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Romania Labor Redeployment Program 1997 - 2002

Final Report

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Labor Redeployment Program Programul de Redistribuire a Fortei de Munca

*...strategies and initiatives for change...
...strategii si initiative pentru schimbare...*

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Executive Summary

A. Summary Project Description

The Romanian Labor Redeployment Program (LRP) was a multilaterally funded development program, financed in part by the US Agency for International Development (USAID), US Department of Labor (USDOL), World Bank (WB) and the Romanian Ministry of Labor and Social Solidarity (MMSS) and implemented by USDOL contractor, Worldwide Strategies Inc. (WSI). The program operated from 1997-2002 and was designed as a social safety net for redundant (displaced) workers due to the then newly elected Government of Romania's 1997 reform program of privatization, restructuring and liquidation. The LRP provided services to workers and communities heavily affected by unemployment and mass layoffs, as well as technical assistance to governmental institutions responsible for dealing with unemployment, labor market adjustment and workforce development.

Originally scheduled for 2 years, the project received several extensions and additional funding, in accord with the extension of the World Bank loans for ESPP (Employment and Social Protection Program), the pace of privatization, and related urgent economic and workforce development needs.

The World Bank, USDOL, USAID and Government of Romania (MMSS) agreed to joint funding of project, consisting of three main components:

- a) Technical Assistance to Ministry of Labor and National and Local Agencies of Employment to build institutional capacity to respond to layoffs and provide active employment services to unemployed workers.
- b) World Bank funded program to finance services (called Active Employment Measures Program – or Active Measures) for displaced workers, administered through the National Agency of Employment. Fund totaled \$8.5 million for 6 types of services for workers.
- c) Grants program to targeted communities, heavily affected by unemployment, for 35 Local Economic Development (LED) projects in targeted areas leading to job creation, workforce development and economic growth.

Technical assistance was both foreign (13 US consultants) and local (max of 20) and provided nationwide coverage and assistance to National and Local Agencies of Employment. The nationwide network was comprised of 7 regions, with 9 regional technical staff located in headquarter offices in Bucharest (3), Curtea de Arges, Deva, Cluj, Iasi, Brasov, Focsani.

As a cross-sectoral project, USDOL/LRP created synergies and partnerships with other USAID projects by participation in various USAID sector objectives between 1997-2002.

B. Project Results

Combined, results of the Labor Redeployment Program include, but are not limited to, the following:

- **80,282** targeted workers (including defense) participated or served in services (prelayoff services, active labor market programs and economic development projects)
- **18,635** Jobs Created
- **4,105** New business start-ups
- **3,673** partners and clients from local agencies of employment trained (or participated in info session) in prelayoff services, active labor market measures, local economic development and media/public information training
- Of which, **1,385** partners trained in local economic development
- **644** public and private institutions assuming responsibility for implementing worker adjustment programs (active labor market measures and local economic development)
- **317** Local Agency of Employment staff trained and participating in 3 national taskforces

- **35** LED projects, funded and completed – of which **24** are active at project completion
- Total value of local contributions to LED projects was \$839,864 – representing an **80%** match to donor money
- **23** Small business loans disbursed with 100% repayment rate, to date
- **6** new policies or regulations proposed and subsequently enacted to support implementation of worker adjustment programs within Romanian institutions
- **1** new NGO created ("MODEL") to continue to champion efforts of workforce and community adjustment programs in Romania.

C. Sustainability

These results have led to the following sustainable activities:

- The Ministry of Labor and National Agency of Employment signed a second World Bank loan of \$20 million for further active measures targeted programs, based on this successful execution of program in a cost efficient manner.
- New legislation to
 - *Provide services to redundant workers before layoffs (prelayoff services compulsory for severance eligibility);*
 - *Provide funding for Active Measures Programs from the Unemployment Fund and National Agency of Employment budget (22% in 2002 and 27% in 2003).*
- Systems and structures developed, demonstrated and operational within National and Local Agencies of Employment to respond to mass layoffs and unemployment; increased rate of labor exchange to 17%.
- Changes in counterpart institutions – restructured organizational charts, trained personnel, new policies, procedures and regulations for design and management of active employment measures programs targeted towards unemployed workers.
- Trained citizens, government institutions, unions, enterprise management, NGOs and private/public sector partners in worker adjustment and local economic development.
- Continued pursuit of LED initiatives and efforts by community action groups.
- Sustainable LED projects (about 80%) still functional and operational.

Country Background and Project History

Macroeconomics Statistics

With the fall of communism and the regional shift to transitional economies in 1989, international aid and humanitarian assistance has been focused on Romania as a key partner in economic development for the Central Eastern European region and potential EU accession. Since 1990, the Romanian economy has faced a period of difficult structural adjustments to overcome the economic policy distortions of the Ceausescu years, such as the artificial and forced industrialization of the economy. As a result of these distortions, the majority of enterprises were over staffed and poorly prepared to operate in a market economy. Thus, a major challenge facing the social sectors in Romania was to assist in the redeployment of labor during the economic reform program begun by the newly elected government in 1997.

A country of 22.5 million inhabitants with an active population of roughly 11 million people, unemployment was 8.9% in 1997, reaching an official peak of 11.8% due to government privatization and enterprise restructuring programs in 1999, and fell to 8.2% in 2002. The GDP is concentrated in three main sectors – industry, agriculture and service. Conversely, labor and workforce distribution is the opposite, with 40% of the workforce employed in agriculture and 25% in industry, 35% in services.

	1997	1998	1999	2000	2001	2002
Unemployment	8.9%	10.3%	11.8%	10.5%	8.6%	8.2%
Inflation Rates	154.8	59.1	45.8	45.7	n/a	n/a
GDP growth rates	-6.1	-5.4	-3.2	1.6	n/a	n/a

** Figures from EU data, 2001*

Estimated GDP per sector (1997-2002)		Labor/Workforce Distribution per sector (1997-2002)	
Agriculture	15%	Agriculture	40%
Industry	30%	Industry	25%
Services	55%	Services	35%

** Statistics and data are compiled from official National Statistics and Census Bureau, 2002*

The new government in 1997 committed to developing cost-effective programs for implementing labor and social protection reforms to operate in parallel with privatization and enterprise restructuring programs, acting as a social safety net for those negatively effected by restructuring. These programs were designed to reduce the economic and social impact of restructuring by encouraging private investment and enabling individuals to be self-supporting through participation in the work force.

The Ministry of Labor and Social Solidarity (MMSS) and National Employment Agency (NEA or ANOFM) are the lead agencies of the government in this process. To assist in the redeployment of workers, the Agency developed comprehensive programs to address both the employment and social dimensions of the economic reforms. Recognizing these challenges, the Government obtained Bank support in this area for both financial and technical reasons.

World Bank

The main objective of the Bank's program was to build up the capacity of the employment services to respond to large scale displacement of labor that was expected during implementation of the new economic reform program. A necessary condition for achieving these objectives is the improvement of the efficiency, effectiveness and affordability of employment and social protection programs. By providing resources to affected workers through access to active labor services, workers were enabled to return to the workforce and contribute to economic growth. At the same time, by providing resources to heavily affected communities with support to develop local and/or regional economic development plans, the goal of the LRP was ultimately to support the creation of new job opportunities based on market principles. Through the design, finance, and installation of such a

dedicated package of transitional (temporary) labor redeployment and regional support services, the LRP sought to achieve these intended goals between 1997-2002.

Project Design and Funding

The original strategy of the LRP was designed by a team of local (Romanian) and international experts in mass layoffs and workforce development, transitional economies and community renewal programs. The LRP was implemented through a US contractor, Worldwide Strategies Inc. The international team was comprised of World Bank experts, USDOL and WSI consultants. The Bank agreed to support a significant portion of the LRP, while the USDOL and USAID worked together to secure funding for the remainder of the costs. The project became a multi-laterally funded project by these donors, and including the Romanian Ministry of Labor.

The LRP had three major components – Rapid Response, Active Measures and Local Economic Development - and one overall Media and Public Information component. Project Implementation consisted of close coordination and intermingling of workplans, activities, finances, strategic objectives of various partners, external timing of loans and related government reform programs. The financing of these activities, and all operational costs, was shared amongst the donors and distributed as follows per component or activity:

<p>World Bank/Government of Romania: <i>1. Rapid Response (RR)*; 2. Active Measures (AM) and Media/Public Information</i></p> <ul style="list-style-type: none"> • Foreign Technical Assistance to Ministry of Labor and National Agency of Employment to build institutional capacity to respond to mass layoffs and provide active employment services to unemployed workers; • World Bank fund to finance active employment measures services for displaced workers. The Fund totaled \$8.5 million and was used for a menu of 6 types of demand based services offered nationwide: a) employment and relocation services; b) training and retraining, c) small business assistance, d) small business incubators, e) public works or temporary community job creation, e) local economic development studies. <i>[Note: In the original LRP project design, Rapid Response services were to be included in the menu but were excluded upon program launch due to internal regulation issues].</i> <p style="text-align: right;"><i>*re titled "Prelayoff Services" for translation purposes</i></p>
<p>USAID: <i>3. Local Economic Development</i></p> <ul style="list-style-type: none"> • Grants program to targeted communities for community, participatory based LED training and 35 Local Economic Development (LED) projects. • All local staff (max 20) and LRP operational costs.

Supporting legislation for LRP

In order to provide a legal framework for such an emergency short term program, the government drafted and enacted policies to support services for displaced workers that lost their jobs in mass layoffs in privatization, restructuring and liquidation programs and supplementary severance payments (passive measures) to laid off workers in specific sectors (mainly industry and mining). The introduction of Ordinance 9/1997 was the beginning of the LRP. Subsequent changes and emergency ordinances that modified this original policy occurred frequently throughout the first three years of the program, and ended with a new Labor Code (2002) that included many of the methods, approaches or suggested policies of the LRP.

