its progress. The engagement of these executive figures will raise the profile of LMI development and will maintain momentum for project activities.
4. **Implementers need to continue holding meetings with new political appointees following changes in an administration to introduce them to NTLMI goals and objectives.** Staff from Guatemalan public institutions recommended that IMPAQ should hold an introductory meeting where staff present the project activities and plans to stakeholders. Involving administration staff from the beginning in key aspects of the project helps improve collaboration and buy-in to LMI activities by connecting the utility of these systems to the work they do within their agency or organization.
5. **Implementers should continue to anchor project activities in statistical bureaus, ministries of labor, industry representatives, and universities.** Sustainability of project-initiated activities depends on whether the activities can be anchored in a durable institution, whether that institution fully adopts the responsibility to continue the activities, and whether it has the legal mandate, financing, and incentive to carry out the activities after the project has closed. The three national governments entered the project with mixed levels of willingness and low capacity to conduct well-designed establishment surveys on a regular basis. According to IMPAQ's sustainability plan, these levels suggested a "medium" likelihood that sustainability outcomes could be achieved (Meza-Cordero et al. 2018).

Although most project activities are already anchored in institutions, the institutional bases and funding structures for the expanded establishment surveys are not yet identified across all countries; selecting them should be a priority area for the second half of the project. IMPAQ should also continue to work with local entities such as FLACSO and the ministries to embed activities into their institutional frameworks so staff can continue to implement activities in the future. For example, ministries could create internal professional development programs that utilize recordings of FLACSO training workshops to update staff skills as needed.

6. **Implementers should use the media to promote project outputs and highlight accomplishments.** Promoting the project through the media to the public and the business community can improve private sector trust in the data collection efforts and elevate LMI systems as a national priority by creating visibility among the public. Policymakers should also actively recruit the support of the private sector in promoting the survey, as that sector will benefit from the survey data and publications. IMPAQ and FLACSO should work with LMI users and project beneficiaries, including government institutions, technical training institutes, students, employers, and employees to disseminate the accomplishments of the project to build awareness and enthusiasm, creating demand for high-quality LMI data.
7. **Donor agencies should continue to support data-driven cultures in stakeholder institutions to impact related policy.** Staff from the statistical offices expressed that the legislation authorizing their institutions is rigid, does not leave much room for implementing improvements, and is an obstacle to improving the efficiency of LMI produced by the institutions. For example, they highlighted that their institution does not have a budget line to purchase a license for a statistical software because of the legislation. Although legislative reform is beyond the scope of the project, supporting institutional cultures that prize data and statistical rigor may help such institutions advocate for improvements in LMI production. Donor organizations can also emphasize that strong LMI systems are essential for policymakers, employers, and workers to deal with the isolation and layoffs caused by crises such as the COVID-19 pandemic. With robust LMI systems, workers could better explore formal employment opportunities online, employers could assess their staffing and hiring prospects, and policymakers could use real-time data to prepare supports for key sectors of the economy.

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Annex A:

Terms of reference

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## Terms of Reference

# Multi-Country Interim Performance Evaluation of the Leveraging Data to Build an Efficient Labor Market in the Northern Triangle (NTLMI) Project

**August 19, 2019**

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## CONTENTS

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ACRONYMS .....	v
1. EVALUATION BACKGROUND.....	1
Country and issue context.....	1
2. EVALUATION GOALS AND COMPONENTS.....	2
3. EVALUATION QUESTIONS .....	3
4. METHODOLOGY .....	3
Fidelity of implementation.....	9
Trends analysis .....	5
Key outcomes and data sources .....	6
Analysis approach .....	6
Political economy analysis .....	6
Analysis approach .....	7
5. DATA COLLECTION .....	8
6. QUALITATIVE DATA ANALYSIS.....	9
7. MANAGEMENT AND SUPPORT .....	10
Evaluation team.....	10
Evaluator responsibilities.....	11
Quality.....	11
Cost control .....	12
Timeliness .....	12
Contracting .....	12
Additional evaluator responsibilities .....	13
OTLA responsibilities .....	13
Implementing contractor responsibilities .....	13
8. EVALUATION TIMELINE .....	14
9. DELIVERABLES AND SCHEDULE .....	16
10. REPORT COMPLETION.....	16
Draft report .....	16
Report revisions .....	16
Report outline .....	16
11. REFERENCES.....	17
ANNEX 1. EVALUATION MATRIX .....	19

## TABLES

---

Table 1. NTLMI Project outcomes and activities.....	2
Table 2. Evaluation components.....	9
Table 3. Fidelity of implementation criteria .....	11
Table 4. Deliverables and deadlines.....	16
Table A.1. Evaluation matrix.....	19

## FIGURES

---

Figure 1. Conceptual framework for understanding DOCs.....	7
Figure 2. Mathematica’s Quality Control Systems .....	11
Figure 3. Evaluation timeline.....	15

## ACRONYMS

COR	Contracting officer’s representative
IC	Implementing contractor
ILAB	Bureau of International Labor Affairs
INE	<i>Instituto Nacional de Estadística</i> (National Statistics Bureau)
KII	Key Informant Interviews
LMI	Labor market information
MoL	Ministry of Labor
MOU	Memorandum of understanding
NTLMI	Northern Triangle Labor Market Information Project
OTLA	Office of Trade and Labor Affairs
PEA	Political Economy Analysis
PII	Personally identifiable information
PMP	Performance Monitoring Plan
TAC	Technical Assistance and Cooperation Division
TOR	Terms of reference
DOL	Department of Labor

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# 1. EVALUATION BACKGROUND

## Country and issue context

Efficient labor market information (LMI) systems refer to accurate and timely statistics on the labor market and well-developed labor market exchange platforms.

These systems help governments monitor employment, develop labor policies, and provide critical avenues for economic growth. The current LMI systems in the Northern Triangle region is characterized by outdated measures, lack of adherence to best practices, and a lack of timely information about the skill supply of the labor force and employer needs. The region also faces important challenges, including economic stagnation, labor market inefficiency with high rates of employment in the informal sector, and structural unemployment. Strengthening LMI systems is a crucial step to overcoming these barriers. The Office of Trade and Labor Affairs (OTLA) within the U.S. Department of Labor’s (DOL) Bureau of International Labor

Affairs (ILAB) contracted IMPAQ International to provide technical assistance to the governments of El Salvador, Guatemala, and Honduras through the Leveraging Data to Build an Efficient Labor Market in the Northern Triangle Project (hereafter, Northern Triangle Labor Market Information [NTLMI] Project). The project’s period of performance is October 1, 2017, through September 30, 2021, with a budget of \$4,000,000.

By offering a set of capacity-building supports in the form of training, mentoring, workshops, or other direct activities to a range of government and non-government staff in El Salvador, Guatemala, and Honduras, the NTLMI Project aims to increase labor market efficiency and performance. Specifically, it has two major desired outcomes by end of project:

1. Governments will have the capacity to publish reliable, comprehensive, and current LMI in user-friendly formats for the general public and professional audiences. This includes ensuring statistical bureaus are able to conduct well-designed household and establishment surveys on a regular basis, Labor Market Observatories are able to generate valid labor market estimates, and personnel of government statistical agencies have improved skills and knowledge.
2. Enhanced skills and knowledge on how to use LMI among educational and workforce development programs, employers, service providers, practitioners, and policymakers.

IMPAQ International is conducting seven project activities to meet these objectives and is well on the way to delivering these outcomes (Table 1).



