



International Labour Organization

iTrack  
Evaluation

# ILO EVALUATION

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- Name of consultant(s): **Tony Powers – Lead Evaluator, National Evaluators: Bright Sibale for Malawi, Idrissa Mshoro for Tanzania, Peter Beck for Mozambique**
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**This evaluation has been conducted according to ILO's evaluation policies and procedures. It has not been professionally edited, but has undergone quality control by the ILO Evaluation Office**

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## List of Acronyms

ALMP	Active Labour Market Programme
CO	Country Office
CPO	Country Programme Outcome (ILO)
CTA	Chief Technical Advisor
DPASA	Provincial Delegation of Agriculture (Mozambique)
DWCP	Decent Work Country Program (ILO)
HQ	Headquarters (ILO)
IABIL	Bilibiza Agrarian Institute of Cabo Delgado (Mozambique)
ILO	International Labour Organization
INEFP	National Institute of Employment and Vocational Training(Mozambique)
ITC	International Training Centre (ILO)
KOICA	Korean International Cooperation Agency
KSP	Knowledge Sharing Platform
MGDS	Malawi Growth and Development Strategy
NC	National Coordinator
OECD/DAC	Organization for Economic Cooperation and Development/Development Assistance Committee
P&B	Programme and Budget (ILO)
PARDEV	ILO's Partnership and Field Support
PCA	Programme Cooperation Agreement
PDAFS	Provincial Directorate of Agriculture & Food Security (Mozambique)
PMU	Project Management Unit (ILO, Mozambique)
RPL	Recognition of Prior Learning
SDG	Sustainable Development Goals
SIDA	Swedish International Development Cooperation Agency
STED	Skills for Trade and Economic Diversification (ILO)
TEVETA	Technical Entrepreneurship Vocational Education & Training Authority
TREE	Training for Rural Economic Empowerment
TVET	Technical and Vocational Education and Training
UNDAF	United Nations Development Assistance Framework
USAID	United States Agency for International Development
W4Y	Work for Youth (ILO-Mastercard Foundation Project)
WBL	Work-Based Learning (Zambia)
WiL	Work Integrated Learning (Malawi)

## **Disclaimer**

The views expressed are those of the evaluator and do not necessarily represent those of the ILO or the governments of the target countries.

## Executive Summary

### **About the Project**

This project, funded through a Programme Cooperation Agreement (PCA) between the ILO and the Government of Norway, was implemented over a period of 20 months in five African countries – Malawi, Mozambique, Tanzania, Uganda and Zambia – and focused on their skills development systems and programmes. The project also supported ILO global activities and the development of “products” aligned with skills systems. The intention of this element of the project was to prepare and test new tools, organise learning forums, and produce and disseminate new learning materials. The project reflected the common priorities of the partners, which both emphasise the importance of skills as a pathway to decent work. Its overall strategy was to develop the capacity of stakeholders to implement reforms and modernise their skills systems and institutions. This involved piloting new arrangements in some locations.

### **About the Evaluation**

This final independent evaluation examined the project’s relevance, effectiveness, efficiency, and sustainability. An international consultant, based in Sydney, Australia, led the overall evaluation with inputs provided by three national consultants in Malawi, Mozambique and Tanzania. The evaluation used a combination of methods including a review of project documents and reports, field visits and interviews with key stakeholders in all project countries and in the ILO’s Headquarters in Geneva, and the analysis and synthesis of results. It was carried out from 9 October to 15 November 2017.

### **Findings**

#### *Relevance*

- The project directly supported the ILO’s work in building effective national skills development systems and, in particular, the delivery of work-based training – a priority for the participating countries and therefore highly relevant. Formal “Quality Apprenticeship” systems were a focus in some locations, while others sought to improve less formal work-based learning in rural locations or to offer a pathway to skills recognition via Recognition of Prior Learning (RPL).
- The project aligned well with the development goals and priorities of the donor, the Government of Norway. Its Education for Development White paper emphasises skills development systems, apprenticeships and RPL. It also gives priority to a number of other issues that this project directly or indirectly supported including agricultural training and food security, and skills for the energy sector.
- The project was relevant and timely for all participating countries. Building on previous ILO cooperation, *Malawi* wants to expand its Work Integrated Learning (WiL) model which it sees both as a means of improving the livelihoods of the rural poor and as a pathway to economic diversification. *Mozambique* is concerned about the uneven benefits of its economic growth and wants to enhance training system delivery in poor rural communities. *Tanzania* wants to build on a successful apprenticeship pilot (supported by the ILO) and turn it into a full-scale national programme. *Uganda* needs assistance to overcome some institutional barriers, finalise its National Apprenticeship Framework, and more fully understand the steps required to implement the system nationwide. Zambia is committed to introducing a range of work-based learning options and needs support to develop a framework and implementation plan.

#### *Effectiveness*

- **Overall:** The project has delivered most of the planned outputs and achieved its intended outcomes in most of the participating countries, despite a number of implementation difficulties and delays. The flexibility given to the ILO through the Outcome-Based Funding was an important factor in this. Being able to shape a project package to fit the current needs of the participating countries gave the ILO the capacity to provide a timely response to the stakeholders’ most

pressing priorities in skills system development, motivating them to fully engage as project partners.

- **Malawi:** The expected outcomes from project activities were the institutionalization of WiL and RPL into the Malawi TVET system and the enhancement of stakeholders' capacity to advocate for demand-responsive training. Results in these areas were generally good, though progress in the RPL component has been slower than anticipated. Local stakeholders were now independently championing the adoption of WiL as an effective part of the national training system. From the learners' perspective, the project has not only trained them in horticulture, but has directly linked them with markets.
- **Mozambique:** In Mozambique, the project faced a number of challenges that disrupted delivery, including the premature exit of the initial training provider, Bilibiza Agrarian Institute of Cabo Delgado (IABIL), and staff turnover and recruitment delays in the ILO's local project team. Despite these challenges, the project has achieved its intended outcomes. The TREE programme has been successfully established and demonstrated in the Cabo Delgado province, a region that faces significant challenges in the provision of training. By harnessing the skills and knowledge of experienced local craftspeople and entrepreneurs and using them as local trainers, the project has allowed communities to lift their overall skills base, expand their production and increase participants' income generation. The formation of 12 cooperative producer associations across the participating communities is having a positive effect on collective production and income generation.
- **Tanzania:** The project has achieved good results against all planned outcome and output indicators and the funds made available through the partnership enabled action that built on an earlier small-scale pilot and made real progress towards the institutionalization of apprenticeships in the Tanzanian training system. While the apprenticeship system is still in its infancy, the understanding and capacity of the key institutions and social partners have been significantly enhanced nationally, both in mainland Tanzania and now, after this project, in Zanzibar.
- **Uganda:** The project in Uganda was designed to provide a short burst of activities to overcome the stalled progress in apprenticeship development in the country. Skills system reform had been on the local agenda for some years, but progress in implementing these reforms had been slow. As an external actor, the ILO was able to work with the constituents to help overcome institutional blockages and to offer technical expertise to support the development of the apprenticeship system. The finalization of the National Apprenticeship Framework and its submission to Cabinet was a major achievement of the project. This document translated the broad policy intent articulated in earlier plans into a detailed action plan that defined roles, responsibilities and procedures.
- **Zambia:** Like Uganda, Zambia had less than a year to implement its project activities. The project has helped to initiate the reform process, but progress has been limited so far. At the time of the evaluation, a draft framework for Work-Based Learning was nearing completion.
- **Global Component:** The global outputs of the project were all relevant to the ILO's work in skills development. Targets and performance expectations set out in the results framework for this component were met. Overall satisfaction with the delivery of its workshops was very good and the information products available on the ILO's Knowledge Sharing Platform are relevant and of high quality. A multi-media learning package on RPL was nearing completion and should meet a growing global need for information on this subject.

#### *Efficiency*

- Progress in the first year of project's implementation was slow. At a country level, advocacy work, negotiations and discussions may have been taking place behind the scenes, but in terms of the delivery of tangible outputs there was not much to show by the end of 2016. A review of project status in November 2016 resulted in only one country submitting a report that aligned with the project's logical framework. Most worrying was the slowness to use the allocated funds – as at

February 2017, with only ten months of the project time remaining, only 10% of the funds had been expended.

- To improve the rate of delivery, the March 2017 review meeting did a number of things. First, the project's reporting framework was updated. It basically established a "to do" list for the participating countries linked to the logical framework and including targets to be met. Second, a standardised reporting format was introduced that closely monitored performance against these updated performance indicators. Thirdly, following consultation between skills branch and the affected Country Offices, two additional countries were added to the project (Uganda and Zambia). The time available to implement activities in these two countries was obviously very limited, but these activities fitted well with current priorities and could be initiated immediately.
- The project's management arrangements – which were mainly decentralized, but were supported by staff in Geneva and Pretoria – generally worked well, although there were some complications which affected overall efficiency. First, the loss of the Pretoria-based Senior Skills Specialist left a gap in local expertise and institutional memory. Second, the rather complex "chain of command" in place meant the processes for making certain decisions or necessary adjustments to project plans were anything but straightforward.
- Overall, despite these issues and some inefficiencies identified at the country level (see body of the report), the project's efficiency was satisfactory. In terms of cost-benefits, it has delivered good outcomes in five countries within a relatively modest budget of US\$4 million. The fact that, in most locations, the project was able to build on previous ILO development work was an important factor – the project was generally not starting from scratch and so harnessed existing momentum.
- While not a primary measure of the efficiency of this project, but a by-product of the investment just the same, over 500 people have benefited from training through its pilot programmes. These pilots have increased the likelihood of programmes being scaled up and seeing many thousands more trained.