Current Status and Project Results

Economic Status 1997-2002

Macroeconomic situation

When the program began in 1997, government reform and privatization programs were being launched at varying paces in different industries. Legislation to finance severance payments for layoffs occurred at various times throughout 1997-99. Initial severance payment legislation was focused on industrial layoffs, while other sectors were continuously added based mainly on union negotiations. Severance payments became the main key assistance offered to workers. Active measures services and a focus on re-employment occurred only after the main rush of privatization was completed (1999). The table below demonstrates a brief synopsis of the pace of sectoral privatization, based on receipt of severance payments by registered workers.

YR	Total number of displaced workers per sector* (by Ordinance #)						TOTAL Severance Pay. in USD
	Industry Ord 9; 52	Mining Ord 22; 68	Energy Ord 36	Defense Ord 7	Other**	Total #	
97	97,935	71,054	--	--	--	168,989	\$248,228,571
98	163,334	11,511	--	900	20,659 (Rail only)	196,404	\$259,181,603
99	151,801	11,238	18,679	3,438	67,571	252,727	\$232,878,946
00	74,263	1,262	9,450	2,477	155,463	242,915	\$148,070,256
01	450	276	660	2,289	60,565	64,240	\$31,176,875
02	--	--	--	4,800	9,956	14,756	\$30,301,121
Tot.	487,783	95,341	28,789	13,904	314,214	940,031	\$949,837,373

*Figures from National Employment Agency, Budget Dept, based on records of severance payments

**Other: Rail (Ord 69), Forestry (Ord 4), Civil/Police (Ord 100), Sidex (Ord 119 - Steel).

*Avg. rates of Lei-USD exchange:
97=7000; 98=8871; 99=15,331; 00=21,692; 01=29,060; 02=33,010

Studies and reports have indicated that major utility and other industrial resources sectors have not yet been privatized and government plans are moving forward with these entities. For this reason, the Bank extended a new loan to the Ministry of Labor for increased funds for active measures, and a new separate fund for micro credit financing. The target group of workers has also been enlarged to include all sectors of the unemployed.

In addition, the GOR initiated a new program to support the business environment by designated regions, areas, and communities in free trade and economically disadvantaged zones. This has provided some incentive-based investments, both local and foreign, but indicates a need for focus and special attention on heavily affected areas. The LRP addressed this need with the Local Economic Development component, and successfully implemented projects in these regions that were affected by high unemployment.

Government Institutions 1997-2002

Based on EU accession requirements, the Romanian government restructured the governmental institutions dealing with unemployment, labor and social protection in Jan 1999. The Ministry of Labor became the Ministry of Labor and Social Solidarity and deals mainly with policy, while the newly created National Agency for Employment deals with the implementation of programs to support

policy and the distribution of social assistance benefits. The latter entity is a tri-partite governed autonomous body, with headquarters in Bucharest and local agency offices in all 42 counties. The National and Local Agencies became the main counterpart for the LRP from 1999-2002.

The success of the Labor Redeployment Program, and the continuing need for services for the unemployed and potentially displaced under new government privatization programs, led the Romanian government and World Bank to agree on a new loan for social protection, titled Social Sector Development Loan (SSD). This loan has as one of its main components, a \$20 million fund for the continued implementation of the Labor Redeployment Program's active measures services. This loan was scheduled to begin in June 2001, and funds for active measures were disbursed by combining remaining funds from the original loan, and SSD funds in late 2001.

In addition, with EU support, the Ministry and National Agency also devised national employment strategies that focus on job creation and services in heavily disadvantaged communities and areas. The program of "180 communities" is one that targets services and delivery of assistance to workers in these locations. To support this new demand and surge of services and programs for the unemployed and displaced workers, the Ministry and National Agency increased the allocation of the unemployment funds to 27% for active measures services in 2002, a significant difference from the 3% originally allocated.

Overall Results

The LRP has achieved demonstrated successful results, impact and institutionalization as a result of well-executed project implementation, sufficient financial and donor support, and a tremendous amount of effort, contribution and mindset transition on the part of the counterpart institutions, namely the Ministry of Labor and the National Agency for Employment. Staff in both the LRP project and the counterpart institutions displayed active dedication, commitment and professionalism in the project and its goals to support government reform and transition in Romania.

Amidst an unstable, changing economic environment, the project evolved through numerous adjustments and modifications from its original design, but stayed true to the goal and mission overall. Project management was challenging with multilaterally funding and several changes in executive management, both within the US partner institutions as well as the Romanian counterparts. The key to successful implementation was the sustained commitment by WSI's project director and key local staff.

Detailed statistics may be found in the Annexes, but the overall achievements include the successful delivery of services to over 80,000 displaced workers, with average placement rates of 17%, 18,635 new jobs created, 4,105 business start-ups and 644 institutions assuming responsibility for management and delivery of worker adjustment programs nationwide.

The mass layoff and worker adjustment methods used have been institutionalized within the counterpart organization through increased budget allocations, enacted policies and operational procedures recommended by the LRP. Staff have been trained – both within the LRP and the organization – to carry on these activities and further support sustainability of methods used in new loans and programs. The grants program to communities for LED projects has created new jobs, trained workers, assisted businesses, and developed and facilitated LED initiatives in communities being turned into strategic action plans. All of these results have acted as a social safety net to workers and communities in transitional periods during the government reform programs.

The LRP was evaluated by third party experts, for both the LED component and the Active Measures component (World Bank funded). The results indicate both qualitatively and quantitatively that impacts are sustainable and long term within institutions, worker re-employment and LED communities. Further evaluation may be advisable to analyze the comparative benefits of the program, with and without interventions such as the LRP. The LRP staff and Romanian counterparts are confident that results of such an evaluation will be positive.

Project Implementation – Annual Summaries and Outputs

Program implementation began in 1997 with the launch of two components, Rapid Response and Active Measures, while the LED component was launched in 1999. The following section outlines in detail each component, annual activity and yearly outputs including technical assistance provided, training numbers and deliverables produced or utilized in that year. The annexes found at the end of this report include aggregated annual outputs, quantifiable results and funding summaries, statistics, and project titles related to specific components.

1997: Summary of Achievements

Active Measures

The first year of LRP focused on contract negotiations and preliminary technical assistance to the Ministry of Labor for the Rapid Response and Active Measures components. The LRP project began with a Project Director and several local staff with minimal foreign technical assistance and responded to the urgent need to support the Client (Ministry of Labor) during start-up phases to establish and create the program framework.

Rapid Response

Legislation in reference to mass layoffs began in June 1997 (Ordinance 9) and was intended to support the privatization programs by providing a social safety net for laid off workers - namely through severance payments. Severance payments continued until 1999 and were available at an increasing rate to an increasingly larger target group of displaced workers.

Initial LRP technical activities concentrated on the training of the Ministry of Labor personnel (Directors from all 42 county offices) in Rapid Response techniques including Labor-Management Adjustment Committees (LMACs), psychology of layoffs and change, one-stop shops and active measures program design. LRP initiated five pilot LMACs to demonstrate the practical use of the concepts in mass layoff situations and to help the core Ministry staff better understand the benefits of working with workers in advance of a layoff.

Local Economic Development

Began in 1999.

1997 Year End Outputs

Technical Assistance in MMS:	58
Total Partners Trained:	123
Deliverables:	
- <i>Labor Management Adjustment Committee Manual</i>	
Other:	
- <i>Ministry of Labor internal financial system developed and operational for drawing down WB loan from Ministry of Finance, including disbursement of payments to service providers under contract, flow of funds structure, etc.</i>	

1998: Summary of Achievements

Active Measures

Actual funds for the active measures services for workers were released by the Ministry of Labor on Jan 1, 1998, representing the official program launch. The implementation began as a pilot in only 6 counties with high unemployment and potential mass layoffs. In July, seven local experts (called "Regional Representatives", or RRs) were hired to deliver support, training, guidance and assistance to each County Employment Agency. LRP staff training took place in July 1998 (using local service providers rather than foreign technical assistance) and preliminary activities were to conduct county visits to all Agencies, meet partners, assess implementation material, procedures and the abilities of the Agency personnel to utilize such materials.

Rapid Response

Little activity can be reported for 1998 as unions and management did not come to official agreement on privatization and restructuring plans in a timely manner. Mandatory advance notice was not consistently given or monitored, and the active measures services were not directly linked to specific Rapid Response services. The five pilot LMAC sites were encouraged to maintain activity, but failed due to changes in an enterprise's status of privatization and layoffs. A clear privatization program was essential for successful Rapid Response demonstration sites, along with timely services and adequate funding closely linked to enterprises (see Lessons Learned section).

Local Economic Development

Began in 1999.

1998 Year End Outputs	
Technical Assistance in MMS:	139.68
Total Partners Trained:	0
Deliverables:	
- <i>Implementation Guide for Active Measures (1st Edition)</i>	
Other:	
- <i>Signed contract between DOL and MOLSP (previous MMSS)</i>	
- <i>Trained 7 Regional Representatives in Active Measures</i>	
- <i>Launch of AM program</i>	
- <i>25.9% AM funds expended</i>	

1999: Summary of Achievements

Active Measures

Privatization reached a peak in 1999 and emphasis was placed on active measure services for workers. Contracts were being signed nationwide, while Regional Representatives were monitoring the design, contracting and implementation of these programs. The Ministry procured vehicles and equipment, as stipulated in the Contract, and the implementation was fully operational with all LRP staff equipped to deliver necessary, quality technical assistance. The Regional Representatives created an internal supplement to the Guide for Implementation of AM and trained all county Agency staff on these new materials.

Rapid Response

A survey of Agency staff was conducted nationwide to measure the use of Rapid Response. Results indicated that few county offices were using the concepts and the training materials provided in 1997 due to need for updating and standardization nationwide. LRP formed a working group or taskforce that was mandated by the National Agency to support the LRP in this updating of materials. By creating more extensive adapted materials for Agency personnel, with the focus on the end user (local program staff versus management), higher incidences of service delivery by Agencies using these methods were reported by 2000-01.