### The state of LMIs in the region at the start of the NTLMI project

Government agencies in El Salvador, Guatemala, and Honduras conduct large-scale, periodic household surveys on education and employment status. However, the surveys rely on outdated methodologies and instruments, are not conducted on a regular and parallel timeline, and do not collect information about labor skills and employer needs.

Furthermore, despite past efforts by statistical bureaus of each country, none of them has a nationally representative establishment survey—that is, a survey of business establishments that collects data on employment and earnings by industry and occupation.

**Table 1. NTLMI Project outcomes and activities**

Outputs	Activities
1. Revised national household surveys	Delivered workshops and organized certificate programs on use of LMIs in household surveys
2. Facilitated creation of an establishment survey in each country	Delivered workshops on establishment survey development  Prepared draft instruments for establishment survey and identified potential industries in each country to pilot the survey
3. Update occupational classification systems	Delivered workshops
4. Advanced sampling mechanisms and data collection methods and manuals	Delivered workshops and organized certificate programs on topics such as survey instrument design
5. Formal agreements with public and private institutions	Signed Memorandums of Understanding (MoUs) with 17 partners from government agencies, academic institutions, and the private sector  Established steering committees in each country and held regular meetings
6. Electronic data collection systems	
7. Labor market information training, workshops, and conferences	Enabled participation of senior technical officers from Statistical Bureaus of each country to the 20th International Labour Statisticians Conference

To conduct a performance evaluation of the NTLMI Project and assess the fidelity of implementation, OTLA has selected Mathematica to conduct the Multi-Country Interim Performance Evaluation (El Salvador, Guatemala, and Honduras) (hereafter, interim evaluation). The performance period for the interim evaluation is June 2019 through June 2020. Mathematica will conduct fieldwork in October 2019 (25 months into the NTLMI project), and submit the evaluation report by December 31, 2019.

## 2. EVALUATION GOALS AND COMPONENTS

The goals of the interim evaluation are to assess the extent to which the project is achieving stated goals and objectives in each of the countries, assess implementation and management of the project and whether it has been implemented as planned, identify promising practices and

lessons learned, and make recommendations to improve project performance and relevance. Specifically, Mathematica will do the following:

- Assess the relevance of the project in the cultural, economic, and political context of each country, as well as the validity of the project design and the extent to which it is suited to the priorities and policies of the host government and other national stakeholders
- Determine whether the project is on track toward meeting its objectives
- Identify challenges and opportunities encountered and analyze the factors driving them
- Assess the effectiveness of the project’s strategies and its strengths and weaknesses in implementation, and identify areas in need of improvement
- Provide conclusions, lessons learned, and recommendations
- Assess plans for sustainability at local and national levels, and identify steps to enhance sustainability

The key components of this performance evaluation include a careful review of project documents, including work plans, technical progress reports, quantitative data collected by the project on performance indicators included in the project’s Performance Monitoring Plan (PMP), logic models, and instrument designs, followed by in-country fieldwork (including interviews, observations, and site visits), data analysis, and evaluation reporting. We elaborate on the methodology in detail in Section 5.

### 3. EVALUATION QUESTIONS

Our performance evaluation is guided by six main questions:

1. To what extent has the project reached its targets and achieved its objectives?
2. What factors contributed to delays and/or progress (for example, political, economic, institutional, or logistical factors)?
3. To what extent was the project effectively designed and implemented? Were activities implemented as planned? What were the barriers to and facilitators of project implementation?
4. What were the intended and unintended effects of implementing the program in the country?
5. To what extent do the activities and the progress achieved by the project seem sustainable? In what ways?
6. What lessons or recommendations can we offer to improve the current programming on each project?

The evaluation matrix in Annex Table A.1 displays the information required, data sources, scope and methodology, limitations, and likely outcomes for each evaluation question.

### 4. METHODOLOGY

To answer our research questions, we will conduct a mixed-methods performance evaluation with three components: (1) a **fidelity of implementation study** that draws on document reviews, key informant interviews (KII) with implementers and stakeholders, and field observation visits

to see the LMI systems; (2) a **trends analysis**, which uses secondary data monitoring and evaluation data to examine changes over time in key outcomes related to the project; and (3) a **political economy analysis** that includes a stakeholder analysis and drivers of change framework. Political economy analysis can help donors and implementers understand where to focus resources for effective implementation. It examines the interaction and distribution of power and wealth among individuals and the processes that create, change, and sustain institutional relationships over time. Table 2 shows how the planned evaluation components are linked to the research questions. Below, we discuss each component in further detail, including the data sources, analysis approach, and timing. The evaluation matrix can be found in Annex I.

**Table 2. Evaluation components**

Research question	Fidelity of implementation	Trends analysis	Political economy analysis (PEA)
1. To what extent has the project reached its targets and achieved its objectives?	X	X	
2. What factors contributed to delays and/or progress (for example, political, economic, institutional, or logistical factors)?	X		X
3. Was the project effectively designed and implemented? Were activities implemented as planned? What were the key barriers to and facilitators of project implementation?	X		X
4. What were the intended and unintended effects of implementing the program in the country?			X
5. To what extent do the activities and the progress achieved by the project seem sustainable? In what ways?			X
6. What lessons or recommendations can we offer to improve the current programming on each project?	X		X

## Fidelity of implementation

Fidelity of implementation studies examine factors affecting implementation, the processes followed by implementers, and the results achieved by the project, including how to introduce potential solutions into systems or how to promote their large-scale use and sustainability. The intent is to understand what, why, and how interventions work in real-world settings and to test approaches to improving those interventions (Peters et al. 2014).

To measure the fidelity of implementation, we will use the criteria elaborated in Table 3 to assess the acceptability, adoption, appropriateness, feasibility, fidelity, cost, and sustainability of the interventions. We will gather these data through KII and document reviews (described in Section 5, below).

**Table 3. Fidelity of implementation criteria**

Implementation outcome	Working definition	Related terms
Acceptability	The perception among stakeholders (for example, consumers, providers, managers, policymakers) that an intervention is agreeable	Factors related to acceptability (for example, comfort, relative advantage, credibility)
Adoption	The intention, initial decision, or action to try to employ a new intervention	Uptake, utilization, intention to try
Appropriateness	The perceived fit or relevance of the intervention in a particular setting or for a particular target audience (for example, provider or consumer) or problem	Relevance, perceived fit, compatibility, perceived usefulness or suitability
Feasibility	The extent to which an intervention can be carried out in a particular setting or organization	Practicality, actual fit, utility, trialability
Fidelity	The degree to which an intervention was implemented as it was designed in an original protocol, plan, or policy	Adherence, delivery as intended, integrity, quality of program delivery, intensity or dosage of delivery
Implementation cost	The incremental cost of the implementation strategy (for example, how the services are delivered in a particular setting); total cost of implementation includes the cost of the intervention itself	Marginal cost, total cost‡
Coverage	The degree to which the population eligible to benefit from an intervention actually receives it	Reach, access, service spread, or effective coverage penetration (focusing on the degree to which an intervention is integrated in a service setting)
Sustainability	The extent to which an intervention is maintained or institutionalized in a given setting	Maintenance, continuation, durability, institutionalization, routinization, integration, incorporation

Note: Adapted from Peters et al. 2014

## Trends analysis

In this section, we describe the data sources and analysis approach for the second component of the performance evaluation: a trends analysis that will examine changes in key outcomes over time. This component will draw on secondary data sources, including project monitoring data, data on participation to training workshops, certificate programs, and where possible, and other relevant data from the national institute for statistics, and administrative data from the Ministries of Economics and Labor. We will attempt to collect data at the provincial or departmental level when possible. The trends analysis will examine indicators such as the number of individuals with improved skills and knowledge on LMIs in governmental and non-governmental institutions that are involved in the collection, analysis and use of LMI.