#### *Sustainability of results and likelihood of long term effects*

- The nature of the Outcomes-Based Funding provided through the partnership lends itself to the attainment of more sustainable results and longer-term impact. This is because the activities that are supported have generally been identified with a view to maintaining continuity. They were all built on previous interventions and were designed to take the next steps in the achievement of agreed policy reforms and long-term plans.
- Furthermore, the country-level activities all offer good prospects for a sustainable effect because they all focus on systemic reform. This contrasts with projects that fund training delivery in a one-off exercise – an approach which offers an immediate and observable result, but no sustainability at all. Though the pace of progress will be influenced by the continued availability of funds and technical support provided in the future, the project has at least built pathways for reform in the target countries. Its global component has complemented this effort and extended the message of reform to a global audience.

#### **Conclusions**

- The project has contributed well to the skills development systems of the participating countries. Scaling up these systems and programmes will be challenging and will require ongoing technical guidance, but most countries are strongly committed to a reform agenda.
- The Outcomes-Based Funding provided flexibility that allowed the ILO to focus on agreed priorities, to follow and build on previous and current activities in each country, and to maintain a continuity of effort targeting training system reform;
- Some risks in this form of funding were also exposed. The project took some time to establish the right balance between overall management of the project (to ensure accountability and to

effectively manage the global budget) and decentralized management (to maximise local responsiveness and relevance). Decentralization is a strength of the approach and needs to be maintained, but some operational rules or guidelines need to be established that allow global adjustments where necessary.

### ***Lessons Learned and Good Practices***

- Training system reform is a complex, long-term endeavour. This is an ongoing process and the project enabled the ILO to accelerate and intensify its support in this field in the participating countries and through the development of global resources.
- Decentralization of project management and implementation is needed, but given the ILO's structure and its accountability to donors, overall coordination mechanisms are also important.
- In deciding how many countries to include in projects of this type, a balance must be struck between having enough resources for countries to achieve something meaningful and having more resources available than countries can absorb in a two-year project. Detailed cash flow forecasting may be needed in the design phase.
- In some countries, the partnership has enabled the ILO to advance its work in technical areas where it had not previously had much local involvement. The ability to apply Outcomes-Based Funding in a flexible way allows the ILO to pioneer these new fields, to establish its local credentials, and to build on its work by perhaps attracting new donors.
- While attention was given to gender equity in the implementation and planning of activities, results were patchy. Future activities may need additional support in the project design phase as well as ongoing sensitivity to gender balance in the selection of pilot activities.
- The workshops run from the global component extended the project's reach and provided relevant information on training reform topics to a global audience. They also exposed the project's target countries to a wider range of international experiences.

### ***Recommendations***

1. For all future Outcome-Based Funding projects, establish clear protocols or rules that allow for the timely adjustment of overall project strategy and budget in response to any issues in implementation identified in performance and financial reports.
2. Given the limited timeframe available for projects of this type (generally two years or less), attention should be given to preparing a detailed cash flow forecast for planned project outputs and activities as part of the initial design phase.
3. Enhance the level of regional interaction in projects of this type by building into their design more opportunities for collaboration, the exchange of ideas and peer reviews among the participating countries.
4. Consider including in the results framework some "downstream" outcome indicators (e.g. sustained employment, increased income generation) that measure progress towards broader development goals and which ensure that project remains focused on the "big picture" and not just the execution of tasks.
5. In all projects focused on skills system development, continually reinforce the need for these systems to be inclusive – in terms of gender, but also disability, education level, location and other disadvantaged groups.



# 1 Project Background

## 1.1 Overview

This evaluation covers project activities implemented in five African countries – Malawi, Mozambique, Tanzania, Uganda and Zambia – funded through a Programme Cooperation Agreement (PCA) between the ILO and the Government of Norway. The focus of these activities was the skills development systems and programmes in the target countries. The project reflected the common priorities of the partners, which both emphasise the importance of skills as a pathway to decent work.

The project responded to a number of identified needs related to the skills development systems in the target countries. These systems are insufficiently responsive to current and emerging skills needs, often use outdated approaches, and do not give enough attention to work-based training approaches, including apprenticeships. They also do not meet the needs of the many people in these countries who have developed their skills in informal ways. Often working informally in rural contexts, these people are locked out of the formal labour market because they have no way of getting their skills recognised and cannot access the training they need to build on their skills and improve their productivity and incomes.

To improve skills, employment and income generation outcomes for these people and to meet each country's needs for skills that support growth and diversification, the project focused primarily on developing the capacity of stakeholders to implement reforms and to modernise their skills systems and institutions. This involved piloting new arrangements in some locations, which gave stakeholders practical exposure to new methods.

## 1.2 Project elements

### *Nature of the project funding*

The project was funded as part of the 2016-17 **Programme Cooperation Agreement** between the ILO and the Norwegian Ministry of Foreign Affairs. Through the “Outcome-Based Funding” provided under this agreement, the partners agreed to support a broad area of the ILO's strategy. The ILO was free to develop a project in line with this agreed strategy area. In this case, a range of activities were packaged together in selected African countries that supported the ILO's work under Outcome 1 of its 2016-17 Programme and Budget (P&B) – “More and better jobs for inclusive growth and improved youth employment prospects”. Specifically, the project supported the selected countries in achieving Target 1.2 of the P&B, which covers a range of strategies intended to **upgrade skills development systems**, including apprenticeships, and to support transitions of young people to the labour market.

This way of working with donors – in which funds are “lightly earmarked” for expenditure in a shared area of interest – is relatively new for the ILO. It has the advantage of directly supporting the ILO's recent or existing activities in each country, adding additional impetus for a period to the achievement of its goals. It can extend or enhance existing activities or projects, or it can introduce new activities in response to new opportunities. This **enables a continuity of effort over time** and avoids the “stop-start” effect that can sometimes accompany other more restrictive forms of project funding. It also minimises a problem that can sometimes occur where projects are funded that have a less than perfect alignment with ILO's own approach and country strategies. (The Outcome-Based Funding approach also poses some administrative and planning challenges, which will be discussed later.)

### *Project approach*

The project initially included activities in three countries – Malawi, Mozambique and Tanzania. A review of project progress in March 2017 resulted in two additional countries being added – Uganda and Zambia. Activities in the two additional countries were therefore squeezed into the very tight timeframe of 7 months.

While the project focused on different needs in the skills development systems of each country, they shared some common themes. All project elements, both at country and global levels, focused on

strengthening stakeholder capacity to deliver effective programmes. This included support for apprenticeships and other forms of work-based learning as well as developing systems for recognising skills acquired informally (including through formal Recognition of Prior Learning mechanisms).

In short, the focus of activities in each country were:

#### **Malawi**

- Implement and institutionalise a **Work Integrated Learning** programme in identified sectors
- Establish and **pilot** a new national **Recognition of Prior Learning** system

#### **Mozambique**

- Provide tools to training institutes and rural communities to help them identify opportunities to **improve livelihoods** and meet the **training needs** associated with these
- Develop and pilot **Training for Rural Economic Empowerment (TREE)** in disadvantaged rural communities

#### **Tanzania**

- Develop, revise and pilot **new apprenticeship programmes**
- **Strengthen local institutions** so that they can further develop and manage the apprenticeship system

#### **Uganda**

- Finalise a **National Apprenticeship Framework** and **prepare a pilot** for a priority sector
- **Improve institutional knowledge and readiness** to implement this Framework

#### **Zambia**

- **Strengthen the institutional framework** for delivery of work-based learning programmes
- Increase **stakeholder knowledge** in preparation for implementation

The project also supported ILO **global activities** and the development of “products” aligned with skills systems. The intention of this element of the project was to prepare and test new tools, organise learning forums, and produce and disseminate new learning materials. This global component of the project included:

#### **Global Component**

- A capacity-building programme on **quality apprenticeships**
- A capacity-building programme on the **recognition of non-formal and informal learning** of disadvantaged workers in developing countries
- Advocacy and knowledge development for **TREE**
- A strengthened **Global Knowledge Sharing Platform (KSP)** on Skills for Employment

### **Organizational arrangements**

The project's management was largely decentralised. The ILO's Lusaka office<sup>1</sup> managed the projects in Zambia, Malawi and Mozambique while its Dar es Salaam office<sup>2</sup> managed the project in Tanzania and Uganda. Technical backup was initially provided by the Senior Skills and Employability Specialist based at the ILO's Pretoria office<sup>3</sup>.

Early in 2017, the Skills Specialist was transferred to another post and was not immediately backfilled. In the interim, the project relied more on technical advice from Geneva HQ and day-to-day management of the project involved closer collaboration between Geneva HQ and Pretoria. A Technical Officer in Geneva HQ worked in cooperation with a regional coordinator based in Pretoria. While these two roles gave a renewed impetus to project implementation, neither had direct responsibility for strategic decisions on overall project management. This continued to rest with Country Office Directors with input from the Skills and Employability Branch Chief in Geneva. (This created a somewhat complex "chain of command", the effectiveness and efficiency of which are discussed later – see **3.3.1.**)

HQ-based technical specialists were responsible for the development and delivery of the global products and provided technical back up in the absence of the regional specialist.

### **Monitoring framework**

As part of the March 2017 project review, a revised monitoring framework was developed for all project elements and locations. This clarified the programme logic for the three original target countries and for the two new countries. The revised framework, including details of expected outputs and detailed performance indicators, is included at **Annex D**. Outcomes and outcome indicators are set out below in **Table 1**.