Between 1997-1999, the Ministry disbursed a significant amount of funds in the form of severance payments. Government officials re-evaluated policies, terminated the severance payments and began to emphasize services that supported workers active re-employment. New internal regulations were passed to better support mass layoffs, re-titled "Prelayoff Services".

Local Economic Development

Upon USAID approval, the LED program (for 35 sites) was launched in Spring 1999. WSI Senior Consultants conducted initial LED training for field staff (RRs) in May 1999. The program was announced in June, and after receiving and analyzing 32 letters of intent, a pilot round of seven communities was launched in July 1999 (see Annex for list of all LED sites). The entire Phase I of LED monthly training workshops (4 workshops) occurred between July and November 1999. The grants were disbursed after the project proposal writing workshop in February 2000.

1999 Year End Outputs

Technical Assistance in MMS: 206.05
Total Partners Trained: 571

Deliverables:

- *Steps for Contracting Active Measures (Supplement)*
- *Media and Public Information Manual (1st Edition)*
- *LED Manuals*

Other:

- *New legislation requiring that prelayoff services be compulsory for Agency to deliver and for workers to participate in in order to receive severance payments.*
- *Creation and training of taskforce on Prelayoff Services for technology and knowledge transfer to Agency*
- *49.4% of AM funds expended*

2000: Summary of Achievements

Active Measures

Periodic individual and collective assessments of the Agency staff, made by Regional Representatives, concluded that, as stipulated in the Appendix A of the Contract, additional foreign technical assistance was needed. WSI experts were deployed by Spring 2000 for intensive assistance in incubators, revolving loan funds, train the trainer, workforce development, contracting, program monitoring and evaluation, and financial contract management. Experts completed the majority of assistance by Dec 2000. In disseminating training and information, LRP staff used a targeted taskforce made up of qualified and experienced Agency staff, responsible for then further training their Agency colleagues.

World Bank representatives made further program assessments and strongly recommended to the Ministry of Labor that there be a national limit of 25% placed on the level of public works contracting. In addition placements rates were modified to better reflect the local environment and to increase the number of service providers willing to contract with the Agency.

Media and Public Information

Although, under the Ministry contract, this assistance was to be provided at the launch of the AM program with a planned and targeted media campaign, this component did not fully become operational until the end of the program. The focus for the campaign changed and became focused on increasing the awareness of the Agency in general. USDOL and WSI technical assistance began in 2000 for assistance in start-up of the Media and PR Office at the Agency, on the job training for their staff, media research, campaign development, and on-camera media training.

Rapid Response

The Agency taskforce completed materials and training for a newly titled component, "Prelayoff Services", and training delivered nationwide by the taskforce. Members continued to initiate services where possible and succeeded in the first Transition Center at ICRMS in Galati.

With the support of two LRP Staff, the taskforce designed a new public outreach campaign to external partners to increase the awareness, visibility and demand for prelayoff services. By teaming up with the USAID-funded Solidarity Center (AFL-CIO), the group jointly produced monthly and bi-monthly presentations, and promotional and informational sessions for unions nationwide. LRP staff created standard presentations that the Agency taskforce members could use in promoting concepts to enterprise management, community local councils and elected officials. The results were increased awareness and demand for services, several demonstration LMACs and Transition Centers (mostly in the Moldova region), and a newly developed "Guide for Displaced Workers", solely adapted to the Romanian environment.

Local Economic Development

The pilot round submitted 7 LED project proposals and received grants beginning in March 2000 and monthly monitoring of the projects was conducted by RRs. The need for quarterly workshops decreased, thus changing these workshops to bi-annual meetings with the first meeting held in Dec in Bucharest. Round 2 was launched in March 2000, 134 Letters of Intent were received and analyzed and 14 sites were selected. Round 3 commenced in Fall 2000, 105 Letters of Intent were received and selection of the new 14 sites were made late in the year with the official launch scheduled for early Jan 2001.

In Spring 2000, USDOL contracted Management Systems International (MSI) to conduct an evaluation of the pilot LED projects in Romania, as well as Bulgaria and Macedonia. The evaluation was positive, but emphasized two main recommendations. - the need for further collection of data to ensure that standard and consistent indicators and targets were being measured and analyzed, and the need for sustainability plans both at the LRP local staff level and the community project level. The following years of project implementation focused on the newly created Performance Monitoring Plan which indicates outcome per objectives to be reported quarterly (see Annex D: Final PMP).

2000 Year End Outputs

Technical Assistance in MMS:	256.95
Total Partners Trained:	893
Deliverables:	
•	<i>Prelayoff Services Manual</i>
•	<i>Transition Center Case Study</i>
•	<i>Implementation Guide for AM (2nd edition revised)</i>
•	<i>Operational Manual for Training and Retraining</i>
•	<i>Operational Manual for Employment Services</i>
•	<i>Operational Manual for Small Business Consulting</i>

- *Operational Manual for Public Works*
 - *Operational Manual for Revolving Loan Fund*
 - *Train the Trainer – AM*
 - *Taskforce Development – AM*
 - *Generic AM Guide*
 - *Case Study Collection – Active Measures*
 - *LED manuals (Participants, Facilitators, Trainers, Worksheets) (2nd edition revised)*
 - *Revised LED Chapters - GH (tourism, community workforce audit, business visitation programs)*
 - *LED Workshop E*
- Other:
- *9.4% of AM funds expended (due to suspension of disbursements from government)*
 - *Development of AM taskforce of 15 Agency personnel to assist and support new training manuals development, as well as training in complex AM such as RLF, BI, project contracting, etc.*

2001: Summary of Achievements

Active Measures

LRP completed the major portion of the foreign technical assistance with all manuals and training provided in RLF, Incubators, and SME consulting. The WB contract was to terminate by June 2001.

The Ministry of Labor and World Bank signed a new loan, as a continuation of the LRP, for unemployed and displaced workers. This new loan, Social Sector Development (SSD), totaled \$20 million, and was to include local technical assistance – preferably the same group as the LRP local staff. However, they could not be hired or contracted for this second technical assistance contract under the new World Bank project until its official launch in Fall or Winter 2001. This delay caused an untimely gap for local staff between the completion of the Contract in June and the start up of a new local contract for SSD. The staff was encouraged to create an NGO to bid for this new loan's technical assistance contract.

Agency staff had already begun focusing on this SSD program and ways to incorporate the lessons learned from the original LRP. There was a need for newly updated, procedures for procurement of active measures services, adapted to new legislation and loan agreements and conditions. The LRP/DOL contract was thus extended based on the request for more assistance by the Agency (the Client) for the development of this updated implementation guide for active measures for SSD. The new guide was titled Program Operational Manual (POM) and was developed exclusively by local staff, with training provided to all 42 Agency Directors or Management personnel in Sept 2001.

Rapid Response

Continued Union and Local Council presentations and information sessions were held in partnership with the Solidarity Center. The project for the development of the Guide for Displaced Workers was underway in early 2001, and was finally distributed and tested in Fall 2001.

Local Economic Development

Round 3 of the LED component began with an official launch in Jan 2001 with 14 new communities. Phase I was completed by end of Summer 2001, and grants to be disbursed for an accelerated Phase II, based on financial and funding cycles. The grants were scheduled for 6 month disbursement, but were extended upon the extension of the LRP until June 2002.

With the experience of two rounds of LED, the staff improved the materials, their steps and the approach for this final round. Improvements were made to both the Project Management Workshop (E), the quarterly workshop, and a final Project Sustainability Workshop (F) was created in 2002. Staff also conducted a bi-annual workshop for Round 2, and invited successful, willing and enthusiastic projects from Round 1 to present, facilitate and offer their stories and lessons.

2001 Year End Outputs

Technical Assistance in MMS: 210.65
Total Partners Trained: 557

Deliverables:

- *Guide for Displaced Workers*
- *Program Operational Manual (POM)*
- *Train the Trainer Manual – POM*
- *Revolving Loan Fund Manual*
- *Business Incubator Manual and Feasibility Study*
- *Business Incubator Training Materials*
- *Taskforce Development – AM*
- *Project Management Manual – AM Taskforce*
- *LED Taskforce Development*

Other:

- *Creation and training (in 3 Phases) of LED taskforce with intention of support for Round 3 and institutionalization of LED to be used in new WB loan as an AM.*
- *Ministry and Agency agreement to allocate budget of institutional funds for the purpose of active measures services.*
- *6.88% of active measures funded expended*

2002: Summary of Achievements

Active Measures

Final contracts for active measures services were being signed by the Agency with remaining funds from the initial World Bank loan. With new eligibility approved by the World Bank, the target group was increased to include any unemployed worker. The Ministry and Agency also committed in annual budgets an increase in their internal budget and the unemployment fund to finance active measure services to workers. This was a major breakthrough for institutionalization.

The new SSD loan was launched, using improvements and procedures recommended by the LRP staff. Technical Assistance for this loan was signed through service contracts with individual staff. As of December 02, four former LRP staff had been contracted to cover the entire country.

Monthly monitoring continued at a minimum, as the LRP focused on two areas: a) completing LED component (grant, case studies, PMP and sustainability workshops) and b) closeout and start up of a new NGO, to provide services under the new World Bank loan and to bid for other potential projects (USAID, etc).

Rapid Response

Demonstration Transition Centers and training were conducted in Moldova region, including presentations at defense industry entities and military bases. The momentum of using the Agency's Prelayoff Services was gaining in 2002, with interest and demand for creating a demonstration Early Warning Network in targeted small communities coming from unions and public authorities. However, time did not allow this activity to come to fruition.

Under the last year of foreign technical assistance, LRP staff consolidated the members of the taskforces of all three LRP components, and formed one single taskforce to deal specifically with the issue of creating a "Toolkit" for prelayoff services. Foreign assistance was deployed for this purpose in Spring/Summer 2002. The toolkit is a compilation of all materials created in the past 5 years, in a more easy-to-use, practical format, as well as adapted to the latest Labor Code (2002). The toolkit was presented in September to all Directors of each County Employment Agency.

