Recognizing that Jobs are the key to development, the World Bank Group is developing and piloting a new multi-sector `Jobs Diagnostic’ approach to help countries identify their key jobs challenges, and prepare strategies for addressing them. By following how people in the economy benefit from Jobs, by taking into account the country context, recent trends in productivity and employment, and by considering the existing profile of jobs and workers in the economy, the new approach seeks to identify the key constraints a country faces in creating more, better and inclusive jobs. The final step based on the country context and key challenges, is to help prioritize actions that a country can take to address these constraints.

Whilst we are learning from experience in the piloting phase, the Jobs Group welcomes feedback on the draft guidelines.

Please submit your feedback and comments to Mary Hallward-Driemeier
Why Conduct Multi-sector Jobs Diagnostics?
- Jobs are central to achieving poverty reduction and shared prosperity
- Recognize need to take more comprehensive and multi-sectoral approach

Use of a Jobs Diagnostic
- Covers the whole spectrum of `employment’ – eg agriculture, own account, self-employment, wage; formal & informal enterprises and workers; but excludes care of family & housework
- Standalone ESW to inform policy and operations
- Complement the SCD where expanding job opportunities is a key priority

Objective: determine key challenges to “expanding job opportunities”:
- More jobs – for un & underemployed; to absorb new labor market entrants; creating more jobs that enable transformations (structural, spatial, formalization)
- Better jobs – higher productivity jobs, higher returns, better working conditions
- Inclusive jobs – for poor and bottom 40%, women, youth, disadvantaged groups, those previously not participating in labor force

Elements of a Jobs Diagnostic:
1. Establish country context and key jobs needs (to guide diagnostic steps 2 & 3)
2. Interpreting the interplay of results: Identify challenges, constraints, synergies, causes
3. Defining priorities and identifying possible solutions (lay out opportunities, trade-offs)
WHY CONDUCT JOBS DIAGNOSTICS?

- Jobs are the number one priority consistently expressed by the citizenry and by the policy makers of our client countries, independent of region or income levels.
- Jobs are at the center of development, *World Development Report 2013 Jobs*:
  - Labor is the most important asset of the poor.
  - Jobs are the most important pathway out of poverty.
  - Development happens through jobs.
  - How / whether job opportunities expand is a key determinant of how widely the benefits of growth are shared.
- Expanding jobs is central to meeting the twin goals.
- Challenges are inherently multi-sectoral and complex.
WHY A *MULTI-SECTOR JOBS DIAGNOSTIC*?

- "Jobs" is about more than a specific factor of production, *labor*.

- Jobs challenges are inherently multi-sectoral and complex:
  - Requires access to markets, inputs, capital, technology, skills, matching supply and demand
  - Shaped by regulatory framework (not only labor regulations), macroeconomic conditions, rule of law, governance
  - Potential for spillovers, "good jobs for development", highlight different opportunities based on country context

- Most approaches to date have been sector-specific – But they have not had the needed impact.
  - Wide consensus that we need to take a more comprehensive approach.
WHY A NEW JOBS DIAGNOSTIC?

- Most of our tools and diagnostics to date are sector specific and/or focused on growth or investment, not on jobs
  - Investment Climate Assessments consider constraints to formal firms’ investments and productivity growth
  - Growth Diagnostics (Hausmann, Rodrik, Velasco) are built around the entrepreneur’s decision to invest
  - Skills Assessments consider the supply of skills across people
    - STEP surveys look at demand for skills too, but have limited links to firm performance
  - ADePT Labor provides tables that profile workers from households (supply side)
  - Diagnostic Trade Integration Surveys mostly consider barriers to trade integration in products (and more recently services) and more recently exporters (firms)

- Existing tools each tell an important piece; we need to bring them together

- Benefits of a more comprehensive and multi-sector approach:
  - Identify synergies and interactions across dimensions
  - Build a framework to link analytic results to core challenges
  - Enables a more systematic approach to find possible solutions to jobs challenges
USE OF A JOBS DIAGNOSTIC