## Key outcomes and data sources

The outcomes we will analyze using secondary data are linked to the research questions and draw on discussions with ILAB and the project. Many of these outcomes are project-monitoring indicators that IMPAQ and DOL are tracking across the three countries of the Northern Triangle. These proposed outcomes should be considered preliminary and might be modified based on early experience in gathering the data. To the extent possible, we plan to capture this information from several years before the project to enable us to examine trends over time.

The key outcomes we plan to examine in this way include the following:

- **Project monitoring data** include both output and outcome data collected by IMPAQ International to report to DOL/ILAB. These data include indicators ranging from the number of surveys created or revised to the number of individuals who complete USG-assisted workforce development programs.
- **Labor market information system databases** will provide data on indicators such as labor market demands, labor market productivity, skill needs, employment trends, and unemployment.
- **Ministries of labor and economics** will provide additional administrative data on economic trends and projections that can help us contextualize findings related to project implementation.

## Analysis approach

Analysis of these data will largely be descriptive in nature and will focus on a graphical illustration of trends over time. Wherever possible, we will conduct this analysis separately by country, because changes associated with the project might differ across the Northern Triangle due to differences in context, geographic scope, and implementation timing. It will be necessary to exercise caution in interpreting the findings from this analysis and not unduly attribute any observed changes in trends to the impacts of the project. Specifically, factors unrelated to the project could be driving some of the observed changes in trends; without a valid counterfactual, changes cannot be fully attributed to the project. Nevertheless, this approach still provides useful evidence about changes over time, and the fidelity of implementation study will help us understand the possible influence of the project.

## Political economy analysis

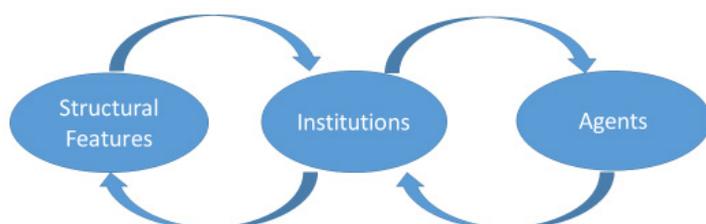
Political economy analysis allows us to delve into issues beyond efficiency and look at power dynamics, willingness to change, and institutional facilitators and blockages that can prevent uptake of interventions. PEA also supports risk analysis and adaptive management, and can help policymakers obtain a more comprehensive understanding of situations within their work environment. We will use the World Bank's Problem-driven Governance and Political Analysis tool to understand specific issues and changes and the specific tactics that can be used to achieve these changes within the LMI sector. Our aim is to build on IMPAQ and ILAB knowledge of the broader political economy environment and increase our understanding of the politics and relationships that govern how change happens within the labor sector. The political economy analysis involves using data from KIIs along with administrative data to identify issues, facilitators of and barriers to change, and the political and institutional environment, to see how projects can effect change over time. Each KII protocol that we develop will include a PEA

module that collects data on the agents, institutions, and enabling environments in each country. The qualitative data collection sources are described in Section 5, below.

### Analysis approach

Data analysis for PEA will use the Drivers of Change Framework (DOC) to code and map the qualitative data. In applying the DOC (Warrener 2004), we will assess project performance with respect to how project design and implementation addressed the contextual factors of structure, institutions, and agents. In Figure 1, we demonstrate the interrelated nature of the DOC analysis framework, as discussed in Warrener (2004).

**Figure 1. Conceptual framework for understanding DOCs**



Source: Warrener 2004.

We have applied Warrener's (2004) three conceptual areas to the Northern Triangle context as follows:

1. **Structure.** The political structure/history of labor market trends and efforts in the Northern Triangle, trajectory of social and economic development (internal and external), and demographic trends.
2. **Institutions.** The relevant legal framework, government policies (from labor, education and other sectors), formal administrative and financial processes, and informal rules that influence the behavior of agents.
3. **Agents.** Organizations and individuals who pursue their interests. In the given evaluation, agents include politicians and political appointees, public service staff employed by ministries, and private sector actors.

The institutional modules to be added to the qualitative protocols will include questions related to the three conceptual areas. We will code the results and then map them to show the changing political and economic relationships that occur over time. The mapping process will allow us to document how different institutions and agents can influence the decision-making process and hence the political economy. DOC analysis provides insight into what, how, and why change takes root in a given sector, and examines the change process through interviews and document reviews. We will pair this analysis with a stakeholder analysis where we work with key actors to assess their knowledge, interests, positions, alliances, and importance related to LMI policy. This analysis allows policymakers and project managers to interact more effectively with key stakeholders and to increase support for a given policy or program.

## 5. DATA COLLECTION

In this section, we provide more detail on the data sources for the fidelity of implementation and political economy analysis components.

**Project document review.** To ensure we have a clear understanding of the goals, objectives, proposed activities, and outputs of the NTLMI project, we have conducted an in-depth desk review of all relevant project documentation. ILAB and IMPAQ provided critical project documents such as the implementing organization’s technical proposal, draft project document, technical progress reports, and trip reports. Additionally, we requested from IMPAQ technical information that has helped us better understand the content and breadth of their capacity-building activities. The additional documents we reviewed include the following:

- **Training and workshop material.** Slide decks from workshops on survey instrument design, LMIs in household surveys, and workshops on establishment survey development; curricular planning documents and reports.
- **Meeting notes.** Minutes from the Steering Committee meetings that took place in each country.
- **MOUs** with 17 partners and stakeholders.
- **Indicator development.** Draft pilot questionnaire for the establishment survey<sup>5</sup> and
- Performance Monitoring Plan (PMP) Indicator Tracking Table.

**Taking stock of existing LMIs.** In addition to reviewing project documents on the LMIs in each country, we will perform a stock-taking exercise of other existing indicators and data sources. This exercise will further enhance our understanding of the status of LMIs in the region at baseline and help us make recommendations to improve project performance.

Effective LMIs draw on a variety of elements. LMIs collected through households often provide information on the “hard” indicators of labor supply and demand, such as employment and unemployment rates. However, “soft” (self-reported and/or subjective) LMIs, such as skills and development, the safety of employment, employment security, and intrinsic job quality, are also crucial for labor market analysis.<sup>6</sup> We will review existing household surveys and additional social surveys<sup>7</sup> to identify availability of such information in national LMI systems. We will then assess the feasibility of incorporating these indicators into the national LMIs as part of the NTLMI project.

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<sup>5</sup> We have requested from IMPAQ documents outlining proposed instruments for household surveys; however, IMPAQ has informed us that these are still at early design stage.

<sup>6</sup> To assist statistical bureaus in collecting this kind of information, many international organizations have developed sets of indicators. These include the International Labor Organisation’s Decent Work Indicators, the OECD’s Guidelines for Measuring the Quality of Working Environment, and the United Nations Economic Commission for Europe’s Handbook on Measuring the Quality of Employment.

<sup>7</sup> These surveys include Basic Questionnaire for Working Conditions, Employment and Health Surveys in Latin America and the Caribbean; First Central American Working Conditions and Health Survey; and Latinobarometer.

**Field observations of LMI systems and organizations.** To complement and verify the information learned from the project document review on the status of LMI systems in the region, we will conduct field observations of organizations that collect, use, or store LMI. This exercise will also help us assess the adequacy and appropriateness of the implementing organization’s capacity-building activities to strengthen the LMIs, particularly activities related to revising the national household surveys.