Local Economic Development

Another result of the 2000 MSI evaluation was the identified need for a LED sustainability workshop (called Workshop F) conducted when projects had completed grant funding. Communities were at a stage of final evaluation of the projects, and such a workshop was timely and welcomed. Workshop F was developed by local staff, with support from WSI experts, and delivered to the pilot rounds in Spring 2002. The staff conducted monthly monitoring of the 35 sites, delivered a bi-annual workshop for the Round 3 projects and closed out the reporting systems for LED projects. Some projects received funds in September 2002 and therefore continued support was required. It was decided that the NGO would be subcontracted using USDOL bilateral funds in order to conduct further monitoring, provide PMP data, and conduct Workshop F in all 35 sites.

2002 Year End Outputs

Technical Assistance in MMS: 141.8

Total Partners Trained: 432

Deliverables:

- *Final Toolkit for Prelayoff Services*
- *Media and Public Information Manual and Training Materials (2nd edition revised)*
- *LED Workshop F*
- *LED Case Studies*

Other:

- *The Ministry and Agency increased annual allocation for active measures from the unemployment fund to 26% from 2% in 2001, representing a trend for institutionalization of active employment measures.*
- *The new Labor Code was passed, stipulating mandatory Prelayoff Services, using LRP toolkit procedures and methods.*
- *Numerous debates and negotiations on using LED as an AM were held between the National Agency, the Ministry and the World Bank. This could be implemented utilizing LRP provided methods and approach. Decisions have yet to be made on this proposal.*
- *By end Sept 30 – total local contributions to LED projects by communities (representing both private and public sector money) is estimated at over \$800,000. This represents a shift in resource allocation at local levels towards the support and funding of LED initiatives.*
- *6.59% of active measures fund expended*

Lessons Learned and Recommendations

General - Project Design and Management

Overall LRP design. From the beginning, more involvement and general understanding of the program's model and project objectives by implementation partners and the different funding sources would have eliminated unnecessary delays or misunderstandings throughout project implementation. Although multilateral funding is an example of donor synergy, the decision makers on all sides must understand the challenges and be willing to work with flexibility and creativity to demonstrate that this approach is useful and maximizes efficient humanitarian or aid money expenditures. If particular funding institutions have goals that do not fit or support the goals of a multilaterally funded project, then financing should be reconsidered. In addition, it is critical to factor into project design, all participating institutions' funding cycles and fiscal year obligations to the project implementation plan and scheduling.

Budget for Monitoring and Evaluation. A specific allocation or "reserve" fund is recommended in annual budget planning for the purpose of formal or informal "monitoring and evaluation" per component. These funds should be available in order to conduct internal opinion surveys, focus groups or other external formal research to determine the increased awareness or general opinions and responsiveness of clients, beneficiaries or general public.

Performance Monitoring Plan (PMP). Any type of project management, monitoring and evaluation process should be initiated at the beginning of a project. However, it should be understood that strict adherence to such a process is not feasible if flexibility is also expected in order to respond to multilaterally funded programs, Client needs, government reform programs and a rapidly changing external economic environment.

Use of Regional Field Staff. The approach of using seven regional representatives was designed to maximize efficiency. Results were highly effective and are demonstrated in nationwide coverage, consistent and timely availability of assistance, standardization of services and close proximity to local projects for monitoring and on-site technical assistance. Staff was able to network and bring together a broad range of contacts and widespread groups of people to optimize influence, impact, and transfer of knowledge. This approach was a key element to the success of the active measures and local economic development components. If a similar structure for the rapid response component existed with seven representatives in seven regions – the component would have gathered strength, momentum and champions at a much earlier stage and provided more demonstration sites. Having this nationwide network structure also proved to be a great asset to the group as they formed their NGO.

Scheduling of components. The successive schedule of components (AM/RR and then LED) had advantages and disadvantages. While the schedule facilitated workload and human resource distribution, with heavy overlapping of implementation only in 2000, implementing all three components in an appropriate timetable would have been beneficial for demonstrating the fluid nature of the activities and the potential for greater impact if taken together. Despite this challenge, demonstration sites of each component occurred on a mass scale nationwide, with several cases of integration at local levels.

Steering Committees or National Advisory Groups. The development of a committed group of partners at the national level for strategic design and decision-making, as well as broad based input to implementation, is beneficial to such projects that have multi-funding sources and complex partner synergies. Future programs should a) train partners, b) allocate resources to meet, train and disseminate information regularly and c) involve sub committees on the LED project evaluation panels.

Use of internal institutional taskforces. Using taskforces within the counterpart institution proved to be the most beneficial cost effective way to transfer knowledge, train, develop specialized practical

materials. This approach also gave taskforce members new skills and experience in training and gradually built confidence and true advocates among the core group of Agency staff. Selection of this group, however, needs careful analysis as the amount of training and new information delivered is significant if done in a concentrated period of time (as with the foreign TA contract and AM assistance). High levels of commitment are required. Many times a participant's ability to absorb additional technical information and dedicate concentrated time to training may have weakened this approach. Given more time, several taskforces or smaller groups should have been created to diffuse relevant information per component, and regular meetings held with all sub groups to share experiences. A recommendation is to require that potential taskforce members apply rather than be chosen exclusively by project staff. This would indicate dedication, motivation and potential talent for training on the part of the participant.

LRP staff structure. Project design did not allow for specific staff per component and staff frequently had to alternate between AM and LED. More time and concentration per component may have yielded a tighter more focused implementation, with specialists per activity.

During 2000, project implementation had reached its peak in all components. The LRP local staff structure was modified in order to address the increased workload and complicated issues of national coverage for the Active Measures component. With an increased number of LED sites and intensive foreign technical assistance to manage, the staff was given high levels of responsibility and deadlines to complete all work in the short period of time remaining. Funds, contracts and foreign technical assistance availability should all be carefully analyzed at the design stage of a project to avoid this intense overloading on staff.

With contract extensions, retained staff were able to respond to urgent needs of the Client and fill the gap before being contracted for the new World Bank loan. However, when this is done in an unrealistic timeframe, with limited resources, the risk is lower quality or rushed service delivery. The outcome can further confuse training participants or produce incomplete final manuals. A suggestion would be to seek alternate proactive solutions that are realistic and achievable rather than reacting too quickly to the environment or Client needs.

For the LRP, all prelayoff activities were managed by one full time staff and one quarter time staff. The size of the country and the amount of privatizations and mass layoffs made this component a daunting task for the limited staff resources made available. Although using the taskforce was a success, better budget allocation for more full time staff for this component would have been highly beneficial for longer term impact.

Integrated approach of all program model components

Staff Training. There was a need for more advanced, extensive training for local staff, on the workforce adjustment model (rather than individual components), potential integration in targeted areas and examples of integration in other countries regionally. Partners and stakeholders should also have been given such training or informational sessions in order to increase knowledge and garner support from a variety of affected or potentially interested audiences. Local staff should receive this training first, followed by partners and stakeholders.

Integrated Approach and Project Design. An integrated approach to the program model is possible and should be built into the project design rather than attempting to combine components and elements after the project has been launched and funding secured for specific individual outcomes and activities. A suggestion may be to demonstrate first the integrated approach at a smaller more targeted scale (i.e. connected to a few or several communities with specific enterprises being privatized) and then build support for a larger scale approach once privatization is aggressively underway. The LRP did an exceptional job of preparing local Agency staff for service delivery, whenever and wherever the privatization and mass layoffs will ultimately occur.

Challenges to Integration. Main impediments to the integrated model in Romania were lack of resources for all components (i.e. Rapid Response and LMAC activities), a project timetable that was

not designed to support integration (successive vs parallel activities), and a nationwide focus rather than selection of target areas for all three components. If these barriers were eliminated and timing of financing for all components was flexible to support integration, Romania could have demonstrated the Enterprise Competitiveness component and implemented the program model in its entirety.

Lessons Learned per component

Active Measures

Foreign Technical Assistance Contract

Foreign technical assistance scheduling. First, due to negotiation delays by the contractual parties, time lapsed, environment and needs changed and therefore consultants needed to quickly adapt. By being readily available and willing to deploy consultants immediately, and change focus of assistance to meet immediate needs of the Client, the LRP and Worldwide Strategies were successful in providing necessary and targeted assistance. However, with more up front assessment of needs, and a clearer direction of scheduling, this deployment and delivery of assistance could have been improved. Secondly, external pressure to launch the program led to a lack of time for foreign technical assistance to create the project framework and necessary procedures. More extensive, well-planned deployment of foreign technical assistance at the outset to train both LRP staff and Ministry of Labor personnel, and to develop the procedures for program implementation (guides, policies, etc) would have avoided unnecessary implementation challenges.

Local Staff Training. Local LRP field staff (RR) training by US experts in labor market and active measure programs, in advance of program launch and prior to training for government personnel, would have greatly enhanced skills sets and program impacts. Fortunately, local staff possessed remarkable skills, knowledge and abilities due to prior work in EU programs.

Absorption of foreign technical assistance and technology transfer by institution. The National Agency would have been better prepared to absorb and implement training and content, if the training was spread out over a longer period and adequate time given to the practical use of new information. Due to the expected contract expiration date, massive assistance was delivered within a short period of time (8 months) which forced a rescheduling of training participants and overload of work and training requirements, and a forced and rapid development and delivery of assistance that may have been more beneficial if concentrated at the beginning of the contract.

Training of Trainers (TOT) for government or institution staff. Potential government agency candidates that are expected to become trainers must be carefully assessed and tested first. There is a tendency of institutions with little time and resources to designate any staff to be trained as a “trainer” to transfer critical knowledge in-house. This can produce low quality results and an ultimate waste of resources. A specifically trained core group, with qualifications or potential to be trainers, should be retained as trainers and any knowledge transfer should focus on that prepared group. The consequences of assuming any staff can train produced anxiety in training participants and a lack of desire and confidence to succeed.