- Examine links between jobs, growth and the twin goals.
- Examine opportunities for expanding job outcomes – looking at composition of jobs, determinants of mobility across employment categories and ways to raise productivity within categories
  - Not just about expanding wage work or formal sector -- raising productivity of self-employment, agriculture and informal enterprises are important in many client countries
- Jobs Diagnostic can be:
  - Standalone ESW or complement the Systematic Country Diagnostic (SCD)
  - Particularly for countries where expanding jobs opportunities is identified as a priority, having a full jobs diagnostic would expand on the analysis included in the SCD
  - Note: Separate guidance for more streamlined approach to incorporating jobs into SCDs is also available on the SCD and Jobs websites
- Identify priorities, binding constraints and possible solutions
  - Intended to inform policy priorities and provide practical ways forward
  - Offers tailored solutions to clients’ jobs problems, fitted to their contexts and jobs needs
- Bring together GPs to work collectively across sectors to identify synergies and trade-offs in addressing a client country’s key jobs challenges
- Share learning of multi-sectoral approaches to common jobs challenges
USE OF A JOBS DIAGNOSTIC: WHAT IT DOESN’T DO…

The jobs diagnostic does not cover the following related topics:

- A full growth diagnostic: there are elements common to both diagnostics, such as returns to education as a supply side test, and enterprise dynamics for labor demand, but where growth is insufficient to create enough jobs, a growth diagnostic is justified.
- Cyclicality in aggregate demand, jobs and growth; the diagnostic deals with longer term structural issues around demand for workers.
- All links with poverty and growth – income sources beyond employment such as cash transfers.
- Social protection policies and benefits for those not in work such as social insurance and pensions transfers will not be covered, except under incentives to work.
- Indicators of labor market institutions and core labor standards are provided, but will not necessarily be assessed in-depth unless raised as key constraints.
- There is no assessment of implementation capacity or political economy of reform beyond team’s assessment in Step 3; more detailed work would need to be done separately or draw on the SCD/CPF.
- Solutions: the point of the jobs diagnostic is to help identify and prioritize key constraints to creating more, better and inclusive jobs to reduce poverty and promote shared prosperity.

The CCSA is capturing and curating global knowledge on jobs solutions for specific problems / constraints in the form of a catalogue of ‘jobs solutions’. This will be informed by past work of GPs, academic research and evaluations, as well as by the jobs diagnostics.

The diagnostic is based on quantitative assessments of outcomes – it does not make normative judgments of policies, and although growth paths and opportunities are taken into account in identifying priorities, the diagnostic does not simulate nor model future jobs outcomes.
OBJECTIVES: DETERMINE KEY CHALLENGES TO “EXPANDING JOB OPPORTUNITIES”

1. More people join the labor force & find work (including self-employment) as firms start up, enter markets, and expand
   - Firm dynamics (self-employment start-ups, firm entry and firm growth) leads to job creation
   - Increased labor participation and increased employment rates

2. Labor moves across from less to more productive jobs:
   - Structural change reallocates across sectors
   - Selection reallocates across businesses (and creates net more jobs)
   - Migration reallocates across geography
   - Formalization reallocates across businesses

3. People get better at doing their existing job:
   - Returns to labor assets improve (incl thru’ farming, self-employment)
   - Labor productivity rises within occupations;

4. Workers benefit from higher productivity through higher earnings and demand more goods and services.

5. Externalities from good jobs support development

6. Remove barriers to accessing good jobs; opportunities are Open to the poor and bottom 40%, women, youth, disadvantaged

3 goals are not mutually exclusive - e.g. want ‘more’ jobs created to be ‘better’ ones - and can involve trade-offs - e.g. raising productivity may reduce the number of net jobs
ELEMENTS OF A JOBS DIAGNOSTIC

★ Step 1: Basic Analysis: Establish country’s jobs needs (guides the focus of diagnostic steps 2&3):
A. Set context: Identify the country type, the country conditions and challenges (including demographic trends, sector composition, fragile state etc), and establish comparators
B. Identify relative importance of creating more, better and inclusive jobs
   ➢ Present the changing profile of jobs, workers and employers

★ Step 2: Interpret Results: Use structured inquiry to define the key jobs challenges and identify the underlying causes / constraints on all three dimensions:
A. More jobs: Is the economy creating sufficient jobs relative to the working age population?
   ➢ Growth – is growth sufficient? Is elasticity of employment to growth too low? Are jobs being created in areas that encourage transformations (structural; spatial; formalization)?
   ➢ Demand constraints to job creation – fundamentals, business environment, governance
   ➢ Supply constraints – insufficient labor force participation, skills
B. Better jobs: Is productivity rising? Is the proportion of working poor declining in the labor force?
   ➢ Are new and existing jobs more productive?
   ➢ Are people raising productivity of current jobs or reallocating time to more productive jobs?
   ➢ Are earnings rising? Are worker vulnerabilities addressed?
C. Inclusive jobs: Who has access to jobs?
   ➢ Are job dynamics contributing to poverty reduction and promoting shared prosperity?
   ➢ Are women, youth, minorities able to access job opportunities?