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<sup>1</sup> Country Office for Zambia, Malawi and Mozambique

<sup>2</sup> Country Office for Tanzania, Burundi, Kenya, Rwanda and Uganda

<sup>3</sup> Decent Work Team for Eastern and Southern Africa and Country Office for South Africa, Botswana, Lesotho and Swaziland

**Table 1: Monitoring Framework – Overview of Outcomes and Outcome Indicators**

Outcomes	Outcome Indicators
<b>Malawi</b>	
1: Enhanced relevance of skill training and employability of TVET graduates and workers	Quality Work Integrated Learning (WiL) strategy integrated into the TVET training system Constituent capacity to advocate for demand responsive training
2: National guidelines for recognition of prior learning (RPL) developed, piloted and adopted	National guidelines for recognition of prior learning (RPL) adopted RPL systematized and aligned to the SADC RPL approach
<b>Mozambique</b>	
1: Increased capacity of training institutes and rural communities to identify livelihood improvement opportunities and training needs and to implement adjusted training programmes	Training agencies identify livelihood improvement opportunities and training needs in the rural communities of Cabo Delgado using the TREE methodology
2: Improved capacity of public and private training agencies to design and develop training geared to the needs of the rural and informal economy	Training agencies design/develop training geared to these needs
<b>Tanzania</b>	
1: As a result of successful demonstration of pilot programme, more companies and vocational/professional training/education institutions committed to training young people through gender-equal apprenticeship programme	A gender-equal formal apprenticeship programme launched in partnership with government, employers and a training institution
2: With proper institutionalization, quality apprenticeship programmes improved to respond to labour market needs and give youths opportunities for skills development	A national tripartite apprenticeship committee established A gender-responsive national framework for formal apprenticeship developed and validated
<b>Uganda</b>	
1: Institutional Framework for apprenticeship programmes in place.	National Apprenticeship Framework endorsed by key Ministries and stakeholders
2: Increased knowledge and capacity to implement apprenticeship programmes.	Government, social partners, development partners and private sector jointly develop apprenticeship programmes
<b>Zambia</b>	
1: National Framework for work based learning programmes and its implementation plans are in place.	National Work-Based Learning Framework validated by stakeholders
2: Increased stakeholder knowledge and preparation to implement work based learning programmes.	Work-Based Learning project implementation plan is validated by task team
<b>Global</b>	
1: Capacity of constituents in designing and implementing quality apprenticeship programmes is built	Constituents rate as highly relevant and satisfactory the regional capacity building forum on quality apprenticeship
2: Capacity of constituents is strengthened on the recognition of non-formal and informal learning of disadvantaged workers in developing countries	Constituents rate as highly relevant and satisfactory the global capacity building technical forum on Recognition of Prior Learning
3: Advocacy and capacity development for TREE strengthened	TREE partners identify major areas for improvement and strengths within the methodology
4: Strengthened Global KSP as a portal for accessing credible information on skills and employability	# of platform users who view or download information items generated by the project (40 to 200/month)

## 2 Evaluation Background and Methodology

### 2.1 Purpose, clients and scope of the evaluation

The purpose of the final evaluation is to assess project performance in achieving its global and country-level objectives. In line with the OECD/DAC criteria, it examines the relevance, effectiveness, efficiency, and sustainability of the project outcomes and outputs. It highlights lessons learnt, success factors, and good practices and, based on its findings, makes recommendations on shaping the ILO's future work in skills systems development, especially through projects of this type.

The primary clients of the evaluation are constituents and implementing partners in the five target countries, the donor (the Norwegian Ministry of Foreign Affairs), and the ILO, including the partnership's management team, the ILO Country Offices involved, the Decent Work Team in Pretoria and the Skills Branch in Geneva.

In terms of scope, the evaluation covers the full period of the project and activities in all five countries. For Malawi, Mozambique and Tanzania, activities were delivered over the full two years of the project (although commencement was delayed in some locations). For Uganda and Zambia, activities were only delivered in the second half of 2017 (i.e. over six or seven months).

### 2.2 Methodology

An international consultant, based in Sydney, Australia, led the evaluation, who received inputs from national consultants engaged separately by the ILO. Evaluation methods included:

- **Preparation of an Inception Report** and data collection plan which set out an overall strategy for the evaluation for collecting the data needed to answer the Evaluation Questions (see **Annex B**).
- **Analysis of key documents and information resources** supplied by the ILO and/or obtained during the field visits from other stakeholders. These included performance reports, project documents, resources/publications/papers produced as a result of the project, documents relating to policy and programme changes that have been made as a direct result of the project, and documents and web-based resources produced as part of the project's global product element.
- **Field visits and interviews** - The **lead consultant** made field visits to Geneva HQ and to the two countries that were added to the project scope in 2017 (i.e. Uganda and Zambia). He conducted interviews with ILO staff (project staff, management, technical specialists, staff working on other relevant projects), project partners/stakeholders, tripartite constituents, representatives of relevant ministries and other UN agencies working in related areas in the field, and other relevant stakeholders identified in the field (see list in **Annex A**).
- **Three national consultants**, sourced by the ILO, were engaged separately to conduct field visits in the three other countries (i.e. Malawi, Mozambique and Tanzania) and to gather evaluation data for incorporation into the overall evaluation report. They conducted interviews with the same stakeholder groups mentioned above (see list in **Annex A**). The lead consultant developed **reporting templates for each country** which included both the general evaluation questions (see below) and specific questions and issues that arose during his briefing in Geneva.
- **A country summary table** was developed as a tool to synthesize the findings (see **Table 2** in Section 4). This presented the assessed strengths and weaknesses of each country's delivery of the project (relative to the evaluation criteria), and recommendations/options for moving forward.
- **Analysis and drafting of the Evaluation Report** - The data collected by both the lead consultant and the three national consultants was used to produce a draft and final evaluation report. This included a description and analysis of overall and individual country findings and identified lessons learned and ways forward.

## 2.3 Evaluation criteria and questions

### Relevance and strategic fit

1. *Are the needs addressed by the project at global and country level relevant?*
2. *How did the project align with and support development strategies, employment and skills development policy, as well as priorities of the ILO constituents at national and local levels?*
3. *How did the project align with and support ILO global and country-level strategies?*

### Validity of design

4. *Was the results framework appropriate, given the expectations of the ILO and Norway?*
5. *Was the intervention logic well thought out, coherent and realistic? How appropriate and useful are the indicators for country and global products?*
6. *To what extent did the adjustments made after the review meeting in March 2017 improve the coherence of the project?*

### Effectiveness

7. *To what extent has the project achieved its objectives in terms of global and country-level objectives and products?*
8. *To what extent can national, provincial and local capacities be considered enhanced as a result of this project? In which area did the project have the greatest achievements, and in which one did it achieve the least?*
9. *To what extent, if any, did the project enhance ILO knowledge on tools and approaches for more effective policies for skills development?*

### Efficiency of resources use

10. *Have the activities supporting the project been cost effective?*
11. *Given the distribution of the project's human and financial resources across the countries and the progress made in each of them, were such resources efficiently allocated?*
12. *To what extent did the projects at national level build on other initiatives and build partnerships?*

### Effectiveness of management arrangements

13. *How effective was the communication between the project team, the donor and the stakeholders?*
14. *How effectively did the project monitor project performance and results?*
15. *How effective was the management structure, which was mainly decentralized and was supported by a global coordination function and a backstopping function in the Pretoria Office?*

### Impact and sustainability of results

16. *(For country level interventions in the five countries) Have the stakeholders taken ownership of the project since the design phase?*
17. *Is there an exit strategy for the project? If yes, how effective and realistic is it?*
18. *What is the likelihood that the results of the project will be sustained and utilized after the end of the project?*

## 3 Findings

### 3.1 Relevance

#### 3.1.1 Alignment with ILO strategy

The ILO's global priorities are set out in its biennial Programme and Budget (P&B). The project aligns with Outcome One of P&B 2016-17 – “*More and better jobs for inclusive growth and improved youth employment prospects*”. This part of the P&B includes improving school-to-work transition and, as an element of this, reviewing and upgrading skills development systems, including apprenticeship systems<sup>4</sup>.

The ILO's work in skills development is broad in scope. It includes national skills policy and legislation reform; understanding current skill needs and anticipating future needs; building the skills and employability of young people and disadvantaged; and supporting people in the informal economy and rural communities to acquire skills that improve their livelihoods. Importantly, to ensure that this work is sustainable, the ILO's focus is on **building effective national skills development systems** that deliver results in all these areas. This involves equipping national institutions with the knowledge and skills they need to implement effective programmes and testing different approaches through pilots.

As its title suggests, this focus on systemic reform was central to the project's approach. Its country-level activities and global products all sought to build national capability in the delivery of skills programmes. It covered the development of policy and institutional frameworks, provided technical guidance on programme design, promoted the involvement of the social partners to enhance the relevance of training, and conducted or designed pilot programmes that provided local stakeholders with experience in their delivery.

Improving the way national skills systems harness **work-based training delivery** was a priority for all the target countries and was therefore a particular focus of the project. Increasing global and regional concerns about escalating youth unemployment have rekindled interest in **apprenticeship systems** of various types. While formal “Quality Apprenticeship” systems<sup>5</sup> had operated in some of the target countries in the past, these had fallen out of favour for a variety of reasons and much of the institutional capacity for their delivery had been lost. For these countries, the project was a means of “reinventing” apprenticeship systems to meet contemporary labour market needs.

Other **informal apprenticeship models**<sup>6</sup> also operate in the target countries, including in rural locations, but often have weaknesses, especially in terms of their inconsistent quality. Importantly, as they often fall outside the scope of the national training system, the skills acquired by people through these informal arrangements are given no official recognition or certification. The project aimed to support national training systems to address these weaknesses by introducing skills programmes that have proven to work well in rural locations (such as **TREE** in Mozambique) and by establishing or refining Recognition of Prior Learning (**RPL**) systems.

#### 3.1.2 Alignment with donor priorities

The Government of Norway understands the important role of skills and national skills development systems in advancing development goals. It shares with the ILO a common interest in enabling “developing countries themselves to meet their need for qualified labour and employment for the large generation of young people” and recognises that “robust academic and vocational institutions

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<sup>4</sup> The relevant P&B performance indicators are Indicator 1.2 (results criteria 2 and 3) and Indicator 1.4 (results criterion 2).

<sup>5</sup> Which typically combine learning in the workplace with learning in a TVET institution, often under a formally regulated employment contract or indenture.

<sup>6</sup> Through which “apprentices in micro- and small businesses learn technical skills from master craftspeople and practitioners at the workplace and are inducted into a business culture and a business network which makes it easier for them to find jobs or start businesses”. ILO. Upgrading informal apprenticeship: a resource guide for Africa; International Labour Office, Skills and Employability Department. Geneva: ILO, 2012. p. iii.

can boost development, often in conjunction with the business sector, by providing a qualified workforce, promoting gender equality and developing good managers” (Norwegian Ministry of Foreign Affairs, 2014: 34).