Active Measures per World Bank design

The following are recommendations for the effective and efficient implementation of active measures programs:

- **Technical assistance** must include guidance, training or knowledge transfer for service providers for increasing the quality, and ultimately the results, of their service delivery.
- **Bonuses for service providers** must be available for those that have achieved intended outcomes. Conversely, penalties must also be built into the system for those who do not succeed in reaching goals.

- A more **flexible system for design and proposal of active measures programs** is required. Such a system should allow service providers to propose demand-based, well-designed programs for workers in targeted areas. This approach assumes the procurement processes for contracting with the Agency is a separate process than procuring other governmental services or goods. These contracts must be performance-based and the bidding process should be open for procurement at any time throughout the year, in any necessary location or region that requires services.
- **Incubators procurement** should not be the same as other active measures service procurement (see the Incubator Manual for more information). Consensus within a community, market research and feasibility studies must be precursors to contracting.
- **Local and National tripartite committee** oversight, planning and consensus are necessary to ensure a transparent process that brings in all necessary expertise, knowledge, information and decision-making authority. Training for these committees and institutions' advisory councils must be provided with adequate time and resources built into project design.
- **Placement rates per type of service** must be periodically assessed, adapted or adjusted to meet external environment and market realities.
- **Public works services** should be emphasized when the outcome has dual impact of infrastructure or social/community development and temporary employment.
- **On-the-job training** programs need adequate promotion and visibility that seeks to draw in interested employers to the Agency to request such programs.
- **Access to capital through low interest loans or grants** to entrepreneurs would greatly enhance the SME assistance programs. This was not solved from a legislative or financial point of view in Romania and therefore no funds or capital was available to support this service. Another option to address access to capital would be to closely link the distribution of severance payments to SME assistance, if payments were made in a lump sum.
- **National level tracking or database system** of both technical and financial aspects of program, through a high tech MIS system, would give more standardized reports allowing for assessment to be made regularly and management decisions to be based on critical analysis of timely data. Cost benefit analysis or return on investment research and reports could be done if such systems are implemented at the outset of the program. This analysis should also include the data for passive measures and should be linked in the system for rapid access and analysis.
- **Training or information sessions for the financial control or internal audit departments** would have been extremely beneficial in ensuring a transparent process and in avoiding unnecessary misunderstandings about the program, both technically and financially, and delays caused by these misunderstandings. These peripheral activities must be agreed upon and built into project design and budgets.

Media and Public Information

Timing of Media and Public Information campaign. Campaigns should be planned and developed in preparation for launch of services. An alternative would be to launch only a small pilot, and plan a campaign only for the major or second round launch of services. This provides the opportunity to observe reactions of clients and partners during the pilot, and to plan the mass media campaign based on analysis of this information.

Institutional needs. Preparation for launching any media and public information includes the mandatory creation of a Client Media and PR office or function and subsequent practical training for staff responsible for campaign management. This office must have authority, access to information as well as to executive management, and must be able to garner support and credibility throughout the field offices. In addition, these offices must be equipped with necessary tools – computer, internet access, printers, faxes and telephones.

Prelayoff Services (Rapid Response)

Links to government reform program. Although the LRP, and specifically the Rapid Response component, was designed to operate in parallel with particular enterprise restructuring and privatization, this proved difficult as the lists of enterprises changed on a daily basis, and the formal relationship between the LRP and those making privatization decisions was non-existent. To adapt, the LRP focused on assistance to the institution that had direct responsibility for laid off workers (Ministry of Labor), and was able to offer assistance in both practical programs and appropriate institution building. However, by targeting assistance and activities to particular enterprises in advance, successful demonstrations of the method of Rapid Response could have accelerated the process of changing mindsets and introducing these methods within institutions.

Use of LMAC approach. Without a clear government reform plan for privatization and with weak legislative control of mass layoffs (i.e. although mandatory, no advance notice was given in many cases), a gap in the timing of the LMAC creation and the actual layoffs – in some cases almost 2 years – prohibited the success of this method. For Rapid Response programs to succeed, linkages to privatization and enterprise restructuring programs should be initiated only after agreements are made about the industries or firms to be privatized, as well as the formal closure of union negotiations or collective bargaining agreements. Also, the model used in other Central Eastern European countries made funds available for pilot LMACs to operate and provide services to potential workers in advance of layoffs. The LRP in Romania relied on the institution to provide these resources but the supporting legislation for these expenditures did not exist in 1997. As a result, promoting and encouraging the use of LMACs as a viable cost-beneficial method became an insurmountable challenge. Experience in other countries in the region has demonstrated that if this activity had received modest funds, the pilot sites could have served as the necessary examples to achieve greater success in Romania in a shorter period of time.

Supporting legislation. Labor policies of the Ministry encouraged the successive use of employment measures – passive, then active. By allowing both measures to be available simultaneously, and aggressively promoting the two as options for displaced workers, the potential for rapid job placement will increase. This approach would have maximized individual use of severance payments to support re-employment or business start-up.

Public awareness and outreach campaigns. By using a diverse group of partners through the public outreach campaign, the awareness of prelayoff services and approaches increased greatly. Future projects should actively target these groups at local, regional and confederation (national) levels, in parallel with the training of Agency personnel. Despite the late start in working with these groups, it eventually led to the new legislation requiring prelayoff services by the Agency (Labor Code 2002).

Evaluation. Lack of funds prohibited the LRP from conducting full scale formal evaluations or surveys for measurement of the increased awareness and public outreach campaigns. It is highly recommended that “monitoring and evaluation” funds be allocated, per component, or in a special “reserve fund” for any type of surveys related to monitoring and evaluation.

Taskforce recommendations. As momentum for Rapid Response increased in both interest and capability of the relevant institutions, the LRP project reached its closeout phase. Recommendations for new projects are to create, develop and advocate for an internal taskforce from the outset in program design. Suggestions for the ANOFM are to allocate specific funds for the support of the Agency’s taskforce (for operational expenses, meetings, training, materials and distribution) to continue the outreach campaign and internal training for advocacy. Training by the taskforce for national and local Advisory Councils in Early Warning Networks would be a practical next step in order to utilize the experience and tools gained in the past four years.

Local Economic Development

Overall Lessons Learned:

LED process and philosophy. The LED process can be introduced with an emphasis on public sector community participation, local economic development, or job creation and income generating projects. Depending on which approach is desired by in-country counterparts and donors at the outset, the intended outcomes should be adjusted accordingly. For example, the greater the focus on job or income generation, the more jobs will ultimately be produced. The entire philosophy or introduction of the component would change if expectations for outcomes were changed. Therefore, it is recommended not to attempt to change a community project's focus midstream as partners will lose motivation, trust and belief in the process. Additionally, comparing projects that have different intended outcomes is not advised nor is it productive.

Use of promotion. Through the highly visible support of the US Ambassador and his office in launching a promotional campaign for Round 3, officials and institutions were made aware of the LRP and the work being done by the Ministry of Labor during difficult times in transition. However, midway through the process, it was evident that by bringing the Mayors to Bucharest at the launch, ownership of the LED projects shifted towards the public authorities in those communities. In addition, local elections occurred at the end of Phase I and original support enjoyed by the community action groups for approved projects received some resistance from new officials during implementation phases. A re-education of the process targeted towards new officials or political parties would have been useful for the projects to achieve and maintain continuity of support. Early intervention by local staff when warning signs appear would be also useful to avoid lengthy debates and troubleshooting related to politics, and thus taking away from the LED project implementation activities.

Timing of funding and ending dates. Funding cycles must be linked to project end dates to avoid last-minute disbursements of grants to community projects, particularly near program closeout. Projects need at least 6 months to prepare for LED closeout – to complete monitoring, conduct Workshop F, and complete comprehensive case studies.

Design Recommendations

Homework. The homework between sessions should be more in-depth and thorough, as feasibility studies or market research. Before voting for projects, such extensive research and practical numbers should be brought before the Community Action Group in order to better analyze and make informed choices that will serve the community's best interests in the long term.

Advanced Technical Assistance for Complex Projects. More technical input in complex areas such as public private partnerships, small business incubators, revolving loan funds, SME Centers and income generating projects (SMEs and micro enterprise operations) would be highly beneficial. Contracting or partnering with local or foreign technical experts in such complex sectors would positively impact the outcomes of such projects and could be built into project budgets. Such additional foreign technical assistance can be provided for specific LED projects, while still maintaining community ownership of the process and project idea. If made available to the projects or groups, the value added to the projects will increase and again, results will improve.

Intervention and Troubleshooting. Early intervention by project staff immediately upon the appearance of warning signs will save the community, and the project, time and resources. A decision making map or tool would be useful for project staff to follow procedures and give direction in ensuring that they have offered all possible solutions or alternatives before reclaiming or canceling grant funds for a project or community.

Community Action Groups and LED Project Implementation Teams. Mandatory reports and periodic meetings with the Community Action Groups, by the LED teams, will provide the necessary

continuity to the LED initiatives and connect the project to the overall LED strategy devised during Phase I. By doing so, possible connections, linkages, partnerships or assistance may be created midway through the project implementation phases and creative solutions may be found for difficult and challenging problems.

Revised Phase II (parallel activities and WK F). If Community Action Groups continue to actively implement, monitor, and manage their LED strategic workplan devised in Phase I, in parallel with the LED project implementation in Phase II, and receive comparable assistance, facilitation, materials or technical assistance, then the community receives two parallel benefits: 1) LED pilot projects with a grant, demonstrating effective LED initiatives and 2) an opportunity to receive support for implementation of a strategic LED workplan. By the end of the Phase II, during a final workshop (Workshop F), the two parallel activities may report back, assess and evaluate results, and determine next steps in the LED workplan. This would provide the greatest long term impact to a community.

Enhancements and Improvements to the LED Process in Romania*:

Revised LED manuals and Workshop O. New manuals, interactive worksheets and a pre-workshop session, titled Workshop O, which was mainly used for promotional and informational purposes to attract media attention and the private sector.