★ Step 3: Define priorities and find possible solutions
   ➢ Look for synergies in solutions that can address multiple dimensions of jobs challenges more efficiently and effectively; recognize where trade-offs need to be made, and why
THE JOBS DIAGNOSTIC’S LINKS TO THE TWIN GOALS

Step 1: Helps identify the jobs profile and jobs needs for the bottom 40%.

- Identifies where workers from poor households and the bottom 40% work; who is creating their jobs, and how income from labor contributes to their welfare.
- Trends in poverty, and patterns of work and remuneration for poor people over time.
- Characteristics of the working poor (age, sector, gender, human capital, urban/rural).

Step 2: Examines links between jobs outcomes, growth and twin goals

- **More jobs**: Are the poor and bottom 40% able to expand their labor force participation and/or reduce under-employment? Do these jobs expand with growth?
- **Better jobs**: Are the jobs of the poor and the bottom 40% increasing in productivity and earnings over time? What is the contribution of `better jobs’ to poverty reduction?
- **Inclusive jobs**: Are the poor and bottom 40% able to access more and better jobs?

Are the poor and bottom 40% included in the job opportunities associated with key economic transformations (structural change, urbanization, formalization)?

Step 3: When prioritizing opportunities and constraints to expanding job opportunities, use their impact on the poor and their contribution to promoting shared prosperity as key considerations.
STEP 1A – ESTABLISH COUNTRY CONTEXT

Step 1A:

Key policy indicators

- Identify Country Trends Type, Conditions & Comparators
- Growth & employment trends (aggregate; by sector)
- Demographics (aging; youth bulge)
- Shapely decomposition
- Trade dynamics (X & M)
- Trends in real wages
- Trends in migration and remittances
- Macro policy indicators (interest rates, real exchange rates)
- Financial sector (depth, inclusion)
- Labor market policies and core standards
- Educational attainment
- Infrastructure availability, cost
- Investment climate indicators

Typologies (Not mutually exclusive):

- Conflict & Fragility*
- Agrarian
- Youth bulge
- Resource rich
- Ageing
- Island State
- Urbanizing
- Migration economy
- Formalizing
- In-Recession/crisis

*Additional guidance will be prepared for Countries with FCV features

Jobs Group is producing a standard “Jobs At A Glance” that will include these indicators of ‘fundamentals’ and ‘labor policies’
Step 1B: Profile of Jobs and Workers (Bottom 40%, overall)

- Working age not in labor force
  - Unemployed
  - Employed

- Employers
  - Wage work
    - Informal
    - Formal
  - Non-farm self-employment

- Agriculture
  - Unpaid work

Disaggregate each by:
- Gender
- Age
- Income decile
- Rural / urban
- Education

Profile of Employers and Job Creating Enterprises (household enterprises, informal and formal enterprises)

Size
Age
Ownership
Sector/products
Formal/informal
Location
Performance

Where data allows, look at dynamics over time in how these profiles are changing.
STEP 1B. EXAMPLE: JOBS PROFILE IN KENYA

Working Age Population 20.6m

Employed 14.3m
- Family Farming 6.5m
- Non-farm self-employment 2.7m
- Wage work 5.1m

Other 6.3m
- Inactive 1.6m
- Students 2.7m
- Homemakers 1.9m

Typical data sources:
- Population Censuses
- Labor Force Surveys
- Representative household surveys

Tools:
- ADePT Labor

With 10% of those employed working in formal private sector wage jobs, any jobs strategy in Kenya will have to focus on raising opportunities in agriculture and the informal sector too.
This example shows that nearly all new job creation in Uganda in the decade 01-11 came from urban micro & firms, whilst large firms were shedding jobs in both urban and rural areas.