**Key informant interviews.** We will conduct KIIs with relevant stakeholders to help us gain a detailed understanding of how IMPAQ International has designed and implemented technical assistance services for LMI systems’ capacity-building in the region—including implementation fidelity, best practices, lessons learned, and any management and coordination issues that have surfaced. The interviews will provide us with insight into the projects’ effects and their potential sustainability. To administer the interviews efficiently and consistently, we will develop a master interview protocol and tailor it to each type of KII by using templates we designed for other performance evaluations. We will present the protocols to ILAB staff and the grantee and will then revise the materials based on their feedback. Following best practices for collecting qualitative data, we will digitally record all interviews (when possible) and take notes during them.

## 6. QUALITATIVE DATA ANALYSIS

The final qualitative data analysis will involve reading transcripts and coded data and then synthesizing and validating coded themes to extract and distill the key findings. We will test for consistency and discrepancies in findings across data sources and analyses by triangulating among the evaluation’s main data sources. Triangulation facilitates confirmation of patterns or findings and the identification of important discrepancies; it also reduces the potential for inaccuracies that arise from a largely retrospective assessment. We will follow four steps to analyze the data (Creswell 2009):

- 1. Raw data management.** Raw data management is the process of organizing raw data into formats usable for analysis (that is, from audio files to transcripts). During raw data management, we will review all data and eliminate any that are incomplete or not useful to our analysis.
- 2. Chunking and initial coding.** Often referred to as data reduction, chunking and initial coding will enable us to read through the interview and focus group transcripts several times and obtain a holistic view of the data. We will develop a detailed initial coding scheme—a set of themes we might encounter in the transcripts that maps to the research questions and logic model. We will also document potential themes, linkages among results, and potential findings.
- 3. Detailed coding.** Detailed coding will involve refinement of the coding scheme and the recoding of data as we examine them in greater depth. We will use NVivo software to review and code the transcripts based on the initial codes developed during the chunking process. Use of NVivo software to assign codes to the qualitative data will enable us to access data on a specific topic quickly and organize information in different ways to identify themes and compile evidence supporting the themes. We will expand and refine the codes during the coding exercise and subsequent analysis of the coded transcripts in an iterative process as additional themes emerge. Further, the software will

enable us to categorize respondents by gender, age, geographic location, or other salient characteristics to facilitate analysis by subgroup.

- 4. Data interpretation and writing.** Data interpretation and writing will require the triangulation of the findings across stakeholders to highlight mechanisms, contexts, and similarities and differences in perspectives.

The qualitative data analysis will explore how activities were planned, how and why implementation might have varied from the original plan, major barriers and facilitators with regard to implementing the subactivities, and important lessons learned. Mathematica will also triangulate the quantitative and qualitative findings to ensure depth and understanding of the analysis. The qualitative analysis will provide context and meaning to the impact evaluation findings and will help end users understand the roles of the project activities in improving the quality of labor market systems.

**Synthesize findings across countries.** After gathering data and relevant information from each of the three counties, we will identify promising practices and develop suggestions for improving project performance.

## 7. MANAGEMENT AND SUPPORT

### Evaluation team

As outlined in the performance evaluation proposal, the evaluation team is composed of Dr. Audrey Moore, Dr. Hande Inanc, Dr. Ignacio Martinez, and Mr. Josh Meuth Alldredge.

**Dr. Moore** will oversee the project team and provide technical leadership as project director and co-evaluation lead. She will manage the evaluation team, lead the design and implementation of the evaluation, and oversee quantitative and qualitative data collection and analysis. She will also monitor the project's budget and schedule and manage communication with OTLA/ILAB, local partners, and other stakeholders. Dr. Moore's expertise in evaluation design and data collection, particularly in the education and workforce development sectors, is augmented by her knowledge and experience in implementing education evaluations in Latin America. Her combination of management and technical expertise will ensure that the team delivers the best quality products to ILAB on an agreed-upon schedule.

**Dr. Inanc** will lead the evaluation design and analysis, leveraging her extensive experience with LMI systems. Dr. Inanc will lead the document review, develop the evaluation methods and instruments, conduct fieldwork and data collection in Honduras, and perform data analysis and reporting tasks. Dr. Inanc has subject matter expertise in employment stability, working conditions, and well-being, and more than 10 years of experience in designing, collecting, analyzing, and reporting labor market data. Before joining Mathematica, she was a researcher at the Statistics Directorate of the Organisation for Economic Co-operation and Development (OECD); in that role, she prepared The OECD Guidelines for Measuring the Quality of the Working Environment. As part of OECD's Better Life Initiative, Dr. Inanc performed country evaluations where she helped assess well-being outcomes in Latin American countries through a

benchmark analysis. Dr. Inanc’s experience with fieldwork and LMI systems ensures that the evaluation team will design and deliver a quality performance evaluation and provide the highest level of technical understanding of the analysis.

**Dr. Martinez** will support the team by providing technical assistance and quality assurance of the LMI data collection and analysis. Dr. Martinez has led the analysis of real-time LMI for DOL to identify emerging certifications and credentials in high demand. He brings extensive experience working with complex data and information systems from a variety of areas, including labor, education, and health, which directly supports the technical quality of the evaluation team’s work for ILAB.

**Mr. Meuth Alldredge** will support the team as a research analyst and data collection specialist. Mr. Meuth Alldredge will support the document review, terms of reference (TOR), and instrument development tasks, and will conduct fieldwork and data collection in El Salvador and Guatemala, support data analysis and writing, and perform project management tasks. He has extensive field experience in collecting and analyzing data for education and workforce programs. His experience developing instruments and applying data collection processes in the field will ensure that the team can move efficiently through the data collection and analysis process.

Throughout the project, Mathematica’s communications, production, quality assurance, and contracting staff will provide support to the evaluation team, as needed.

## Evaluator responsibilities

### Quality

Mathematica will be solely responsible for the management of the interim evaluation. Dr. Moore, as the project manager, will oversee the project team and provide technical leadership. She will be responsible for managing the evaluation team, leading the design and implementation of

the evaluations, and overseeing quantitative and qualitative data collection and analysis. She will also oversee all budgeting aspects of the project and the overall quality of all deliverables. Dr. Moore will be supported by a research analyst, who will ensure logistical and contractual compliance, coordinate travel approvals, and shepherd the data analysis process.

Mathematica also has established a series of internal supplementary quality assurance (QA) guidelines developed for specific types of work to ensure consistency and accuracy in all products. To verify excellence in our products, we follow a company-wide QA process (Figure 2) whereby a senior Mathematica researcher who is familiar with a project’s content area reviews deliverables, including those developed by subcontractors and consultants. In addition, all



deliverables undergo our internal editing and production processes to ensure they meet Mathematica’s quality standards and are appropriate for their intended audiences.

### **Cost control**

Mathematica’s project review committee—which includes corporate officers familiar with domestic and international evaluations, including those for DOL—will perform monthly reviews of the activities and progress of this evaluation. The review includes a staffing projection analysis, which ensures that labor hours are realistically allotted, and an analysis of expenditures. As part of our project review process, our accounting system tabulates labor and other direct costs billed during the previous month. Costs are reported by task and summarized for the month and for the project to date. Dr. Moore will use the reports to assess overall costs and identify any improper or unusual charges or budgetary risks. Dr. Moore and the project review committee will also seek to identify potential containment strategies and suggest cost containment initiatives based on experience with other domestic and international evaluations, including those for DOL.