Site selection. More analysis of the community commitment before selection was required; therefore, site visits to a short list of communities per region based on letters of intent was implemented in the selection process.

Workshop E. A new project management workshop (titled Workshop E) was developed by local staff, with new formats and regulations to follow in submitting proposals and monthly reports.

Workshop F. A workshop for sustainability was created and delivered to pilot rounds.

Networks. In the bi-annual workshop for Round 2, successful and enthusiastic projects from Round 1 were invited to present, facilitate and offer their lessons learned. This proved valuable as new relations and networks were created between partners, such as internet chat rooms through the LRP website and local meetings external to LRP financing.

Complex TA for LED projects. New internal procedures were developed by local staff for monitoring specific complex projects – such as revolving loan funds and small business centers. The purpose was to ensure a minimum level of success for projects that were usually managed by community members with limited experience in these areas. Due to the technical assistance contract for the LRP, more assistance was available for the revolving loan funds. This provided experienced qualified experts in the field to assess the needs and capability of the LED project implementation teams, and to recommend solutions to problems. This supports the overall recommendation above for advanced technical assistance in complex issues.

** Best practices of materials used can be found on the LRP Deliverables CD.*

Sustainability

Institutionalization

Upon project completion, the LRP staff analyzed sustainability related to all components and institutional partners, and the use of advocacy towards these goals. Staff observed that they had undertaken many activities of advocacy throughout project implementation. The results of this exercise can be found in Annex E. Highlights of the main institutionalization successes of the project include:

1. **Policies in Labor Code for Prelayoff Services.** The new Labor Code stipulates the mandatory delivery of Prelayoff Services (previously this only appeared within legislation or policy, not the Labor Code). All procedures and materials that had been developed and tested under the LRP were cited in this official legislation.
2. **Increased budget allocation of the unemployment fund for financing active measures services.** The budget for such active measures services, previously allocated for passive measures such as severance payments, increased from 3 to 27% from 2000 and is targeted at financing some active measures type services for the unemployed.
3. **New World Bank loan.** The World Bank, Agency and Ministry recognized the success of the LRP and agreed to continue funding the program for a new four year loan of \$20 million for the same types of active measures for displaced workers. All LRP manuals, approach and methods are stipulated in the loan agreement as official project operational procedures.
4. **Sustainable LED projects.** In conducting Workshop F and final visits to communities, staff confirmed that the majority of LED projects are still operating. By facilitating these final workshops, staff and communities worked together to ensure that community LED plans were in place and/or operational, and that existing LED projects had or were seeking new funding opportunities to sustain their activities.

Staff NGO

Based on the recommendation from the MSI evaluation and the requirements of WSI, the staff began to draft a sustainability strategy in early 2001. An option was the creation of an NGO that would bid for future contracts. At that time, there were two viable projects that would come to fruition by the end of fiscal year 2002. The first option was to bid as technical assistance for the upcoming World Bank loan that would begin in 2002, and the second option was to bid within a consortia for a five year USAID project focusing on local government and NGO capacity building. The staff weighed the options and decided that creating the NGO was the most viable for long term impact.

Under time and resource pressures, the new NGO, called MODEL, was registered in Spring 2002 and is comprised of all staff and Project Director. The NGO bid officially within a consortia for the new USAID project in August 2002, to be announced by October 1, 2002.

By LRP closeout, however, changes in the marketplace significantly reduced the NGO's viability for contracts. The World Bank officials negotiated with the Ministry for the technical assistance component of the new loan, and concluded that rather than contract the local technical assistance with an NGO or Romanian entity, the contracting would be done on an individual service or consultant basis. The USAID project was also announced and the consortia within which the NGO bid did not win. These disappointing events changed the viability and the marketplace for the NGO's chances to succeed.

Lessons learned and unanticipated challenges to NGO start up:

1. Reasons for start up must be related to long term sustainability through marketplace analysis and real potential for new contracts or projects, as well as a clear understanding of the philosophy of an NGO start up and belief in a common mission or goal by all members.
2. Starting an NGO only 8 months before project closeout decreases chances of success. If all members are clear that this is the direction towards sustainability, and there are viable market based options, than this process should begin no less than one year before project closeout.
3. Adequate training and strategic planning for an NGO must be budgeted in for both time and resources. This is critical and must occur, if possible, before the NGO even registers itself as an official entity.
4. Changes in the marketplace alter any sustainability plans drastically. With the little amount of available time to start up and establish an NGO, and the options that seemed viable at the outset that are now nonexistent, the NGO struggles with the next steps beyond March 2003 when the USDOL-funded subcontract with WSI for post LED monitoring expires.

Conclusions

The local staff, Project Director, partners, and counterparts should determine midway through the project, or earlier if possible, what the direction for sustainability will be. It is advisable that a clear advocacy strategy be developed from the project design stage, and that counterparts contribute with realistic input as to what their desires may be for sustainability of project activities in-country.

This advocacy strategy should then have a subsequent workplan that is proactive, fluid and is constantly reviewed by partners, staff and donors to assess necessary direction. With adequate advocacy activities being conducted from the outset, the sustainability plan will evolve within the project implementation, and it is highly likely that no creation of a staff NGO is necessary or viable for long term beneficial impact for the country and counterparts.

At the close of the LRP, four staff members have been contracted by the Agency under the World Bank SSD loan, and six have been employed by a different contractor for the USAID GRASP project. While this will increase the NGO's struggle to survive, it may also be viewed as an extremely positive sign of sustainability as staff and their experience, training and knowledge gained during LRP implementation will be utilized in comparable sectors. Their continued work in these sectors will build upon the past successes of the LRP to continue supporting Romanian institutions in workforce and community development during the transition of government reform programs.

ANNEX A: Active Measures Program Summary 1997 – 2001

By Year

YEAR	Total # Workers Assisted in Active Measures Services	Total # Workers re-employed (placed) in jobs	Placmt rate %	Total # of AM contracts (services)	Total spent per year, in billions of LEI	Ave rate of exchange	Total amount spent on AM services, in USD	% of total fund	% of client ass't/ total ass't
1998	29,882	6,265	20.97%	208	19.5	8,871	2,201,179	25.9	34.4
1999	28,796	5,036	17.49%	491	64.3	15,332	4,196,474	49.4	34.1
2000	10,751	2,282	21.23%	180	17.3	21,692	798,693	9.4	12.7
2001	8,315	1,419	17.07%	247	16.9	29,060	584,521	6.88	9.8
2002	6,598	652	9.88%	184	18.4	33,010	560,366	6.59	7.8
Total	84,342	15,654	18.56%	1310	136.6		8,341,232	98.1	98.8
Fund total							8,500,000		

Cumulative

YR	Amount spent per year (\$) (cumulative)	% of total funds spent on AM services (cumulative)	# of workers assisted per year (cumulative)	% of worker served per year (cumulativ.)
1998	2,201,179	25.90	29,882	35.43
1999	6,397,652	75.27	58,678	69.57
2000	7,196,345	84.66	69,429	82.32
2001	7,780,866	91.54	77,744	93.28
2002	8,341,232	98.13	84,342	100.00

Total % Funds and % Workers Assisted by AM Service

Type of Active Measure Service	% of total funds spent per AM service	% of workers assisted per type of AM service
Employment and Relocation Services	16.71	46.16
Training and Retraining	6.69	5.38
Small Business Assistance	15.05	31.44
Small Business Incubators	2.47	.20
Public Works	56.21	15.11
Local Economic Development Studies	5.32	1.68

ANNEX B: LED Project Sites, Names and Map Location

Rd	Community	County	Project Name and Goal
1	Cisnădie	Sibiu	Local Development Agency <i>Goal: To stimulate economic and social development in Cisnădie.</i>
1	Brad	Hunedoara	SME Support Center and Revolving Loan Fund <i>Goal: To support small businesses and provide access to capital to assist in economic development of the area.</i>
1	Busteni	Prahova	Center of Technical resources and Workforce retraining <i>Goal: To provide training for specific trades demanded on the local labor market for unemployed persons.</i>
1	Cămpulung	Argeș	Rehabilitation of Kretulescu Park <i>Goal: Community Economic Renewal through improved community services</i>
1	Medgidia	Constanța	Local Revolving Loan Fund <i>Goal: To develop local business environment by facilitating access to capital</i>
1	T. Neamț	Neamț	Revitalization of handicrafts <i>Goal: Increase income of those working in local manufacturing and production of handmade traditional arts</i>
1	Viseu de Sus	Maramureș	Center for the promotion and development of tourism <i>Goal: To create and promote tourism industry in the area</i>
2	Fălticeni	Suceava	Tourism Development Center <i>Goal: Efficient use of local resources (human, touristic, material, and recreational)</i>
2	Berezeni	Vaslui	Berezeni Arboretum Complex <i>Goal: To create an Arboretum Complex, vegetable nursery and cereal crops to create income, improve environment conditions through "vegetable" garden.</i>
2	Giurgeni	Ialomița	Milk Collection and Processing Center "CELA" <i>Goal: Plug the leaks by using the community milk resources and generating income for low income families and individuals</i>
2	Mărgina	Timiș	Information and Telecenter for Entrepreneurs <i>Goal: To encourage existing businesses and attract new investments by creating an information system and a package of services for SMEs and community NGOs</i>
2	Mioveni	Argeș	Community Production Enterprise for Public Infrastructure Improvements <i>Goal: To reduce the number of unemployed in the town through small business and improve community services</i>
2	Odorheiu Secuiesc	Harghita	Business Consulting and Revolving Loan Fund <i>Goal: Development of the business conditions in the area of Odorheiu Secuiesc through Business Services (Training, Consulting, Revolving Loan Fund)</i>
2	Orăștie	Hunedoara	Business Consultancy Center and Small Recreational Park <i>Goal: 1. Develop the business environment and the economy of the community; 2. Create conditions for children's recreation</i>
2	Pucioasa	Dâmbovița	Community Services workshop <i>Goal: To increase quality and reduce costs of services delivered by beneficiaries (public government), population, businesses and public institutions.</i>
2	Râmnicu Sarat	Buzău	Râmnicu Sarat Consultancy Center and Revolving Loan Fund <i>Goal: To develop an independent consultancy center able to identify and develop cooperation activities between and for the sectors with major impact in the local social-economic development: business environment and public institutions.</i>
2	Rovinari	Gorj	Local Center for Economic and Agricultural Development <i>Goal: To reduce unemployment by increasing businesses; and creating opportunities for local economic and agricultural development</i>