Uganda’s jobs “needs” may include urban informal sector productivity measures, and a focus on why large firms have been shrinking.
These examples show that in common with Tunisia, Egypt has a “missing middle”, lacking in small and medium enterprises which could exert competitive pressure on larger and older incumbents. This was a symptom of a privilege-driven system, whereby older larger firms got political protection.

Tunisia (1997-2010): employment by size and age

Egypt: Employment in 2006 by firm size and age
STEP 1. EXAMPLE: IDENTIFYING ‘BETTER’ AND ‘INCLUSIVE’ JOBS IN MENA

This profile shows:
(i) Wage work is the preserve of wealthier quintiles, the bottom 60% of income earners work in the informal sector;
(ii) that women are much less likely to participate in the labor market in Egypt, Syria, Jordan and Tunisia than elsewhere.
(iii) That wage gaps for women are very significant, especially private sector wages.

The jobs need may be to remove barriers to women’s LF participation.
STEP 1: EXAMPLE: JOBS NEEDS FROM DEMOGRAPHIC TRENDS IN NIGERIA

Unlike the world population which is aging (left side), Nigeria’s population has stayed young between 1990 and 2010 (right side).

This and a high fertility rate mean Nigeria will face a youth bulge in the labor market for many years to come.

This makes youth employment and the transition from school to work an important jobs need for Nigeria for some time to come.

Guided inquiry (all 3 parts should be examined):

- **Step 2a:** Is aggregate (and sector) growth sufficient to create *more jobs*? Does growth translate into job creation?
- **Step 2b:** Are new jobs *better jobs*? Are returns to work improving?
- **Step 2c:** Are expanding job opportunities *inclusive*?

The diagnostic provides:

- A series of questions to investigate and identify key challenges (with forthcoming guidance and training on data availability and tools to conduct the analysis)
- A series of potential underlying causes and constraints associated with the different jobs challenges: at the heart of these is the dynamic between productivity and employment.
- Teams should be selective: identifying the most important issue given step 1 findings
- The Jobs CCSA is developing with GPs, a common clustering of jobs challenges or ‘syndromes’ that will help guide teams to effective approaches to address jobs challenges

(This diagnostic is *not* designed to cover macro cycles, nor short-term policy impacts on cyclical growth and unemployment, although lasting employment effects eg of privatization/liberalization on labor markets may justify safety nets and employment schemes, and should be discussed).
STEP 2A – CONSTRAINTS/OPPORTUNITIES FOR MORE JOBS

It is possible that causality runs from jobs to growth: i.e. jobless growth reduces demand which reduces production, savings, etc.

**Step 2a:**
Is growth sufficient to create Jobs? (real GDP growth >= LF growth)

- **Yes**
  - Is growth creating enough jobs (whether formal or informal)?
    - **Yes**
      - Labor market matching problems
    - **No**
      - Labor supply constraints

- **No**
  - Consider Growth Diagnostic

**Step 2b:**
Are better Jobs being Created?

- **Yes**
  - Technology favors capital over labor
  - Tax/regulations favor K over L
  - Negative ST impact of policy reform
  - Limited information
  - Discrimination
  - Segmentation
  - Limited mobility - including where trade and FDI are disruptive short-term

- **No**
  - Limited access to finance, FDI
  - Low innovation, limited external trade
  - Limited worker incentives from labor taxes and poor design of social benefits
  - High public sector wage
  - Discouraging ST impact of policy reform
  - Skills
  - Constraints to women’s participation
  - Low participation
  - Low availability of skills
  - Limited non-cognitive skills
  - Technology favors capital over labor
  - High reservation wage
  - Limited mobility
  - Tax policies favoring capital
  - Commodity boom (natural path)

**Why Not?**
- Sector composition of growth is too capital intensive
- Labor supply constraints

**What’s the constraint? (Examples)**
- Commodity boom (natural path)
- Dutch disease
- Tax policies favoring capital
- Low availability of skills
- Limited non-cognitive skills
- High labor (hiring/firing) restrictions
- Skills
- Low participation
- High reservation wage
- Constraints to women’s participation
- Low worker incentives from labor taxes and poor design of social benefits
- Limited mobility
- High public sector wage
- Poor investment climate
- Limited access to finance, FDI
- Low innovation, limited external trade
- Limited firm entry
- Technology favors capital over labor
- Tax/regulations favor K over L
- Negative ST impact of policy reform
- Limited information
- Discrimination
- Segmentation
- Limited mobility - including where trade and FDI are disruptive short-term