Elements of the project that align well with the stated priorities of the donor include:

- **Skills systems development and apprenticeships** – The Government of Norway has indicated the importance of providing expert guidance in the development of national skills systems that meet the vocational skills needs of labour markets. As its Education for Development White Paper points out, “in order to ensure its relevance and quality, *vocational training must be planned, developed and provided in cooperation* between the education authorities and the private sector in the country concerned, where appropriate with advice from experts in Norway or other countries with good vocational training schemes”. In this context, it specifically mentions apprenticeships – “Our long-term goal will be to help other countries develop robust national schemes, including the development of institutions, rules and incentives that encourage people to take part in *apprenticeship schemes.*” (p.37)
- **Agricultural training and food security** – the project’s work in some target countries (e.g. Malawi and Mozambique – see **3.1.3**) is also relevant to national food security and nutrition. The Government of Norway notes that training in this field is inadequate and is afforded a low priority even in countries where agriculture is an important sector. The White Paper makes clear Norway’s wish “to *integrate food security and nutrition* in its global education efforts, with an emphasis on developing closer links between primary education and vocational training on the one hand, and the knowledge and skills needed for agriculture and food production on the other.” (p.34)
- **Skills for the energy sector** – The project’s efforts to modernise skills development systems and to make them more responsive to industry needs is also relevant to Norway’s support for natural resource management in Africa. For example, through its “Oil for Development” and “Clean Energy for Development” initiatives in Africa (which operate in a number of the target countries, including Uganda, Tanzania and Mozambique), Norway has identified a need for *improved skills development in the energy sector* (see White Paper, p.37). Highlighting the relevance of the project in this respect, Uganda is already considering apprenticeships for the Oil and Gas sector, based on the systems the project has helped to establish.
- **Recognition of Prior Learning** – Norway’s own vocational training system includes a mechanism for “experience-based trade certification”, which is highlighted in the White Paper as an example of the type of skills system enhancements that need to be promoted in developing countries. The *project’s support for RPL* is in line with this recommendation.
- **Skills in contexts of war, emergencies and fragile situations** – Norway’s development assistance to education and skills development has been increasing in contexts of conflict and resilience<sup>7</sup>. The ILO, on the other hand, has a new standard on Employment and Decent Work for Peace and Resilience (Recommendation 205). The work of the project, such as on Recognition of Prior Learning, would be relevant to such contexts.

### **3.1.3 Needs and priorities of target countries**

Skills development is a national priority for all of the project’s participating countries and is linked to their development goals. The project document provided a detailed analysis of the current policy, programme and institutional situation of the focus countries and presented a strong rationale for how the project would meet identified needs in each through systemic reform. Key points that highlight how project activities fit with national priorities include:

#### **Malawi**

The national government’s framework for development is the *Malawi Growth and Development Strategy (MGDS)*, which aims to transform the country from a consuming and importing country to a

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<sup>7</sup> See an analysis of Norwegian aid in 2016 in the White Paper.



producing and exporting country. The country is experiencing skills shortages across the labour market, but the **training system is weak** and struggles to produce graduates with skills that are relevant to employers' needs.

Malawi's **agriculture sector** accounts for around 28% of the country's GDP, 80% of the country's export earnings and employs 64.1% of the country's workforce. It is also critical to the nation's food security. The *Malawi Growth and Development Strategy (MGDS)* points out that the sector's **productive capacity is constrained** by a number of factors, including lack of agricultural diversification, underdeveloped market systems, and a **lack of skills** in areas such as horticulture, avoiding post-harvest losses, irrigation and land degradation. These constraints also limit the sector's readiness to compete in export markets.

The project in Malawi built on previous ILO activity that focused on developing the skills base required to overcome these constraints. An earlier SIDA-funded project using the ILO's STED methodology (Skills for Trade and Economic Diversification) identified **opportunities for import substitution** (and ultimately export markets) in horticulture. Some 90% of high-value vegetables in Malawi are imported, a fact that is of great concern to stakeholders. An opportunity was identified by ILO project staff to address this issue by collaborating with yet another ILO project, funded by the MasterCard Foundation (Work4Youth). This involved piloting a new approach to skills development called **Work Integrate Learning (WiL)** in the horticulture sector. The idea of WiL was to combine formal learning with work placements in various parts of the local horticulture value chain. This gave participants practical experience on-the-job as well as an appreciation of how the sector worked holistically and what it needed at different stages of production and distribution. The potential of this model was seen by local stakeholders as an effective way of improving the skills of young people working in horticulture, creating new horticultural businesses and reducing supermarket imports of horticultural products.

More broadly, Malawi's skills system does not have an effective mechanism to recognise skills acquired informally<sup>8</sup>. By developing the system's capacity to incorporate **Recognition of Prior Learning (RPL)**, pathways can be made for people to gain the certification they need to access work in the formal sector. In the process, skills shortages could also be addressed.

*The Norway funds provided an opportunity to expand and enhance the WiL model and to advocate for its institutionalisation in the national training system. At the same time, the project would also develop mechanisms for the Recognition of Prior Learning (RPL) that would allow people in the informal sector to be certified/qualified, opening up work opportunities for these people from which they are currently excluded, integrating them into the formal sector, and increasing their earnings.*

The project aligned with the ILO's Malawi **Decent Work Country Programme (DWCP)** through Country Programme Outcome (CPO) MWI105, which relates to enhanced skills, employability and entrepreneurial capacity, including for youth. As mentioned above, it built directly on the SIDA-funded STED project, and responded to recommendations it made on the expansion of WiL and, more generally, on enhancing the national training system to deliver demand-led programmes and to develop competency levels of existing workers that enhance export competitiveness.

In terms of **gender inclusiveness** of the project design in Malawi, there was a need to include more to sensitize potential participants and value chain players on the need for gender equity<sup>9</sup>. Despite the fact that horticulture is a field often dominated by women (at least where crops are grown for domestic consumption) and might therefore have been expected to be well represented in the

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<sup>8</sup> A form of RPL has existed for some time through the National Trade Testing Service, but there is a need for a more comprehensive and streamlined system.

<sup>9</sup> The Malawi-based ILO team that piloted WiL under the MasterCard and STED projects enjoyed somewhat more success in this regard. They initiated a programme with 40 women farmers and 10 male farmers that gave specific attention to gender sensitization.

project, the WiL element of the project struggled to attract applications from women. This was consistent with the experience of local TVET institutions which reported longstanding difficulties in attracting women to a trade area perceived to be the domain of men. Similarly, the RPL pilot design (yet to be implemented) is in the male-dominated occupation of bricklaying. While this might be a good choice to test RPL in an area of high occupational demand, balancing it with a more gender-inclusive occupation would have improved project design and allowed the benefits of RPL for women to be tested.

### **Mozambique**

Although Mozambique has been one of the **fastest growing** economies in sub-Saharan Africa - 8% per year, driven mainly by foreign direct investment in the extractive sector – overall **poverty levels have barely changed**. The nature and pattern of growth have been inconsistent, income inequalities have increased between regions and social tensions have risen.

In the project's target province, Cabo Delgado, only 6.2% of the economically active population is employed and almost all (90%), work in agriculture. The promise of greater prosperity and jobs from the discovery of natural gas reserves in the province has not so far been delivered and many young people instead end up in low-productivity micro enterprises that offer very meagre livelihoods. **Lacking skills and productive capacity, they remain locked out of value chains**, including those linked to the local extractive industry. They are also locked out of the skills development system. Access to technical education and **vocational training places is severely limited** - only 2.6% of youth aged 15-24 have the opportunity to access vocational training annually.

Given the needs of local communities, the ILO's global product **TREE** (Training for Rural Economic Empowerment) was a good fit. Designed to deliver skills development and economic empowerment to the rural poor, it **focuses on whole communities**, analysing their specific needs and opportunities, providing vocational, soft skills and business training, and post-training support. With **little or no training capacity in place** in these communities, the flexible and locally-responsive nature of TREE was especially relevant - for example, it allowed the recruitment and training of local experienced craftspeople and entrepreneurs as community trainers who spoke local languages.

*The Norway-funded project has built on an ongoing ILO technical cooperation project funded by the Korea International Cooperation Agency (KOICA), "Skills for Employment and Productivity". In its design, it has addressed lessons learnt in the KOICA project, including the need for a more comprehensive approach that includes both training and post-training support for start-up businesses. Synergy and operational efficiencies have been encouraged across the two projects including through a shared project implementation structure (though this seems to have had some drawbacks in practice (see 3.3.2)).*

The project aligns with the ILO's Mozambique's **DWCP** through CPO MOZ102, which aims to enhance vocational training for increased employability of priority groups, and also contributes to outcomes related to enterprise creation and growth. The project also aligns with the objectives of the country's *4th Poverty Reduction Action Plan* and to its *National Strategy of Development (2015-2035)* which includes human resources development as a priority; the *Economic and Social Plan for 2016*, which promotes an inclusive, effective and efficient educational system; and the *Five-Year Government Programme 2015-2019*.

**Food security** and nutrition are important national priorities and the project's activities in Cabo Delgado need to be considered in this context too. This province is among the three most affected by high levels of recurrent food insecurity and is highest in malnutrition<sup>10</sup> with all its negative health impacts. The project's selection of the districts of Chiúre, Montepuez and Palma were relevant in this respect as was the selection of project activities in these locations.

<sup>10</sup> IPC Acute Malnutrition Analysis, Minister of Health and SETSAN, August 2016.

The project set a **gender equity** target of 50%, which presented some challenges, especially in one community where Islamic religious practice had an effect on work roles. In implementation, to increase female participation, some women participated who were older than the targeted age group. While the inclusion of older women was recommended by local authorities as a way of supporting young people, this may have reduced the project's youth focus. Demand from older community members to join the project was strong and it proved difficult to reject them. Some of the older people trained were reported to have themselves trained younger community members themselves.