### **Timeliness**

Delivering high quality service to ILAB means that Mathematica will adhere to a client-approved workplan and submit deliverables on time (see Section 8, below, for full schedule). Under Dr. Moore’s direction, the evaluation team will use tools from Mathematica’s project management toolkit to plan for, monitor, and control project progress. Dr. Moore and the project review committee will seek to identify potential technical, scheduling, staffing, or budgetary risks that may require attention and will develop workable solutions. This monthly review process enables us to identify and resolve potential performance issues with full corporate support at the earliest stage and ensures that we can deploy all relevant resources to address them.

Effective communication among team members will also be pivotal to staying on task, delivering quality deliverables on time, and reacting to any unanticipated changes to the evaluation plans. Our teams hold weekly project meetings, which help project directors and team leaders monitor the progress of specific tasks against milestones. The meetings, in turn, ensure ongoing coordination among tasks and allow prompt identification of problems and potential solutions as well as careful planning of future work. Any delays in intermediate milestones provide early warnings of problems and enable the project director and senior staff to take prompt remedial action.

### **Contracting**

Open communication with the client is central to Mathematica’s management procedures. Dr. Moore will maintain regular telephone and email contact with the contracting officer’s representative (COR) and will lead biweekly meetings with ILAB to go over tasks and review the schedule. If problems develop or the potential for a problem becomes apparent, Dr. Moore will immediately notify ILAB and, together, ILAB and Mathematica will develop strategies to address the issues, mitigate their consequences, and implement contingency plans, if needed.

### **Additional evaluator responsibilities**

In addition to the process-oriented responsibilities discussed above, the evaluation team takes responsibility for the following compliance items, as stipulated in the performance evaluation contract. Mathematica will:

- Cover translation costs related to field work, as necessary
- Follow travel requirements (receive COR approval of travel budget, purchase tickets, obtain visas, notify COR when travel amount cited in contract is 80 percent expended)
- Complete HT401 Course Completion Certificate and e-clearance form by deadline in Section 8
- Communicate methods and evaluation matrix as noted in the Annex, and produce findings and deliverables as outlined in Section 8
- Adhere strictly to data protection rules by:
  - Protecting confidential, proprietary, and personally identifiable information (PII)
  - Complying with FISMA 2014, E-Government Act and the Privacy Act, applicable OMB directives and standards from the National Institute of Standards and Technology
  - Encrypting PII as necessary, reporting data breaches to DOL, and maintaining close cooperation with DOL in addressing security issues
- Report any changes to the scope of the contract and discuss the proposed changes with the contracting officer
- Coordinate with and support other contractors as directed by DOL
- Ensure compliance with Section 508 and additional submission requirements as outlined in DOL 2014-03 Section 508 contract clause
- Follow data transmission and invoicing specifications detailed in DOL 2014-01 Electronic Submission of Payment Requests contract clause

### **OTLA responsibilities**

As stipulated in the contract, ILAB/OTLA is responsible, through the COR, for receiving, inspecting, and accepting deliverables; providing feedback and guidance; evaluating the performance of the Mathematica team; and certifying invoices for payment.

### **Implementing contractor responsibilities**

IMPAQ is responsible for supporting the evaluation conducted by the Mathematica team. This support includes (1) assistance in coordinating field work plans, (2) access to IMPAQ personnel for data collection, (3) access to partners and stakeholders through IMPAQ networks, and (4) providing project implementation documents for review.

## 8. EVALUATION TIMELINE

In June and July 2019, the evaluation team conducted background and document review. Evaluation planning and design, which includes drafting these terms of reference, producing an evaluation matrix, and completing the HT401 training and e-clearance, is taking place between mid-June and mid-September. After finalizing the TOR in early September, we will develop and revise KII and site visit protocols.

The evaluation team will conduct fieldwork and data collection in October 2019, which includes traveling to El Salvador, Guatemala, and Honduras; conducting KIIs, site visits, and observations; reviewing LMI systems; gathering quantitative data; and drafting trip reports for submission in early November. Each week, the team will upload interview recordings to a secure server and the DC-based team will review a sample of the recordings for content, depth, and accuracy. From late October until the third week of November, we will also conduct analysis of qualitative and quantitative data and draft the initial evaluation report. Using OTLA/ILAB comments, we will make revisions to the draft through early December, and submit the final report during the third week of the month. In January 2020, we will debrief with OTLA/ILAB about the evaluation, and we will support dissemination efforts as necessary throughout the remainder of the contract (until June 2020). Throughout the evaluation, the Mathematica team will maintain close communication with OTLA/ILAB, IMPAQ, and other stakeholders through monthly progress reports, regular calls, and check-ins, as necessary. Additional detail is provided in the project timeline (Figure 3) below.



## 9. DELIVERABLES AND SCHEDULE

In accordance with our contract and the evaluator responsibilities detailed above, we will monitor budget and contractual requirements on a monthly basis. We will prepare and submit progress reports to OTLA as well as steward all deliverables through Mathematica’s internal quality assurance process. Table 4 summarizes the main deliverables and deadlines under this contract.

**Table 4. Deliverables and deadlines**

Deliverable	Estimated deliverable date
Monthly progress reports	First business day of each month
Draft TOR	Two (2) months prior to fieldwork (August 2019)
Final TOR, field itinerary, and stakeholders list	One (1) month prior to fieldwork (September 2019)
Draft evaluation report	Three (3) weeks after completion of fieldwork in all three countries
Final evaluation report and one-page summary using data visualization techniques/infographics	No later than two (2) weeks after ILAB acceptance of draft evaluation report (December 2019)

## 10. REPORT COMPLETION

### Draft report

The evaluator will complete the draft report of the evaluation within two weeks of finalizing fieldwork. Based on the current plan to complete fieldwork in October 2019, we anticipate that submission of the draft report will be completed by mid-November 2019. We will share the draft with ILAB within two weeks (10 business days) for ILAB to provide comments.

### Report revisions

The evaluator will produce a revised evaluation report incorporating feedback from ILAB, where appropriate, and provide a final version within three weeks (15 business days) of having received final comments. The final report will be submitted in December 2019. The final version of the report will follow the format below (page lengths by section are illustrative only) and be no more than 30 pages in length, excluding the annexes.

### Report outline

1. Title page (1)
2. Table of contents and lists (tables, graphs, etc.) (1)
3. Acronyms (1)
4. Executive summary (2)

5. Background and project description (1–2)
6. Purpose of evaluation (1)
7. Evaluation methodology (2–3)
8. Findings and conclusions (15)

This section will be organized around the three key issues outlined above:

- A. Validity and strategic relevance of the project design
- B. Status of implementation
- C. Good practices and lessons learned
  - a. LMI improvement
  - b. Updated classification systems
  - c. Public-private partnerships
  - d. Electronic data collection systems
  - e. Training on use of the LMI systems
9. Recommendations (2)
10. Annexes
  - a. Terms of reference
  - b. Strategic framework
  - c. Project PMP and data tables
  - d. List of meetings and interviews
  - e. Any other relevant documents

## 11. REFERENCES

Peters DH, Adam T, Alonge O, *et al* “Implementation research: what it is and how to do it” *British Journal of Sports Medicine*, 2014;48:731-736.

Warrener, D. 2004. The Drivers of Change Approach. Synthesis Paper 3. London:ODI.