It is possible that causality runs from jobs to growth: i.e. jobless growth reduces demand which reduces production, savings, etc.
**STEP 2B– CONSTRAINTS/OPPORTUNITIES FOR BETTER JOBS**

**Why Not?**
- Productivity does not improve within existing jobs; new jobs are low productivity
- Labor is not moving across jobs, lack of matching
- Real earnings not rising with productivity
- Worker vulnerabilities are not addressed

**What’s the constraint? (Examples)**
- Limited structural transformation
- Lack of competition; lack of innovation
- Limited trade (entry, product diversification)
- Limited creative destruction and reallocation
- Inadequate markets; limited scale economies
- Lack of investment, FDI
- Low skills
- Weak rule of law
- Constraints to women’s entrepreneurship
- Restrictive labor market policies
- Geographic segmentation; limited migration, urbanization
- Land tenure / access
- Housing
- Societal norms, eg on gender participation, ethnicity
- Higher reservation wage, high search costs, entry costs
- Excess supply of skills
- Substitutability capital for labor
- Limited worker rights
- Excessive labor flexibility
- Informalization; many informal competitors
- Working poor are a significant and not declining share of the labor force
- Lack of minimum labor standards
- Minimal social protection, incl. anti-discrimination
- Low or variable earnings (self-employment or wage)
STEP 2C – CONSTRAINTS/OPPORTUNITIES TO INCLUSIVE JOBS

Why Not?

Not Accessible to Poor or Bottom 40%

Step 2C: Are Jobs Inclusive?

No

Not accessible to women youth disadvantaged groups

What’s the constraint? (Examples)

- Lack of employability
  - Skills (cognitive, non-cognitive)
- Lack of mobility, transportation
- High fixed costs of entry
- Relative costs of household responsibilities
- Discrimination

Yes

Lesson Learning

Lagging Regions

- High costs of transport / child care (in MICs)
- Early family formation
- Discrimination
- Lack of experience (school to work transition)
- Lower education
- Societal norms
- High reservation wage
- Insider / outsider connections
- Unionization / apprenticeships

- Limited infrastructure
- Lack of information / connectivity
- Local skills
- Limited access to input and output markets
STEP 3: PRIORITIZE BETWEEN CONSTRAINTS TO FIND SOLUTIONS (REFORMS AND INVESTMENTS)

When identifying reform and investment priorities practitioners should reflect on other studies (eg SCD, poverty, growth, ICA, FSAP, sector diagnostics), and reflect on:

- **Data**: the availability of data to support an evidence-based approach to solutions
- The **appropriate balance of jobs needs** (more, better, inclusive jobs) based on the existing profile of jobs, workers and employers, the priorities associated with the country typology and country conditions, and the demographic trends
- The **political economy of reforms and private investments**, the Government’s own jobs and growth strategies, and the politics which may be driving these, driving reforms, and the jobs constraints
- The **challenges and associated constraints** identified from the Jobs Diagnostic for action
  - Whether appropriate to focus on SME, demand-side, supply-side, matching
  - Whether structural transformation and reallocation is needed to improve productivity
  - Whether barriers restrict access to better job opportunities for parts of the population

- **Specificity**: Whether it is right to focus solutions on a specific narrow topic or issue: eg a segment of the labor market, a segment of the population, a sector, or a policy trade-off or transformative investment
- **Complementarities, synergies and trade-offs** between problems and solutions: eg support reforms aimed at improving competition with transformative public and private investments (IFC).
- **Future prognoses**: growth paths, opportunities and the investment and skills requirements of these.

Prioritization of constraints (and opportunities) for shared prosperity through jobs (which create labor incomes)

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*Source*: Adapted from World Bank SCD Resource document, 2014.
**STEP 3 – DEFINE PRIORITIES & IDENTIFY SOLUTION AREAS:**

Jobs CCSA is developing a `jobs catalogue’ to capture and curate jobs challenges and jobs solutions.