### **Tanzania**

The project in Tanzania **builds on discussions and ILO project activity at least as far back as 2008**. In keeping with the country's Development Vision 2025, which envisages continuing industrialization leading to middle-income development status, the need to improve the national skills base is widely understood. The majority of the population are semi-skilled or low-skilled. Also, many graduates of technical and higher education institutions are considered by employers to be insufficiently prepared for the workplace and need additional training.

In this context, the ILO started to work with its constituents to pilot training arrangements that would better integrate work-based learning with institutional learning through a **new quality apprenticeship model**. Working with the tourism sector - which had an existing culture of workplace learning, many employers and a good formal training facility - a new apprenticeship training program was developed and accredited that was aligned with industry needs.

A **pilot** programme was run in 2014 involving 21 apprentices and 5 hotels in Dar es Salaam. A second group of 21 commenced in 2015 and included a second location. The pilot seems to have been tightly managed and, to ensure quality jobseekers were trained, employers were directly involved in the pre-selection of participants. Results of the pilot were very good and this created a strong desire in stakeholders to scale up the program. A good model was now in place, but overall institutional capacity to implement it was still weak.

*Building on these foundations, the Norway funds provided an opportunity to accelerate the expansion of quality apprenticeships in Tanzania. Employers were enthusiastic about expanding the model and the Government was supportive, but there was a need for a national framework and programme guidelines as well as additional piloting that involved greater numbers of apprentices and employers and expanded geographical coverage.*

In terms of **alignment with broader development and employment policy goals**, the project's focus on the development of apprenticeships within the national training system was consistent with the country's second *Five Year Development Plan* (which targets 20,000 apprenticeships by 2021 and 30,000 by 2025); the *TVET Development Programme* (which also emphasises apprenticeships and sets a target of 11,000 apprentices by 2019); and the new National Employment Policy (awaiting final approval, but which promotes training system development). In the semi-autonomous region of Zanzibar, the *Zanzibar Development Vision 2020*, the *Zanzibar Strategy for Growth and Reduction of Poverty II*, and the *Zanzibar Employment Policy* all emphasise skills development for youth, including through apprenticeships.

As well as aligning with the ILO's Tanzanian **DWCP** through CPO TZ103, which focuses on skills development for employability, the project also **harmonises well with the activities of other development agencies** in Tanzania. Both Germany and the World Bank are supporting skills-related projects and these are interlinking with the ILO-Norway project – for example, whereas the German project prepares youth at the artisan level, and the World Bank project includes high-level vocational skills, the ILO-Norway project addresses middle-level skill needs.

**Gender** considerations were also taken into account in the design with a 50 percent female participation rate set as a target. In Zanzibar, where customs and religious practice were a barrier to

achieving this target, additional strategies were included in the project design (including a sensitisation campaign and adjustments to the participant selection process).

## Uganda

Project activities in Uganda were **built on groundwork undertaken by the ILO in 2016**. This followed a request from the Government of Uganda for technical assistance for the development of a National Apprenticeship Framework. Uganda had a functioning apprenticeship system in place up until the 1960s, but this essentially disappeared in the middle of the political and economic changes that were occurring at that time. Like other African countries that are now facing high levels of youth unemployment and low levels of educational attainment (57% leave by the end of primary school and 50% of those who start secondary school do not finish), Uganda sees apprenticeships as an important part of its school-to-work transition strategy and has included their re-establishment in its **Skilling Uganda ten-year Strategic Plan**.

The initial development work completed by the ILO included high-level consultations with key ministries and development partners where agreement was reached on the need for a framework that established coordination mechanisms, assessment and certification processes, and a clearer definition of the roles of key institutions. The respective roles of the Ministries of Education and Labour in particular needed greater clarity as did the mechanisms for industry involvement in programme development and delivery through Sectoral Skills Councils. This resulted in a **draft National Framework** being developed and, by the end of 2016, the expectation was that this would be put before Cabinet, endorsed and pilot programmes initiated. This, however, did not happen – partly because of a decision not to establish a new apex body that was intended to take responsibility for apprenticeships, but also because the constituents were simply not yet ready and needed a more in-depth understanding of the task ahead of them.

*It became clear that more work was needed to resolve institutional barriers (and rivalries), to raise awareness of what apprenticeships actually are, to better prepare the constituents for the realities of apprenticeship delivery, and to develop a viable proposal for the conduct of a pilot programme. It was in response to these needs that the ILO-Norway funds were applied.*

**Employers' organizations and trade unions strongly supported** the push to re-establish apprenticeships. The employers indicated that they had received constant complaints from their members that the many young people entering the labour market from training institutions lacked the skills needed in the workplace. They held the view that this gap would never be filled if training continued solely in the colleges – on-the-job training was needed to contextualize the theoretical training and ensure a relevant transfer of knowledge. Similarly, the representatives of trade unions expressed frustration with the slow progress in reintroducing apprenticeships into Uganda and were fully committed to it as a pathway for young people into good jobs,

The project links with the **Ugandan DWCP** by supporting Priority 2 (youth employment) and especially its Outcome 2, which relates to improving youth employability, including by strengthening the training system and the ability of key institutions to provide demand-driven training programmes. It also supports local strategic plans, including **Skilling Uganda**, the country's ten-year plan for its training system, **Uganda 2040**, the long-term blueprint for development, and the current five-year **National Development Plan**. All of these plans emphasise human capital development as a basis for development. More broadly, the project aligns with Output 3.3.1 of the **Uganda United Nations Development Assistance Framework (UNDAF)**, which seeks to provide technical and functional capacity to develop and review employment policy and regulatory frameworks to provide better work opportunities for women, youth and other vulnerable groups.

**Gender equality** is mentioned in the project document, encouraging the consideration of gender issues in project activities and tools and the monitoring of participation through collection of gender-disaggregated statistics, but these were not mapped out in any level of detail. The other cross-cutting issue, **social dialogue**, was addressed in a similarly broad way, though given that apprenticeship

systems usually require the active involvement of the social partners through tripartite skills councils, this could be assumed to be sufficiently well covered.

## Zambia

As is the case in other African countries, Zambia's growing youth population and high youth unemployment rates have focused attention on enhancing the training system's capacity to development vocational skills and employability by better integrating various forms of work-based learning into delivery. Like Uganda and Tanzania, Zambia once had a functioning apprenticeship system that performed this role, but it had slowly fallen into disuse. Major state-owned enterprises that at one time made a huge contribution to the Zambian skills base through the apprentices they trained (e.g. the mining sector), dramatically curtailed their training efforts after privatisation in the 1990s led them to stick to their core business activities and leave training to others. The institutional training that generally replaced these apprenticeships was more distant from the realities of the workplace and failed to keep pace with employers' changing skill needs. As a result, today's employers have expressed frustration with the low employability of training system graduates, both in terms of vocational skills and "soft skills".

A 2013 Strategy on Industrialisation and Job Creation recommended steps "to **re-introduce apprenticeship training and promote industrial attachments** and incentivise apprenticeship and internship in priority sectors". To this end, a National Skills Development Partnership was formed, involving key stakeholders in the private, public and civil society sectors, to advance apprenticeship and other skill system issues. A Memorandum of Understanding between the partners was signed in July 2016 and, at the signing ceremony, the President urged action to revive apprenticeships and strengthen internships.

Up until this point, the ILO had not been a major actor in skills policy in Zambia, but it took the lead in running a workshop in December 2016 to advance the process. It was in this context that the ILO-Norway funds offered an opportunity (as in Uganda) to accelerate reform by developing a Work-Based Learning Framework. A Task Team would be formed and oversee the development of this Framework, which would include a range of work-based training modes, including apprenticeships, internships, work attachments, and school-based work simulations. Activities would develop an implementation plan and pilot project document, develop constituent capacity and raise awareness of WBL.

### 3.1.4 Appropriateness of results framework and effect of March 2017 adjustments

While the basis for cooperation between the ILO and the Government of Norway in supporting skills development systems is clear and the project is relevant to their common goals, there are some differences in the way the partners typically measure performance in projects of this type. The ILO focuses more on "upstream" performance measures that support institutions to deliver effective programmes. In this context, piloting the delivery of training is mainly conceived of as an element of this capacity building, rather than as a means of achieving outcomes for training beneficiaries. While these "downstream" measures are valuable, from the ILO's perspective, they are *outputs* of the development process, rather than *outcomes* of project effectiveness. In contrast, measuring the numbers trained is usually an important consideration for Norway in its development assistance.

At a country level, the revised results framework and project adjustments made in March 2017, seem to have been introduced partly in response to the slow delivery rate of the project in the first year. Its output indicators in effect provided a "to do" list that would provide clear direction on what activities needed to be finalised by the end of the project (nine months later). Although highly task-oriented, the framework adhered to the overall theory of change and was logically coherent overall, if somewhat variable in quality from country to country and somewhat obtuse in its wording.

It did ignore some relevant results, however. Its focus on task completion (outputs) may have undervalued the some of the project's important achievements (outcomes). Mozambique is a good example. Although such "downstream" results as increases in participants' income were not specifically listed as outcome objectives, they were clearly significant and worthy of monitoring.

Identifying potential “big picture” outcomes in the design of projects and their results framework, even if they technically fall outside the specific focus of project activities. The ILO may focus on upstream institutional reform, but it needs to be flexible, remain alert to downstream benefits flowing to people, and to build on these if required. If it does not, then there is a risk that the focus on defined tasks might lead to important opportunities being ignored. (See **Recommendation 4**)

The results framework for the global component of the project is focused on outputs (the conduct of workshops and the production of “information products”). Like the country projects, the output indicators for the global component is a list of tasks. Outcomes indicators under the framework are based on user satisfaction ratings (for the workshops) and access statistics (for the information products). These are fairly “soft” indicators of the outcomes as expressed (e.g. most seek to strengthen constituent capacity), but given the nature of the activities, they at least provide a broad indication of relevance, quality and usefulness.