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## TERMS OF REFERENCE ANNEX 1. EVALUATION MATRIX

**Table A.1. Evaluation matrix**

Evaluation questions	Information required and sources	Scope and methodology	Limitations	What this evaluation will likely allow the evaluator to say.
1. To what extent has the project reached its targets and achieved its objectives?	<ul style="list-style-type: none"> <li>Original project workplan, annual and quarterly technical progress reports, field trip reports,</li> <li>PMP indicator tracking table, and interviews with OTLA staff,</li> <li>IMPAQ staff, and relevant national stakeholders</li> </ul>	<ul style="list-style-type: none"> <li>Fidelity of implementation study to assess how implementing staff were recruited and trained, what proportions of targeted people were reached, the amount of exposure participants had to intervention activities (intervention intensity), and the consistency with which the intervention components were delivered in each setting. Comparisons made between actual versus planned activities and objectives.</li> <li>Sample: Purposive sample including ILAB staff, implementing partners, and stakeholders engaged in the development and use of LMI systems.</li> <li>Interview data to be collected in the capital cities of Honduras, Guatemala, and El Salvador in October 2019. The document review will be completed before the fieldwork. IMPAQ and ILAB will provide project documents.</li> </ul>	<ul style="list-style-type: none"> <li>Lack of data may affect the internal validity of the study</li> <li>Delays in project implementation may prevent the acquisition of targets</li> <li>Availability of participants for interviews</li> </ul>	Allows us to determine the extent to which the implementer met the goals laid out in the scope of work and determine whether any ineffective implementation activities were a result of poor implementation or other factors.
2. What factors contributed to delays and/or progress (for example, political, economic, institutional, or logistical factors)?	<ul style="list-style-type: none"> <li>Interviews with OTLA staff, IMPAQ staff, and relevant national stakeholders</li> </ul>	<ul style="list-style-type: none"> <li>Data to be collected through in-country interviews in the capital cities of Honduras, Guatemala, and El Salvador in October 2019 for use in the political economy analysis.</li> </ul>	<ul style="list-style-type: none"> <li>Recall bias</li> <li>Willingness to share negative information</li> </ul>	Allows us to understand what delays have occurred, what factors facilitated progress or led to delays, and to begin to assess the potential for future sustainability

Evaluation questions	Information required and sources	Scope and methodology	Limitations	What this evaluation will likely allow the evaluator to say.
<p>3. Was the project effectively designed and implemented? Were activities implemented as planned? What were the key barriers to and facilitators of project implementation?</p>	<ul style="list-style-type: none"> <li>• Original project workplan</li> <li>• Technical progress reports</li> <li>• Performance Monitoring Plan Indicators Tracking Table</li> <li>• Logic model</li> <li>• Interviews with OTLA staff, IMPAQ staff, and relevant national stakeholders</li> </ul>	<ul style="list-style-type: none"> <li>• Fidelity of implementation analysis to assess how implementing staff were recruited and trained, what proportions of targeted people were reached, the amount of exposure participants had to intervention activities (intervention intensity), and the consistency with which intervention components were delivered in each setting. Comparisons of actual versus planned. We will then use stakeholder analysis to look at changes during the implementation process and a political economy analysis to explain the factors that delay (or facilitate) progress.</li> <li>• Sample: Purposive sample including ILAB staff, implementing partners, and stakeholders engaged in the development and use of LMI systems.</li> <li>• Interview data to be collected in the capital cities of Honduras, Guatemala, and El Salvador in October 2019. The document review will be completed before the fieldwork. IMPAQ and ILAB will provide the documents.</li> </ul>	<ul style="list-style-type: none"> <li>• Lack of data may affect the internal validity of the study</li> <li>• Delays in project implementation may prevent the acquisition of targets</li> <li>• Availability of participants for interviews</li> <li>• Recall bias</li> <li>• Willingness to share negative information</li> </ul>	<p>Allows us to determine the extent to which any ineffective implementation activities were a result of poor implementation. Enables us to understand what delays have occurred, what factors facilitated progress or led to delays, and to begin to assess the potential for future sustainability</p>
<p>4. What were the intended<sup>a</sup> and unintended effects of implementing the program in the country?</p>	<ul style="list-style-type: none"> <li>• Original project workplan</li> <li>• Interviews with OTLA staff, IMPAQ staff, and relevant national stakeholders</li> </ul>	<ul style="list-style-type: none"> <li>• Fidelity of implementation and political economy analysis</li> </ul>	<ul style="list-style-type: none"> <li>• See above</li> </ul>	<p>Allows us to understand whether the program met its intended objectives, and positive and negative consequences of implementation</p>

Evaluation questions	Information required and sources	Scope and methodology	Limitations	What this evaluation will likely allow the evaluator to say.
<p>5.To what extent do the activities and the progress achieved by the project seem sustainable? In what ways?</p>	<ul style="list-style-type: none"> <li>Interviews with OTLA staff, IMPAQ staff, and relevant national stakeholders</li> </ul>	<ul style="list-style-type: none"> <li>Political economy analysis that includes a stakeholder analysis and drivers of change framework. Political economy analysis can help donors and implementers understand where to focus resources for effective implementation.</li> </ul>	<ul style="list-style-type: none"> <li>Recall bias</li> <li>Willingness to share negative information</li> <li>Requires appropriate expertise in Political Economy Analysis (PEA) protocol development and analysis</li> <li>Can help to identify the long-term drivers of change in broad terms but is less useful for understanding how political systems operate in practice</li> <li>Need to find ways to strengthen the links between the analytical stage and the use of findings in practice</li> </ul>	<ul style="list-style-type: none"> <li>Allows us to understand what delays have occurred, what factors facilitated progress or led to delays, and to begin to assess the potential for future sustainability</li> <li>Allows us to delve into issues beyond efficiency and look at power dynamics, willingness to change, and institutional facilitators and blockages that can prevent uptake</li> <li>Supports risk analysis and adaptive management, can help policymakers obtain a more comprehensive understanding of situations within their work environment</li> </ul>

Evaluation questions	Information required and sources	Scope and methodology	Limitations	What this evaluation will likely allow the evaluator to say.
6. What lessons or recommendations can we offer to improve the current programming on each project?	<ul style="list-style-type: none"> <li>Original project workplan, annual and quarterly technical progress reports, field trip reports, PMP indicator tracking table, and interviews with OTLA staff, IMPAQ staff, and relevant national stakeholders</li> </ul>	<ul style="list-style-type: none"> <li>Fidelity of implementation analysis paired with the political economy analysis</li> </ul>	See above	See above

<sup>a</sup> Intended effects” are anything that falls within the proposed theory of change and logic model; “unintended consequences” are any results (positive or negative) falling outside the framework.