**Jobs Challenges**

**Jobless growth** (need more)

**Jobs created**
- are low productivity (need better)

**Women or youth or ethnic groups are not getting jobs** (need inclusive)

**Possible Solution Areas: Examples**

- Improve labor productivity (overlap with “better” jobs) to stimulate hiring
- Facilitate diversification
- Examine relative tax treatment of capital and labor
- Expand access to markets
- Expand competition
- Facilitate formalization
- Facilitate urbanization
- Reduce entry costs
- Improve employability and matching
- Facilitate migration / immigration
- Improve school to work transition
- Improve employability of excluded groups
- Defend equal opportunities
- Regulate against discrimination

*Choice of solutions should reflect underlying country context and specific constraints underlying challenge*
STEP 3: EX #1 OF CROSS-CUTTING SOLUTION AREAS (TAKING ACCOUNT OF COUNTRY TYPOLOGY)

EXAMPLE 1: Possible jobs solutions for a low income, mineral rich mostly rural economy, with youth bulge, and high degree of informality: where needs are to raise productivity in the informal sector and expand formal job creation.

1. Increase labor productivity for the self-employed:
   - In agriculture, improve access to higher quality inputs and financial services
   - In informal non-farm enterprises:
     - Emphasis on training for youth entrepreneurship
     - Regulatory approaches to enable productivity growth, expand access to assets and market places, especially in secondary cities and towns

2. Encourage diversification:
   - Encourage SME start-ups, higher value products, lower barriers to entry
   - Offset `Dutch disease effects’ through productivity gains in non-traded sectors (including transport, energy, ICT)
   - Deepen the labor market through skills and better matching; balance labor market flexibility with sufficient protections

3. Facilitate urbanization:
   - In secondary towns for rural services, facilitate migration to boom towns
   - Ensure connectivity of urban informal firms with the rest of the city
   - Promote labor market flexibility and matching
EXAMPLE 2: Possible short-term jobs solutions for a low income, agricultural post-conflict country: where the priority need is to avoid slipping back into conflict.

1. Resettlement & productivity in rural areas:
   - Ensure land rights, title and tenure system restores ownership equitably
   - Support irrigation eg through community managed water schemes
   - Ensure inputs and planting for the new season are adequately resourced
   - Remove any administrative and procedural barriers to restoring crop markets and decent market prices for crops (eg licenses, trade/export bans, regulatory constraints to trade)

2. Create job opportunities for ex-combatants and youth:
   - Promote labor intensive public works for young people in reconstruction
   - Use small infrastructure projects to give youth a stake in reconstruction
   - Accelerate relevant skills training for ex-combatants, including in self-employment in trading and transportation activities.

3. Reconstruction and connectivity between towns and rural areas:
   - Rebuild regional markets to expand opportunities for self-employment and MSMEs (labor demand)
   - Re-build regional telecom and power capacity
   - Re-open trade and transport corridors internally and to export markets
   - Establish open market price information through SMS services

Use Jobs to strengthen social cohesion & provide a short-term peace dividend. Ensure coherence between short-term and sustainability
JOBS TOOLS AND DATA AVAILABILITY (EXAMPLES)

Data Sources
Macro / aggregate:
- WDI indicators
- Jobs Data portal
- ILO Key Indicators of the Labor Market (KILM)
- UN demographic projections
- National accounts surveys
- Migration Facts Book
- WITS

Households:
- I2D2
- Labor Force Surveys
- Household survey (HHS/LSMS)
- STEP Household Surveys

Firms:
- Enterprise surveys and firm census
- Enterprise Surveys (incl BEEP)
- STEP Employer Surveys

Policy indicators and coverage
- Doing Business
- Databases of Employment Protection Legislations
- ASPIRE

Data Tools
Macro:
- Shapely decomposition tool
- Tools for Growth Analysis
- Jobs Generation and Growth Decomposition (JoGGs)

Households:
- Adept & Adept Labor

Firms:
- Investment Climate Assessments
- BuDDy

Trade:
- Exports-Labor Elasticity Tool
- Labor Mobility and Adjustment Costs toolkit

Benchmarking

Eg the recent ECA jobs report used policy reform indices (building on existing data from Doing Business, EPL, etc) to derive a typology that categorizes countries on reform efforts.

MFM's Find a Friend tool selects comparators based on various characteristics.