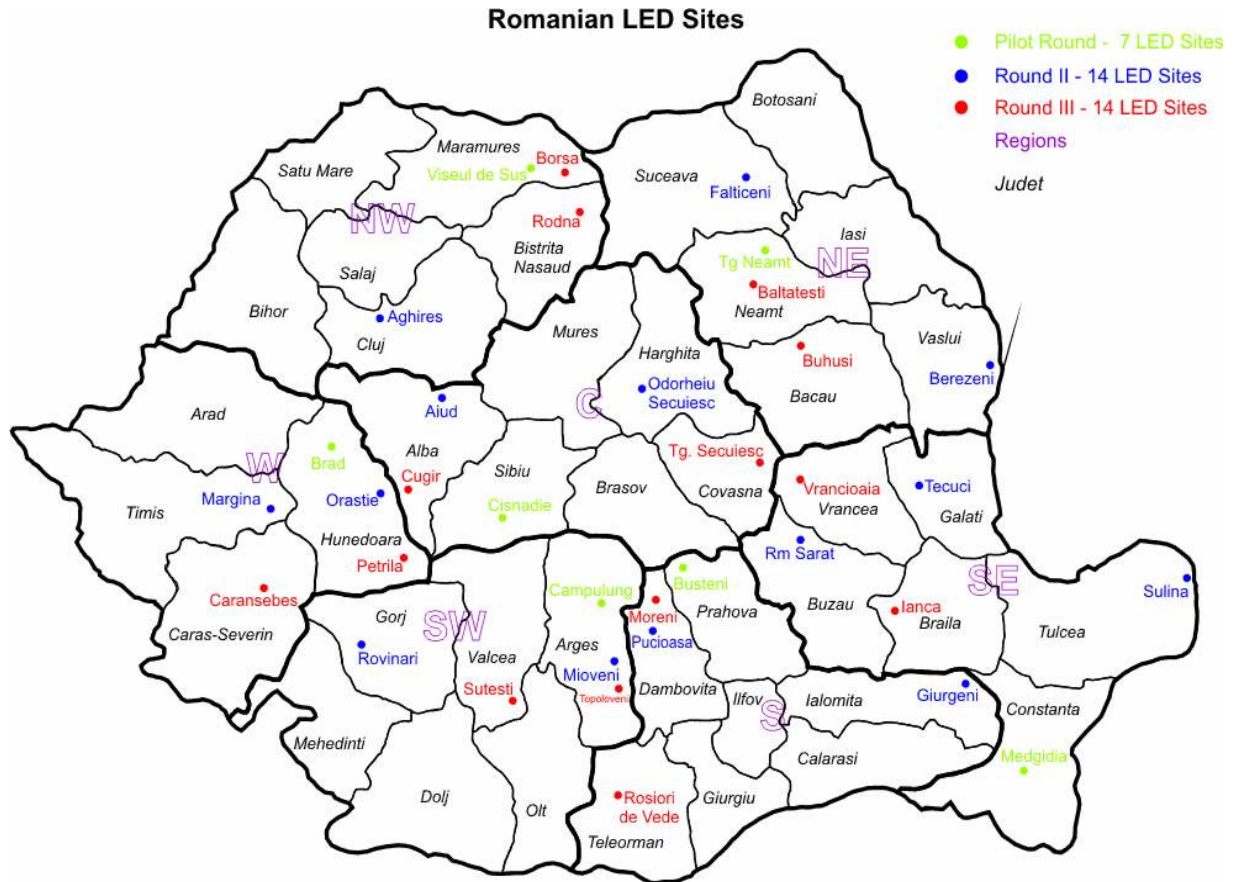
WORLDWIDE STRATEGIES, INC.

Labor Redeployment Program

PROGRAMUL DE REDISTRIBUIRE A FORTEI DE MUNCA

2	Sulina	Tulcea	Center for collecting and processing the diesel oil residues <i>Goal: To collect and process hydrocarbon residues (for sale of residues to refineries and heating plants).</i>
2	Tecuci	Galati	INFOCENTER – Business consultancy center <i>Goal: To support SMEs development from Tecuci and neighboring counties and areas (Barcea, Cosmesti, Draganesti, Matca, Movileni)</i>
2	Aiud*	Alba	Local Economic Development Services Center and Revolving Loan Fund <i>Goal: To develop the business environment by improving management skills and giving private entrepreneurs financial support through micro-loans in a revolving loan fund system</i>
3	Baltitesti	Neamt	Workshop for repairs and maintenance of public services and infrastructure <i>Goal: To improve the coordination of public infrastructure works</i>
3	Borsa	Maramures	Regional Center for the Promotion of Tourism in the Tourism Area <i>Goal: To support tourism development, create implement and develop alternative tourism</i>
3	Cugir	Alba	Center for producing and installing slate/concrete tiles for sidewalk and infrastructure repair <i>Goal: To efficiently use existing local resources</i>
3	Ianca	Braila	Community Recreation and Fitness Center <i>Goal: To provide a chance for the local people of Ianca to relax, improve health condition</i>
3	Moreni	Dambovita	Community services workshop <i>Goal: To increase quality and reduce costs of services delivered to beneficiaries (public government, inhabitants, businesses and public institutions)</i>
3	Mozaceni	Arges	Metal constructions workshop for vocational training <i>Goal: To meet the demand for agriculture equipment spare parts, building construction parts in the commune and area and provide vocational training for the unemployed.</i>
3	Rosiori de Vede	Teleorman	“Vedea” Community Recreation Area <i>Goal: To improve quality of life by setting up creation/development a recreation area for the inhabitants of Rosiorii de Vede</i>
3	Sutesti	Valcea	Local Farm Development Project <i>Goal: To improve business conditions for local farms</i>
3	Targu Secuiesc	Covasna	Infrastructure Project and Tourism Center <i>Goal: To improve infrastructure and community services, and to provide promotion for local tourism.</i>
3	Topoloveni	Arges	Vehicle Emissions Testing, Car Service and Maintenance Center <i>Goal: Improve community available services</i>
3	Vrancoiaia	Vrancea	Sale of local resources (fruit berries, herbs); Wood processing center <i>Goal: To improve and capitalize on local available resources; and support small business</i>
3	Buhusi	Bacau	Center for Manual Processing and Sale of Recycled Metals and Textiles Products <i>Goal: To better use local resources (metal and textile recycled products) in order to create income and new jobs</i>
3	Caransebes	Caras-Severin	“TEIUS” Recreational park <i>Goal: To improve the range of choices for leisure time</i>
3	Petrila	Hunedoara	ECOPHOENIX (small business) <i>Goal: To reduce pollution in Petrila by recycling existing industrial waste (soot, sawdust, dross).</i>
3	Sacele	Brasov	Tourism coordination center <i>Goal: To make use of the potential for tourism</i>

LED Projects Map – Romania



ANNEX C: Summary of Annual Outputs

I. Technical Assistance (TA) in “man-months”**:

Type	1997	1998	1999	2000	2001	2002	TOTAL
Local Staff	49	115	192	228	198	126	908
Project Director (not under contract)	9	11.9	n/a	n/a	3	12	35.9
Foreign TA (under Contract)	0	.69	14.05	28.95	9.65	3.8	57.14
Totals MMs	58	139.68	206.05	256.95	210.65	141.8	1001.04

***funded by various sources, including World Bank, GOR, USAID, USDOL.*

II. Total # Partners* Trained:

Component	1997	1998	1999	2000	2001	2002	TOTAL
Rapid Response	123	0	104	232	90	60	609
Active Measures	n/a	0	126	111	109	0	346
Media and Public Information	n/a	0	42	15	15	87	159
Local Economic Development	n/a	0	299	535	343	285	1462
Totals	123	0	571	893	557	432	2576

** Partners refers to public, private, citizens, government institutions personnel, unions, workers, NGOs etc.*

III. Deliverables (under Contract – manuals, procedures, guides):

1997	
Rapid Response	Labor Management Adjustment Committee Manual
Active Measures	n/a
Media & Public Information	n/a
Local Economic Development	n/a
1998	
Rapid Response	n/a
Active Measures	Implementation Guide for AM (1 st edition)
Media & Public Information	n/a
Local Economic Development	n/a
1999	
Rapid Response	n/a
Active Measures	Steps for Contracting AM
Media & Public Information	Media and Public Information Manual (1 st edition)
Local Economic Development	LED manuals (Participants, Facilitators, Trainers, Worksheets) (1 st edition)
2000	
Rapid Response	Prelayoff Services Manual Transition Center Case Study
Active Measures	Implementation Guide for AM (2 nd edition revised) Operational Manual for Training and Retraining Operational Manual for Employment Services Operational Manual for Small Business Consulting Operational Manual for Public Works Operational Manual for Revolving Loan Fund Train the Trainer – AM Taskforce Development – AM Generic AM Guide Case Study Collection – Active Measures
Media & Public Information	n/a

Local Economic Development	LED manuals (Participants, Facilitators, Trainers, Worksheets) (2 nd edition revised) Revised LED Chapters - GH (tourism, community workforce audit, business visitation programs) LED Workshop E
2001	
Rapid Response	Guide for Displaced Workers
Active Measures	Program Operational Manual (POM) Train the Trainer Manual – POM Revolving Loan Fund Manual Business Incubator Manual and Feasibility Study Business Incubator Training Materials Taskforce Development – AM
Media & Public Information	n/a
Local Economic Development	LED Taskforce Development
2002	
Rapid Response	Final Toolkit for Prelayoff Services
Active Measures	n/a
Media & Public Information	Media and Public Information Manual and Training Materials (2 nd edition revised)
Local Economic Development	LED Workshop F LED Case Studies