Lastly, the segmentation of the framework across the five countries presented some difficulties in assessing overall project performance. In a real sense, this was a portfolio of five separate projects, with five separate logical frameworks (six if the global component is counted). Given that there was much conceptual common ground between the projects (i.e. their focus on systemic and institutional reform, work-based training and developing pilot programmes) it might have been sensible to develop a framework that encompassed all country and global activities in a holistic way. This might have given the project a more cohesive “identity” and provided a strong basis for a high-level synthesis of results.

## 3.2 Effectiveness

### 3.2.1 Overall assessment

Despite a number of implementation difficulties and delays (see 3.3 *Efficiency* below), the project has delivered nearly all of the planned outputs and achieved its intended outcomes in all five of the participating countries. The flexibility given to the ILO through the Outcome-Based Funding was an important factor in this. Being able to shape a project package to fit the current needs of the participating countries gave the ILO the capacity to provide a timely response to the stakeholders’ most pressing priorities in skills system development, motivating them to fully engage as project partners. Some, like Tanzania, had not been able to secure funding to advance their plans (in this case, apprenticeship system development) and to build on successful small-scale forays into this field. The project gave them an opportunity to this. The situation was similar in other countries where the funding was applied in a way that injected a “booster-shot” following earlier interventions, providing a continuity of funding at just the right time to take local efforts to the next level. As the previous ILO Senior Skills Specialist for the region said: “The funding was a game changer for us and allowed us to do things we couldn’t do before.”

The global component of the project facilitated the development of information and learning resources and supported the delivery of two well-attended workshops on RPL and Quality Apprenticeships that attracted participants from around the world. These reinforced some aspects of the country-level project activities, but were intended to contribute to the ILO’s global agenda in the skills domain. Participants in the workshops rated the workshops highly and the completed information products and web events have attracted the interest of global users.

Each country’s activities may have been thematically linked through their focus on training system development and work-based training programmes, but in an operational sense they can be considered as five separate projects with their own logical frameworks based on local needs. The true effectiveness of the overall partnership can therefore best be measured by closing looking at what was done and achieved in each country. The following sections assess activities in each country compared with the project’s performance monitoring framework and reviews what these activities have achieved so far in terms of the outcome objectives.

### 3.2.2 Malawi

#### *What the project did*

**Outcome 1** of the project in Malawi, expressed in terms of enhanced relevance of skills training and employability of participants, was in essence about **establishing and running the Work Integrated Learning (WiL) model** (described above in 3.1.3). The key tasks were

- a) Finalizing WiL training materials;
- b) Implementing a pilot;
- c) Developing curriculum for a WiL horticulture programme;
- d) Training mentors and trainers in the methodology;
- e) Training officials in results-based monitoring; and
- f) Documenting the methodology, its successes and challenges.

At this activity level, all tasks were completed as planned and most targets were met:

- The training materials were finalized and are being used in all training institutions involved in the WiL project;
- 68 young people were trained (target 60) with 30% female (target 50%);
- The Level 1 horticulture curriculum was finalized and is in use by training institutions;
- 10 mentors and lecturers were trained to deliver the curriculum (target 10);
- 20 officials were trained in results-based monitoring (target 20) and they are expected to train others;
- A communications company was engaged to document the programme and its success stories.

**Outcome 2** related to the development, piloting and adoption of national guidelines for **RPL**. Key tasks were:

- g) designing the RPL programme including assessment standards;
- h) assessing apprentices and workers through a pilot of the RPL programme;
- i) submitting an RPL policy and implementation plan for adoption;
- j) training RPL assessors; and
- k) organising a study tour or knowledge sharing event on RPL.

While the preparatory activities have largely been completed, the pilot was not implemented. Against the indicators and targets:

- A pilot occupation was identified for the pilot application of RPL – bricklaying, a field where many people have acquired skills informally. Assessment standards were developed, but no workers have yet been assessed (target 50);
- RPL guidelines were developed and have been submitted for cabinet approval. An implementation plan was developed and approved by the Ministry, which outlines steps to be taken to introduce a new RPL system based on the guidelines;
- A study tour to Tanzania was organized to examine its approach to RPL. Various other meetings and training workshops on RPL were also held.

#### *What the project achieved*

The expected outcomes from the above activities were the institutionalization of WiL and RPL into the Malawi TVET system and the enhancement of stakeholders' capacity to advocate for demand-responsive training. Results in these areas were generally good, though progress in the RPL component has been slower than anticipated.

In terms of the **institutionalization of WiL**, the evaluation found evidence that the Technical Entrepreneurial and Vocational Education and Training Authority (TEVETA), the peak vocational training regulatory body in Malawi, was now independently championing the adoption of WiL as an effective part of the national training system. TEVETA has assumed ownership of the approach, contributed to the ongoing development of its methodology, trained its staff in its use, and trained participating training institutions (which it accredits) in its application. While the project supported the development of the horticulture curriculum at Level 1, TEVETA is now looking to build on the curriculum developed through the project (i.e. Horticulture Level 1), incorporate WiL at higher horticultural skill levels and embed the approach in an emerging “Agri-TVET” system. Funding is an issue, but the intention is clear. However, to ensure the methodology is fully mainstreamed as part of the TVET system, technical colleges run by Ministry of Labour need also to be engaged. At present, only private providers have been involved. To this end, an MOU has been established between the Ministry of Labour, the private sector and TEVETA for the ongoing coordination and management of the WiL approach in employment policy and programmes, but is yet to be implemented.

In terms of **RPL**, while some progress has been made and there is an intent to incorporate it into the training system, this is a complex policy area requiring more dialogue and the implementation of other enabling reforms. The legislative framework needs to be adjusted and existing institutions need to be reformed (such as the National Trade Test Centre which will need to broaden its charter to become the main RPL assessment authority). The inability of the project to implement the pilot programme for bricklayers was disappointing, but understandable in this context. More time was needed than the project offered.

The **capacity of stakeholders to advocate** for the development and implementation of the WiL approach was enhanced. All training institutions involved in the project reported that they were planning to continue to implement WiL beyond the project. As one Regional Manager said: *“We now have more experience in vegetable production and the project has given us vital experience that we will use in implementing the Agri-TVET project”*. TEVETA, Ministry of Labour, lead farmers, supermarkets, and private training institutions have all been mobilized through the project and are actively involved in implementing WiL. Together, implementing partners have created a potential pool of supporters who can champion WiL in the future.

Outside the performance indicators included in the monitoring framework, the project achieved other important results that were in line with the project’s objective of enhancing employability. From the **learners’ perspective**, the project has not only trained them in horticulture, but has **directly linked them with the markets** – specifically, supermarkets where horticultural products are sold, and hotels where they are consumed. Through the project, learners acquired an understanding of the horticultural value chain in its totality, from production to marketing and on to consumption. This gave them first-hand knowledge of what buyers expect of suppliers, which will reinforce the need for improvements in the quality, scale and reliability of their production. It has also created **entry points for employment** and potential partnerships between learners and industry. The involvement of organizations across the value chain in the project may also contribute to the achievement of employment outcomes, as employers will be more likely to employ project participants whose capabilities they already know.

The **benefits of work-based training** promoted across the ILO-Norway target countries were also demonstrated in Malawi. The WiL approach combined theoretical training at TVET institutions with practical experiences in horticultural farms and elsewhere in the value chain. This was seen by stakeholders as a preparation that made learners “complete and ready for industry”.

Lastly, from the perspective of the country’s **economic development goals**, the project has demonstrated an approach that develops the skills required for economic diversification. Its focus on horticulture was aligned with the opportunities for import substitution (and ultimately exporting) that were identified in the ILO’s STED project.



### 3.2.3 Mozambique

#### *What the project did*

While **Outcome 1** of the project in Mozambique was expressed in terms of increasing capacity to identify and respond to rural livelihood “opportunities and training needs”, and **Outcome 2** in terms of improved capacity “to design and develop training geared to the needs of the rural and informal economy”, the project was in essence all about **the set up and implementation of TREE**, specifically in the Cabo Delgado province. The key tasks were:

- a) Conducting studies on economic opportunities and skills needs in the target communities;
- b) Training of trainers in the local community;
- c) Training policy makers and curricula developers in TREE;
- d) Organising a study tour or knowledge sharing event on TREE;
- e) Designing new TREE programmes;
- f) Implementing a pilot;
- g) Producing training materials;
- h) Developing materials related to gender issues and green jobs; and
- i) Sharing of project results.

Although there were some significant obstacles to be overcome (see below), most tasks were completed, and, with some local adjustments, targets were met or exceeded:

- An assessment of economic opportunities within the selected communities was completed, led by the National Institute of Employment and Vocational Training (INEFP) and with the active participation of the Provincial Delegation of Agriculture of Cabo Delgado (DPASA). In addition, a diagnostic report on food security was prepared;
- 184 TVET trainers were trained in TREE and/or the design of business development plans (Target 50) as well as 80 stakeholders/policy makers/curriculum developers (Target 100). This element included training staff of the Bilibiza Agrarian Institute of Cabo Delgado (IABIL) who completed a basic pedagogical skills course, delivered at the training sites and communities, which equipped them with techniques that would make their teaching more easily received by the community trainers (experienced craftspeople and entrepreneurs, known as *Mestres*);
- A study tour was conducted that focused on green jobs, especially on composting techniques;
- Two revised, more practically-oriented training programmes were designed by IABIL on horticulture and poultry farming and four new training manuals for both were produced and tested (two for trainers and two for trainees);
- 290 people in 3 districts and 6 rural communities were trained (Target 250) and 250 received certification (Target 230). 40% of those trained were women (Target 50%);
- A “gender dynamics report” with recommendations on how to achieve gender equity in future programme implementation was produced; a planned green jobs training manual for horticulture was produced (another related to composting was not yet completed);
- Various other programme resources were produced including business planning manuals for trainers and trainees, a business development guide for trainees, and a manual on composting techniques and conservation agriculture;
- Documentation of success stories has commenced, but has not yet been completed. The project in Mozambique featured in a video documentary commissioned by ILO Geneva and there are plans to prepare a Mozambique-specific video as well.