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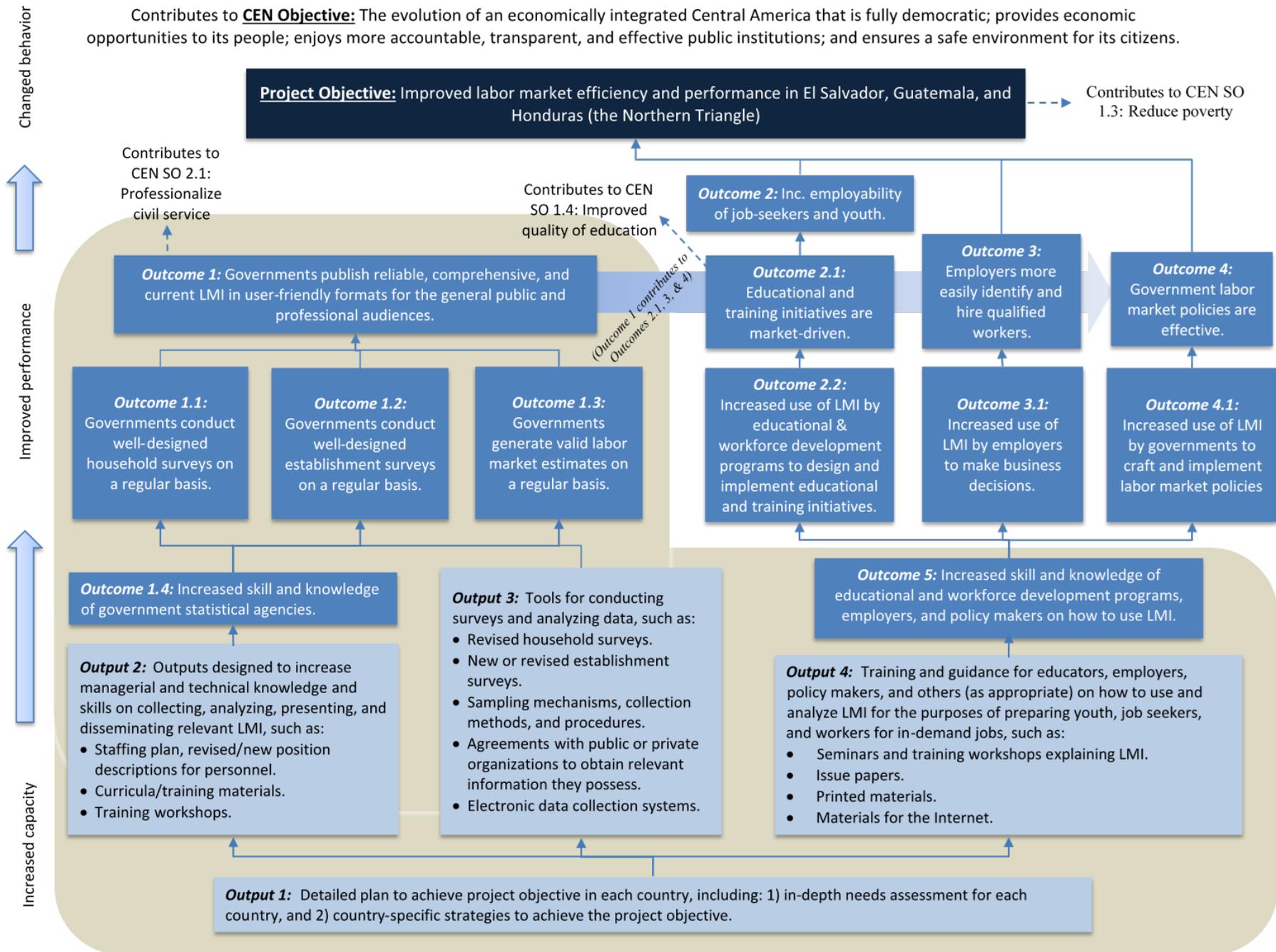
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Annex B:

Strategic framework

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## Annex C:

### Project PMP and data tables

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## Year 1

Ind. #	Performance Indicator	Unit of Measurement	Country	Baseline Value	Y1 Target	Actuals		YTD Total	Y1 Target	YTD % Achieved	Data Source/ Collection Method	Collection Frequency
						S1	S2					
<b>Project Objective: Improved labor market efficiency and performance in El Salvador, Guatemala, and Honduras.</b>												
<b>Outcome 1: Governments publish reliable, comprehensive, and current LMI in user-friendly formats for the general public and professional audiences</b>												
1.1	Number of nationwide household surveys revised	Count	El Salvador	0	0	N/A	N/A	N/A	N/A	N/A	Project records and reports	Y2, Y3, Y4
			Guatemala	0	0	N/A	N/A					
			Honduras	0	0	N/A	N/A					
1.2	Number of governments administering establishment survey on a regular basis	Count	El Salvador	0	0	N/A	N/A	N/A	N/A	N/A	Project records and reports; government records	Y2, Y3, Y4
			Guatemala	0	0	N/A	N/A					
			Honduras	0	0	N/A	N/A					
1.3	Conduct pilot establishment survey	Count	El Salvador	0	0	N/A	N/A	N/A	N/A	N/A	Project records and reports	Y2, Y3, Y4
			Guatemala	0	0	N/A	N/A					
			Honduras	0	0	N/A	N/A					
1.4	Number of businesses participating in pilot establishment survey	Count	El Salvador	0	0	N/A	N/A	N/A	N/A	N/A	Project records and reports	Y2, Y3, Y4
			Guatemala	0	0	N/A	N/A					
			Honduras	0	0	N/A	N/A					
1.5	Number of electronic LMI data repository systems developed.	Count	El Salvador	0	0	N/A	N/A	N/A	N/A	N/A	Project records and reports	Y4
			Guatemala	0	0	N/A	N/A					
			Honduras	0	0	N/A	N/A					

Ind. #	Performance Indicator	Unit of Measurement	Country	Baseline Value	Y1 Target	Actuals		YTD Total	Y1 Target	YTD % Achieved	Data Source/ Collection Method	Collection Frequency
						S1	S2					
1.6	Number of training sessions administered to statistical agencies on rigorous statistical methods	Count	El Salvador	0	1	0	0	1	3	33%	Project records and reports	Semi-annually
			Guatemala	0	1	0	1					
			Honduras	0	1	0	0					
1.7	Number of procedures, manuals, and guidelines for conducting surveys and documenting the proper usage institutionalized	Count	El Salvador	0	0	0	0	0	0		Project records and reports	Semi-annually
			Guatemala	0	0	0	0					
			Honduras	0	0	0	0					
<b>Outcome 2: Increased skill and knowledge of education and workforce development programs, employers, and policy makers on how to use LMI.</b>												
2.1	Number of individuals with new or better employment following completion of USG-assisted workforce development programs (F indicator # EG.6-1)	Count	El Salvador	0	0	0	0	0	TBD		Post-training follow-up survey	Semi-annually
			Guatemala	0	0	0	0					
			Honduras	0	0	0	0					
2.2	Number of individuals with improved skills following completion of USG-assisted workforce development programs (F indicator # EG.6-2)	Count	El Salvador	0	15	0	0	33	45	73%	Course attendance lists	Semi-annually
			Guatemala	0	15	0	33					
			Honduras	0	15	0	0					
2.3	Number of individuals who complete USG-assisted workforce development programs (F indicator # EG.6-3)	Count	El Salvador	0	0	0	0	0	TBD		Course attendance lists	Semi-annually
			Guatemala	0	0	0	0					
			Honduras	0	0	0	0					

## Year 2

Ind. #	Performance Indicator	Unit of Measurement	Country	Baseline Value	Y2 Target	Actuals		YTD Total	Y2 Target	YTD % Achieved	Data Source/ Collection Method	Collection Frequency
						S1	S2					
<b>Project Objective: Improved labor market efficiency and performance in El Salvador, Guatemala, and Honduras.</b>												
<b>Outcome 1: Governments publish reliable, comprehensive, and current LMI in user-friendly formats for the general public and professional audiences</b>												
1.1	Number of nationwide household surveys revised	Count	El Salvador	0	0	N/A	N/A	0	0	N/A	Project records and reports	Y2, Y3, Y4
			Guatemala	0	0	N/A	N/A					
			Honduras	0	0	N/A	N/A					
1.2	Number of governments administering establishment survey on a regular basis	Count	El Salvador	0	0	N/A	N/A	0	0	N/A	Project records and reports; government records	Y2, Y3, Y4
			Guatemala	0	0	N/A	N/A					
			Honduras	0	0	N/A	N/A					
1.3	Conduct pilot establishment survey	Count	El Salvador	0	1	N/A	1	1	3	33%	Project records and reports	Y2, Y3, Y4
			Guatemala	0	1	N/A	0					
			Honduras	0	1	N/A	0					
1.4	Number of businesses participating in pilot establishment survey	Count	El Salvador	0	100	N/A	0	226	300	75%	Project records and reports	Y2, Y3, Y4
			Guatemala	0	100	N/A	226					
			Honduras	0	100	N/A	0					
1.5	Number of electronic LMI data repository systems developed.	Count	El Salvador	0	0	N/A	N/A	N/A	N/A	N/A	Project records and reports	Y4
			Guatemala	0	0	N/A	N/A					
			Honduras	0	0	N/A	N/A					