IV. Other

1997	<ul style="list-style-type: none"> Ministry of Labor internal financial system in place for drawing down WB loan from MOF, including disbursement of payments to service providers under contract, flow of funds structure, etc.
1998	<ul style="list-style-type: none"> Signed contract between DOL and MOLSP Trained 7 regional representatives in AM Launched AM program 25.9% AM funds expended
1999	<ul style="list-style-type: none"> New legislation requiring Prelayoff services as compulsory (for Agency to deliver and for workers to participate in in order to receive severance pay). Creation and training of taskforce on Prelayoff Services for technology and knowledge transfer to Agency. 49.4% of AM funds expended
2000	<ul style="list-style-type: none"> Development of AM Agency taskforce to assist and support manual development and training in RLF, BI, SME, Project Management & Contracting 9.4% of AM funds expended
2001	<ul style="list-style-type: none"> Creation and training (in 3 Phases) of LED taskforce with intention of support for Round 3 and institutionalization of LED to be used in new WB loan as an AM. Budget allocation to AM 6.88% of AM funds expended
2002	<ul style="list-style-type: none"> Budget allocation increase to AM in National Employment Agency funds Labor Code stipulating mandatory Prelayoff Services, using LRP provided and created toolkit and procedures/methods. Debate and negotiations on using LED as an AM utilizing LRP provided methods and approach. Possible option for NGO to be contracted to implement as a group for nationwide LED By end Sept 30 – total local contributions to LED projects = estimated over \$800,000. Represents local shift in resource allocation to LED initiatives. 6.59% of AM funds expended

ANNEX D: Summary of Final Performance Data: 9/30/02

Objective	Total
DO 1: Permanent & Temporary jobs created	18,635
DO 3: Permanent & Temporary job placements	9,390
IO 1: # of new business starts	4,105
IO 1: # of new NGOS	2
IO 1: #/% of firms assisted that reported increased net revenue	
• # assisted directly	413
• # assisted that increased net revenue	71
• % assisted directly that increased net revenue	17.19%
Sub IO 1: Increased capacity of target areas to identify and pursue post project LED opportunities	
• # of continuing for a for LED	24
• # and % of new LED projects funded	5
• # of long term LED action plans operational	7
• OUTPUT: # of partners trained	1,385
Sub IO 2: Improved production services and/or management in targeted firms	
• # of assisted firms implementing new production/management processes	216
• OUTPUT: Business centers and RLF delivers services to targeted firms	
○ # firms assisted by business centers	760
○ # loans disbursed	23
○ Loan repayment rates	100%
Sub IO 3: Improved business climate in target areas	
• # of project related local level business climate improvements	18
• Total value contribution in LED projects (new allocation of public funds)	\$839,864
IO 2: Increased worker access to and participation in worker adj. programs	
• # of target workers participating in worker adj services	79,508
• # of target workers served (military/defense)	774
• OUTPUT: # partners trained (taskforces, counterparts, etc)	317
• OUTPUT: # new systems and tools developed (taskforces operational)	27
IO 3: Institutionalization of worker adj programs in target areas	
• # public/private institutions which assume responsibility for implementing worker adj programs	644
• Dollar value and % increase of public budget allocated to worker adjustment programs	2.557 mil/ 433%
• # new policies or regulations proposed and subsequently enacted to support implementation of worker adjustment programs	6
• OUTPUT: % of estimated budget pledged by public or private donors to the legally registered organization derived from the LRP	1
Sub IO 4: Demonstrated efficiency in delivery of improved worker adjustment programs (pilots)	
• Cost of jobs created as compared to unemployment benefits or other standards	AM: 284, LED: 1505
Sub IO 5: Increased public and partner awareness and acceptance of programs	
• % of survey respondents reporting increased awareness and/or acceptance	26%
• OUTPUT: Media and public relations plans operational	
○ # planned actions completed (LRP)	1
○ #/average size of audience reached (media outlets)	259
• OUTPUT: # partners trained in media and public relations	114
Sub IO 6: Demonstrated capacity for LED sustainability	
# of final visits to LED communities	35
#/% value of local contributions in LED projects by community	\$839, 864

ANNEX E: Sustainability & Advocacy

Retrospective Analysis*

**Compiled by LRP staff during Media and Advocacy Training – October 22-25, 2002*

RAPID RESPONSE

WHAT	TYPE	LEVEL	TO WHOM?	STATUS of Institutionalization
Creation of Rapid Intervention Groups	Gov't Wk Group	National/Local	ANOFM	Completed; replaced by prelayoff law
LMAC Model	Method/Approach	National/Local	ANOFM	Completed.
Prelayoff Services	Law/Procedures	National	ANOFM	Completed
Taskforces	Gov't Wk Group	National	ANOFM	Existing; but suspended activity
Internal Procedures	Procedures	National	ANOFM	Completed
Implementation Method	Agency as Promoter	Agency as Receiver	AJOFM	Completed
Dislocated Worker Guide	Method/Approach	Regional (targeted areas)	Union, workers, employers	Completed activity; no continuation
Union/Agency Taskforce (Solidarity Center)	Gov't Wk Group	National	AJOFM, ANOFM	Existing; but suspended
Including RR in AM dept.	Organizational structure	National/Local	ANOFM, AJOFM	Completed
Law 76 – employment law and procedures	Law	National	ANOFM, AJOFM	Completed
Transition Ctr	Method/Approach	National	Employers; AJOFM	Proposed and existing
Peer Counseling	Method/Approach	National	Employers; AJOFM	Proposed and existing
All RR Deliverables to Institutions:				
<ul style="list-style-type: none"> Fully operational and institutionalized as official Agency regulations and procedures. Also cited in new legislation and labor code. 				

ACTIVE MEASURES

WHAT	TYPE	LEVEL	TO WHOM?	STATUS
Use of AM as a main intervention of ANOFM/AJOFM and increased diverse interventions	Legal; OG 98/L 76; Internal procedures (methodologies, norms) HG 277/278; in 1999-2002	National and local	ANOFM; AJOFM; DPMP	Done; institutionalized
Use of service providers (outsource/external) for AM Implementation	Policy – procedures for selection and contracting (2001)	National and local	ANOFM; AJOFM	Done; institutionalized
Increased	Policy – increasing to	National	ANOFM;	Done;

unemployment fund allowance for AM	22% (2002)		MOF	institutionalized
Increased involvement in SME development and LED	Policy – use of SME, BIC, LED (1999-2002)	National	ANOFM	Done; institutionalized
Establishment of specialized workgroups to develop internal regulations and advisory services	“E-macs” taskforce	National and local	ANOFM; AJOFM	Done; but dormant; seldom used
Use of methodology for periodic training of own staff and TOT	Internal procedures (Voineasa); manuals (2001)	Local	AJOFM	Done, institutionalized
Use of methodology for other donors (EU Phare/RICOP)	Methods, Procedures and manuals	National	EU Phare; RICOP	Done.
Use of methodology for other programs/donors (ANDIPRZM)	Methods, Procedures and manuals	National	ANDI PRZM	Done.
Use of individual consultants under WB loan money for Public Agency implementation of program	New procedure (SSD as TA)	National; local	MOF, ANOFM; MMSS; AJOFM	Done.
Service providers using new methods, approaches, project management (from RR on the job training and bidding assistance to AJOFM)	Training, methods, manuals for bidding by SPs in AM	National; local	Service providers ; NGOs	Done, ongoing.
Improved criteria for SSD (eligibility, costs, definitions, placement rates, evaluation, etc)	Manuals, procedures, legislation and program changes (budget etc)	National	ANOFM, MMSS	Done, institutionalized
Allocation of money for SSD (May 9 meeting and draft)	Allocation and plan for budget to implement technical program; process for using local working group to contribute and provide input to national design.	National	ANOFM, MMSS, MOF	Done, institutionalized
All Active Measures Deliverables to Institutions: <ul style="list-style-type: none"> ▪ Fully operational and institutionalized as official Agency regulations and procedures. 				

LOCAL ECONOMIC DEVELOPMENT

WHAT	TYPE	LEVEL	TO WHOM?	STATUS
Taskforce	Structure/Knowledge	Local	AJO FM	Dormant
Specific Instruments	Tools	MODEL (NGO)	MODEL	DONE/future
Create partnerships that changed mentalities, training, new jobs, start up business	Formal; informal	Community	In community (Local authorities, new depts.)	Ongoing (snowball/ domino effects)
Regional training	Training	Regional, local, national	ANOFM; AJO FM	Ongoing
Regional networking (wkshops, initiatives, Borsa, etc)	Formal; informal	Regional, local, national	Different institutions	Ongoing
LED as an AM	Legislation	National	MF, MMSS, ANFOM	Start up
New jobs – GRASP	Individual	Individual; company	Future clients of GRASP	Start up and ongoing
All LED Deliverables to Institutions: <ul style="list-style-type: none"> ▪ Prepared to be operational and institutionalized as official Agency regulations and procedures, if decision is made to include LED as AM. 				

MEDIA & PUBLIC INFORMATION

WHAT	TYPE	LEVEL	TO WHOM?	STATUS
Agency PR Office – start-up, training and staff development	Institution - National Employment Agency	National level	PR office mgmt and staff; President, Directors	Institutionalized and ongoing as permanent function
Trained county Agency staff in media and public relations	Institution – Local Agency	County level	Mgmt and implementation managers, spokes-persons	Institutionalized and ongoing as permanent function
National Media & PR Campaign Developed	Institution – ANOFM	National	ANOFM PR office; service providers	Executed and under implementation as of Dec 02.
All Media Deliverables to Institutions: <ul style="list-style-type: none"> ▪ Fully operational and institutionalized as official Agency regulations and procedures. 				