### *What the project achieved*

In Mozambique, the project faced a number of unforeseen **challenges that disrupted delivery**, including most notably the premature exit of the primary training provider, IABIL, which withdrew from the project in March 2017, shortly after the initial training of the *Mestres* and participants. Its successor as training provider, the Provincial Directorate of Agriculture and Food Security (PDAFS), did not commence activities until August 2017. This disruption was exacerbated to some extent by staff turnover in the ILO's local Project Management Unit and delays in the recruitment of the Pemba-based National Project Coordinator.

Despite these challenges, the project has managed to achieve its intended outcomes in the Mozambique. The **TREE programme has been successfully established and demonstrated** in the Cabo Delgado province, a region that itself faces significant challenges in the provision of training. The rural communities in this province live in isolation not only geographically, but also in relation to centres of economic activity and political decision-making. More than 70% of the project's trainees had no basic schooling, and many could not read or write and could only speak local languages. Before the project, local training capacity was virtually non-existent and outside trainers faced great difficulties in adapting their training methods to local circumstances.

TREE has **filled this gap in the training system**, improving the system's capacity to design and deliver training geared to the needs of local communities and to respond to economic opportunity. By harnessing the skills and knowledge of experienced craftspeople and entrepreneurs, drawn from the communities, and using them as local trainers, the project has allowed communities to lift their overall skills base, expand their production and increase participants' income generation (or, at least, their prospects for such). Having demonstrated its value, the TREE methodology has been adopted by local institutions – for example, despite its withdrawal from the project, IABIL continues to use it for other rural empowerment projects as do PDAFS and other local authorities.

At the **individual livelihood level**, stakeholders were very confident that the programme is having or is likely to have a positive effect. All groups which started production (horticulture and aviculture) were already able to generate income by selling their products at local and municipal markets.

The formation of 12 cooperative **producer associations** across the participating communities has the potential to be a significant (though perhaps unintended) outcome of the project. Although not reflected in the results framework, which did not include the measurement of post-training activities and outcomes, the successful establishment of these associations was an important project outcome in Mozambique and very much in line with the project's overall rationale and theory of change. Such cooperative enterprises are encouraged by the ILO and offer a low-barrier entry to the world of entrepreneurship and play a key role in formalizing work in the informal economy. The associations that evolved from the project have been (or are being) established as legal entities and were reported to be already having a **positive effect on collective production and income generation**. For example, among aviculture producers, the aviary groups in Chiure and Palma districts had all generated additional income and were progressively increasing their cash reserves (according to IABIL). (Income generation from aviculture was more likely to produce an immediate income, due its shorter production cycle of between one and one and a half months, compared to horticulture where the production–harvest cycle is much longer and yield is more dependent on climatic conditions.)

### 3.2.4 Tanzania

*What the project did*

**Outcome 1** of the project in Tanzania was about increasing stakeholder **commitment to training young people through apprenticeships**. Key tasks were:

- a) Facilitating formal agreements between companies, associations and TVET institutions on apprenticeship implementation;
- b) Developing new apprenticeship programmes and their curricula;
- c) Training stakeholders and TVET practitioners;
- d) Expanding the delivery of apprenticeship pilot programmes.

The project successfully completed all these tasks and recorded good results compared to targets:

- 157 apprentices were engaged through the project (target 50), including 48% females - including 102 apprentices in mainland Tanzania (57% female) and 55 apprentices in Zanzibar (31% female);
- Stakeholders agreed to extend apprenticeship programmes to other priority occupations as identified in the National Skills Development Strategy 2016-2021 - tourism and hospitality; construction; agriculture, agribusiness and agro-processing; transport and logistics; information and technology; and energy;
- Apprenticeship curricula have been redeveloped and validated by stakeholders for 5 additional occupations (Carpentry and Joinery; Plumbing and Pipe Fitting; Painting and Sign Writing; Masonry and Bricklaying; and Tour Guide) and are ready for implementation, subject to approval by the VET Board before end of December 2017.
- 54 hotels partnered with two TVET institutions in three locations to offer apprenticeship training in hotel operations;
- Hotels signed pledges to sector associations to recruit specified numbers of apprentices; TVET institutions and hotels signed agreements on training delivery arrangements; apprentices agreed to abide by the regulations of participating TVET institutions; and ILO entered into agreements with participating institutions on project implementation;
- 55 TVET trainers (target 30) and 133 other stakeholders (target 120) were trained with another 70 participants expected to be trained in a workshop in November 2017;
- 152 stakeholders including key decision makers (e.g. 40 Members of the Zanzibar House of Representatives) participated in awareness raising activities on the apprenticeship programme;
- 14 representatives of the social partners attended apprenticeships training events organised through the project in Kenya, South Africa and at the ILO's International Training Centre in Turin.

**Outcome 2** of the project in related to the **institutionalization of apprenticeships** that are responsive to labour market needs and give youth opportunities for skills development. Key tasks were:

- e) Supporting the establishment of a national tripartite apprenticeship committee;
- f) Training this committee's members;
- g) Providing advice on mainstreaming apprenticeships in companies and institutions; and
- h) Producing a documentary that raises awareness of apprenticeships in Tanzania.

The project recorded progress in these tasks, but ongoing work is needed in some areas:

- National Apprenticeship Guidelines for Tanzania were developed with significant stakeholders' inputs and launched by the Prime Minister on 16 September 2017. These guidelines include mechanisms for attracting the participation of employers and partner institutions in developing and implementing apprenticeship training programmes. Zanzibar is also expecting to conclude the review and approval of its Zanzibar Apprenticeship Policy by March 2018;
- These guidelines include the establishment of a tripartite+ National Apprenticeship Steering Committee, but this has not yet been done. Coordination and oversight of activities in the

Mainland have so far been handled by an implementation committee. In Zanzibar, a tripartite steering committee exists and is operational, chaired by the Principal Secretary responsible for labour, youth and employment;

- Some members of these committees participated in Training of Trainers workshops organised through the project, and different members were supported (together with other partners) to participate in training workshops in Italy, Kenya and South Africa. Training that focusses on the overall oversight and coordinating roles of these committees in apprenticeship system is needed;
- A video documentary - “Apprenticeship – A Journey to Success” – was produced and has been widely aired on TV, blogs and YouTube. It highlights the benefits of apprenticeship training from the perspectives of employers, unions, hotel supervisors, young people, the training system and the ILO. This is in addition to the various news briefs on the activities of the project regularly being included in newspapers and blogs.

#### *What the project achieved*

The project has achieved good results against all planned outcome and output indicators and the funds made available through the ILO-Norway partnership enabled action to take an earlier small-scale pilot and make real progress towards the **institutionalization of apprenticeships** in the Tanzanian training system.

These advances towards institutionalising apprenticeships involved the cultivation of the **political will and commitment** of key stakeholders over time and the flexibility of the Outcomes-Based Funding allowed the ILO to maintain a continuity of effort in this respect. While the apprenticeship system is still in its infancy, with low numbers and limited application so far beyond the tourism sector, the **understanding and capacity of the key institutions and social partners** have been significantly enhanced nationally, both in mainland Tanzania and in Zanzibar. Progress has been incremental, and scaling up delivery to meet national targets will be challenging, but this enhanced knowledge and capacity, combined with the National Apprenticeship Guidelines – which clarify roles, responsibilities and procedures for national implementation – provide a **framework for expansion**.

While partners consulted in the evaluation indicated willingness and some readiness for expansion, National Apprenticeship Guidelines have **not yet been fully operationalised** in a way that will allow the system to be scaled up to meet the numbers anticipated. But there are some encouraging signs, such as the sponsorship by the Government of 200 to 250 apprentices for training in hotel operation in 2018-19 using the funds from the Skills Development Levy (introduced in December 2016).

### **3.2.5 Uganda**

#### *What the project did*

In the very short time available, the project in Uganda set out to achieve two outcomes. **Outcome 1** was an **institutional framework for apprenticeships** being place (i.e. the endorsement of the National Apprenticeship Framework). **Outcome 2** related to the **capacity of stakeholders to jointly develop apprenticeship programmes** within this framework. Key tasks were:

- a) Integrating comments from the technical working group and ILO into the draft framework;
- b) Defining roles of stakeholders in the development of Apprenticeship Training Orders;
- c) Drafting of operational guidelines and sharing with key stakeholders;
- d) Preparing a concept note for a pilot apprenticeship programme;
- e) Delivering a training event on the national apprenticeship framework
- f) Conducting an awareness raising event for stakeholders on the framework

The project started in Uganda in mid-July 2017. At the time of the evaluation field visit just three months later (in mid-October) the following activities had been delivered:

- A three-day workshop was held (14-16 August) that delivered two of the planned outputs (e and f above) – capacity building for key institutions and awareness raising for other stakeholders. Facilitated by a Senior Skills Specialist from ILO HQ in Geneva, this event had 57 participants and served to clarify the terminology of apprenticeships and to refine a concept note proposing a course of action to advance the apprenticeship agenda;
- An additional high-level meeting was conducted soon after (24 August) which was attended by the Prime Minister, four other Ministers, 7 Permanent Secretaries and 115 people in total. This presented the core elements of the Framework and was designed to build consensus on next steps. The Prime Minister directed the group to finalise the Framework and submit it to Cabinet for its consideration. The Minister of Education welcomed this, but requested that more clarity be given about institutional roles and responsibilities;
- From this an “Ad Hoc Technical Committee” was convened (6-9 September) to work intensively on fleshing out the details of the new system and framework. Nine people, including the ILO Project Officer, met over four days to “unpack” the operational complexities of the framework, define the roles and responsibilities and prepare a detailed document for Cabinet consideration. The group met for one more day a week later (16 September) to finalise the document which is now scheduled to go to Cabinet;
- The development of the Apprenticeship Training Orders required by the new system needed more external expertise. Following consultations with Geneva, Terms of Reference were prepared and an international consultant was engaged and was due to submit a product by early November;
- Additional awareness raising sessions on apprenticeships were being organised via the Employers’ Association and in cooperation with the Ministry of Labour. Others, perhaps targeting industry sectors under consideration for the pilot – Hotels, Oil and gas, Construction – were also being planned (all November);
- Participation of key stakeholders in the workshop on Quality Apprenticeships run by the ILO in Nairobi (September 2017)
- The only outstanding project output at the time of the field visit was the development of a project document for the pilot programme - expected to be completed by the end of December 2017.