Ind. #	Performance Indicator	Unit of Measurement	Country	Baseline Value	Y2 Target	Actuals		YTD Total	Y2 Target	YTD % Achieved	Data Source/ Collection Method	Collection Frequency
						S1	S2					
1.6	Number of training sessions administered to statistical agencies on rigorous statistical methods	Count	El Salvador	0	4	3	2	12	12	100%	Project records and reports	Semi-annually
			Guatemala	0	4	2	1					
			Honduras	0	4	3	1					
1.7	Number of procedures, manuals, and guidelines for conducting surveys and documenting the proper usage institutionalized	Count	El Salvador	0	0	N/A	N/A	0	0	N/A	Project records and reports	Semi-annually
			Guatemala	0	0	N/A	N/A					
			Honduras	0	0	N/A	N/A					
<b>Outcome 2: Increased skill and knowledge of education and workforce development programs, employers, and policy makers on how to use LMI.</b>												
2.1	Number of individuals with new or better employment following completion of USG-assisted workforce development programs (F indicator # EG.6-1)	Count	El Salvador	0	0	0	0	0	TBD	N/A	Post-training follow-up survey	Semi-annually
			Guatemala	0	0	0	0					
			Honduras	0	0	0	0					
2.2	Number of individuals with improved skills following completion of USG-assisted workforce development programs (F indicator # EG.6-2)	Count	El Salvador	0	25	65	29	229	75	305%	Course attendance lists	Semi-annually
			Guatemala	0	25	23	31					
			Honduras	0	25	68	13					
2.3	Number of individuals who complete USG-assisted workforce development programs (F indicator # EG.6-3)	Count	El Salvador	0	0	0	0	0	TBD	N/A	Course attendance lists	Semi-annually
			Guatemala	0	0	0	0					
			Honduras	0	0	0	0					

## Annex D:

### Roles of stakeholders

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## El Salvador

Sector	Name (Spanish)	Name (English)	Acronym	Inputs	Role in the Project
Public	Ministerio de Trabajo y Prevención Social	Ministry of Labor and Social Protection	MTPS	<i>Currently unclear. The ministry has been restructured and the labor market observatory has been dissolved. IMPAQ is working closely with the ministry to clarify their input.</i>	Provide information of registered establishments
	Dirección General de Estadísticas y Censos	General Direction of Statistics and Census	DIGESTYC	Household survey instrument and information on methodology used, including sampling strategies	Collaborate in revision of household survey instrument and adoption of implementation best practices.
Private Academic/ Vocational Training	Cámara de Comercio e Industria de El Salvador	Chamber of Commerce and Industry of El Salvador	CAMARASAL	Information and communication channels with 2,400 members	Contribute to the establishment survey pilot
Education Sector	La Universidad Centroamericana José Simeón Cañas	The Central American University José Simeón Cañas	UCA	Host and manage the establishment survey pilot data and expansion in the future. Providing space for project workshops and certificate programs	Host and manage the establishment survey pilot data and potential expansion in the future.
	Instituto Salvadoreño de Formación Profesional	Salvadoran Institute of Professional Formation	INSAFORP	Information on core competencies from the private sector through a survey	Facilitate survey used to interview employers. Adjust technical training curricula to current LM needs.
	Escuela Especializada en Ingeniería	Specialized School of Engineering	ITCA	Provide Technical Careers	Adjust technical training curriculum to needs identified through enhanced LMI
	Facultad Latinoamericana de Ciencias Sociales	Latin American Social Sciences Institute	FLACSO El Salvador	Provide workshops and training sessions	Provide workshops and training sessions Provide general support with project implementation
International	Puentes para el Empleo	Bridges for Employment	(Implemented by DAI)	Facilitating pathways to employment for at-risk youth	Attending workshops and certificate programs, providing feedback and recommendations to the project.
	Agencia de los Estados Unidos para el Desarrollo Internacional	United States Agency for International Development	USAID		Advising IMPAQ on project implementation. Providing support on an as-needed basis.

## Guatemala

Sector	Name (Spanish)	Name (English)	Acronym	Inputs	Role in the Project
Public	Ministerio de Trabajo y Previsión Social	Ministry of Labor and Social Protection	MINTRAB	Have new baseline definition of informality and improving measurement of under employment	Collaborate in the labor participation definitions and productive unit characteristics in the household survey.
	Instituto Nacional de Estadísticas	National Institute of Statistics	INE	Household survey instrument and implementation information	Household survey instrument and implementation information
Private	Instituto Guatemalteco de Turismo	Guatemalan Institute of Tourism	INGUAT	Information and communication with affiliated companies.	Information and communication with affiliated companies.
Vocational training/ Educational Sector	Instituto de Capacitacion	Technical Institute of Training and Productivity	INTECAP	Demand driven training provision Share existing LMI with IMPAQ and will in the future receive updated and nationally representative information on labor needs.	Demand driven training provision Share existing LMI with IMPAQ and will in the future receive updated and nationally representative information on labor needs.
	Facultad Latinoamericana de Ciencias Sociales	Latin American Social Sciences Institute	FLACSO	Provide workshops and training sessions	Provide workshops and training sessions
	Universidad del Valle de Guatemala	University of the Valley of Guatemala	UVG	Host an economic development observatory that is funded by USAID Host and manage the establishment survey pilot data and expansion in the future.	Host an economic development observatory that is funded by USAID Host and manage the establishment survey pilot data and expansion in the future.

## Honduras

Sector	Name (Spanish)	Name (English)	Acronym	Inputs	Role in the Project
Public	Secretaria de Trabajo y Seguridad Social	Secretary of Labor and Social Security	STSS	Updated definitions of informality and measurement of under employment provided by EuroLabor	Updated definitions of informality and measurement of under employment provided by EuroLabor
	Instituto Nacional de Estadísticas	National Institute of Statistics	INE	Household survey instrument and implementation information	Household survey instrument and implementation information
Private	Consejo Hondureño de la Empresa Privada	Honduran Council of Private Enterprise	COHEP	Connection with the private sector	Connection with the private sector
	Instituto Nacional de Formacion	National Training Institute	INFOP	Provision of Technical Training	Collaborate sharing technical training information and in the future will receive LMI for updating training careers and curriculum to fit labor demand
	Universidad Nacional Autonoma de Honduras, Facultad de Economia; Observatorio Económico y de Emprendimiento (OEE)	National Autonomous University	UNAH	Host and manage the establishment survey pilot data and expansion in the future.	Host and manage the establishment survey pilot data and expansion in the future.
	Facultad Latinoamericana de Ciencias Sociales	Latin American Social Sciences Institute	FLACSO Honduras	Provide workshops and training sessions	Provide workshops and training sessions Provide general support with project implementation
International	Institutional Strengthening of Decent Employment and Employment Opportunities for Youth in Honduras		EURO+LABOR		Attending steering committee meetings. Potential for future collaboration on a beta virtual labor exchange and/or labor market information system.

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