#### *What the project achieved*

The project in Uganda was designed to provide a **short burst of activities to overcome the stalled progress in apprenticeship development** in the country. Skills system reform had been on the local agenda for some years and various plans, taskforces, institutional reform proposals, and policy concepts had been advanced, but progress in implementing these reforms had been slow. As the head of the Federation of Employers said, “we need these reforms and we need them now – there has been too much talking”.

As an external actor, the ILO was able to negotiate behind the scenes with the constituents to help **overcome institutional blockages** and to offer its **technical expertise** to support the development of the apprenticeship system. One of the barriers that had retarded progress seems to have been the tensions between the Ministry of Labour and the Ministry of Education on respective roles in the administration and delivery of apprenticeships. The project was reported to have helped resolve these tensions by clarifying the need for both Ministries to play complementary roles in terms of apprenticeship design, promotion, delivery, quality management and accreditation. As one Ministry official said: “Before it was the Ministry of Labour versus the Ministry of Education – now it is the two of us working together to win the support of the Ministry of Finance”.

The **finalization of the National Apprenticeship Framework** and its submission to Cabinet was a major achievement of the project. This document translated the broad policy intent articulated in earlier plans into a detailed action plan that defined roles, responsibilities and procedures. As one stakeholder explained:

*“For apprenticeships to take off in Uganda, we needed a strong policy framework – it’s a necessary part of the process. The ILO has expedited this framework and given its development great momentum. It is now going for approval to Cabinet. Without it we couldn’t get the Ministry of Finance on board. Once we do, I am confident that the next budget will provide the resources we need.”*

*National Organisation of Trade Unions*

The project also planned to develop a concept note for a pilot apprenticeship programme to be delivered in priority sectors. At the time of the field visit, this had not yet been completed, but project staff were confident that it would be by the end of December. Stakeholders were considering two sectors – hotel operations, and oil and gas. Although much has been done to educate the stakeholders about the practicalities of implementing an apprenticeship system, a meeting with the hotel sector association suggested that **more needs to be done to explain and promote the benefits of apprenticeships at the sector level**. The peak employer association, the unions and the government may all be “sold” on apprenticeships, but at the sectoral level, the concept may be less clear. Moreover, compared with some other options offered to the sector by international aid organisations, apprenticeships might also be seen as less attractive, at least at a superficial level (e.g. USAID was mentioned as offering free training to the sector through short-form courses).

### 3.2.6 Zambia

#### *What the project did*

Of all the participating countries, Zambia was perhaps the least advanced at project commencement – compared with the other countries, less groundwork had been done by the ILO beforehand in Zambia and the stakeholders were just beginning their journey. Outcome 1 of the project in Zambia would see a National Framework for work-based learning programmes and an implementation plan completed and Outcome 2 would identify sectors for piloting, develop a project document for a pilot, and develop stakeholder capacity to run it. Key tasks would involve:

- a) Engaging international and national consultants to develop the Framework;
- b) Validating and approving the framework through a Work-Based Learning (WBL) Task Group;
- c) Assessing capacity needs associated with implementation of the Framework;
- d) Raising awareness of the Framework;
- e) Identifying a pilot sector and developing a project document;
- f) Training stakeholders

The project in Zambia started in May 2017. At the time of the evaluation field visit:

- International and national consultants had been engaged to develop the Framework, an implementation plan and a capacity assessment (based on the ILO’s “Quality Apprenticeships building blocks” as a guide but incorporating other forms of WBL). A draft of these products is expected by mid-December 2017. The WBL Task Team had formed and was overseeing project activities;
- A consultant has been engaged to coordinate the capacity building and to develop a pilot programme in one sector in consultation with the Task Team, but this will not be done until after the Framework has been completed;
- 5 people were sent to the International Training Centre in Turin to complete a course in Skills Development Financing. A 3-day workshop on WBL will take place from 29 November 2017, including an overview of the Framework under development and a review of international best practices. A planned Study Tour did not take place.

#### *What the project achieved*

The evaluation’s visit to Zambia occurred at a time when the project was still finding its feet. The evaluator attended a meeting of the WBL Task Team and members provided feedback on the importance of the project and their hopes for the future, but it was clear that the group was still

waiting for a draft Framework. As this was intended to be the trigger for other activities – capacity development, awareness raising, pilot design etc. – there was little to evaluate at this time.

Given that the project was starting from a much lower level of stakeholder readiness, the project as planned was ambitious. It envisaged a completed and endorsed framework to be in place (embracing not just apprenticeships but other work-based training modes) with a detailed implementation plan, and fully equipped institutional actors ready to play their roles. As a point of comparison, Uganda was probably readier at project commencement, having had the benefit of 12 months' groundwork from ILO specialists, but despite fast progress in its project, it is only now at the point that Zambia hoped to be at the end of its project.<sup>11</sup>

Some concerns were expressed by the Ministry of Labour that the project had so far not given sufficient attention to meeting the needs of people in the informal economy (currently estimated to be 83% of the population). Improved access to vocational education and training might significantly improve their livelihoods and potentially help them access formal sector work, but discussions around WBL had so far not put forward a vision for the involvement of this group.

### **3.2.7 Global component**

#### *What the project did*

The project results framework defined four outcomes – three related to capacity development in technical areas (Quality Apprenticeships, RPL and TREE) and one to enhancement of the Skills for Employment Knowledge Sharing Platform. Activities and products delivered were:

- Development of a “mini-portal” for the project on the ILO’s Skills for Employment website - <http://www.skillsforemployment.org/KSP/en/governmentofnorway/index.htm>
- Development of the following “knowledge products” and inclusion on the Knowledge Sharing Platform:
  - A video on the ILO-Norway project - [http://www.youtube.com/watch?v=zn\\_IDkdvmgg](http://www.youtube.com/watch?v=zn_IDkdvmgg)
  - A video on the project’s achievements in Malawi, Mozambique and Tanzania - <http://www.youtube.com/watch?v=MopaHAN9HZ8>
  - A video on RPL - <http://www.youtube.com/watch?v=HzinLH74bGw>
  - An “Information Note” on TREE;
  - A photo slideshow and further information on the RPL workshop held in Johannesburg (see below);
  - Case studies on project outcomes in Mozambique and Malawi
- E-discussions hosted on the ILO’s Skills for Employment website on:
  - Skills for rural employment (6-22 June 2016 – 7,179 views and 120 comments)
  - Sectoral skills development (3-14 October 2016 – 865 views and 85 comments)
  - TVET system reform (21 November-6 December 2016 – 860 views and 70 comments)
  - RPL (24-30 September 2017 – 500 views and 110 comments)
- Development of a multimedia learning package on Recognition of Prior Learning
- A “Learning Forum on Quality Apprenticeships” was held in Nairobi from 18-22 September. Country representatives attending included Algeria (3), Benin (1), Democratic Republic of Congo (2), Egypt (3), Gambia (1), Ghana (1), Haiti (1), Kenya (2), Malawi (3), Morocco (3), Senegal (1), Tanzania (6), Tunisia (3), Uganda (3) and Zambia (1);

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<sup>11</sup> After the evaluation visits were conducted, a new Senior Skills Specialist commenced in the ILO’s Pretoria Office and the project in Zambia was reported to have progressed quickly. According to the ILO’s Technical Specialist in Geneva most of the project’s outputs have now been achieved.

- A workshop was held from 25-29 September 2017 in Johannesburg – Recognition of Prior Learning (RPL): From Key Concepts to Implementation. Country representatives attending included South Africa (7), Malawi (5), Tanzania (4), Botswana (2), and one each from India, Chile, Cambodia, Jordan, Bangladesh, Trinidad and Tobago, Mauritius, Seychelles, Indonesia, Tunisia, Zambia, Lesotho, and Cameroon;
- A planned workshop/event for TREE did not take place partly because a similar event had taken place in 2015 and the time was not considered right for another.

#### *What the project achieved*

The global outputs of the project were all relevant to the ILO's work in skills development and met the targets and performance expectations set out in the results framework. Workshop participants from the project's target countries interviewed in the evaluation indicated that they found them to be helpful, relevant to their current training system reforms, and gave them exposure to a much broader range of international practices.

Overall satisfaction with the delivery of the workshops was very good – over 90 per cent of workshop participants agreed that the training was relevant and had strengthened their knowledge of the subject matter. Some of the feedback indicated a strong interest in learning more about the experiences of other countries (e.g. at the RPL workshop, Malawi wanted a document summarising the case studies and discussions from the other international participants) – an indicator that the project's global component had reinforced the country-level component by enriching their learning. This was further enhanced by involving in the workshop the people working on RPL in Malawi and Tanzania in presenting their work to the group and discussing their challenges with the other countries and with global experts.

The information products and resources available on the KSP contain information on the project's activities and may motivate other countries to take action in the skills policy and programme areas they promote. Although not complete at the time of the evaluation, the development of the multi-media learning package on RPL is likely to help meet the strong current demand for training in this field.

### 3.3 Efficiency

#### 3.3.1 Overall findings

Progress in the first year of project's implementation was slow. At a country level, advocacy work, negotiations and discussions may have been taking place behind the scenes, but in terms of the delivery of tangible outputs there was not much to show by the end of 2016. A review of project status in late 2016 resulted in only one country submitting a report that aligned with the project's logical framework. Most worrying was the slowness to use the allocated funds – as at February 2017, with only ten months of the project time remaining, only 10% of the funds had been expended.

Perhaps because the project was perceived to be so interwoven with continuing ILO work in each country – or as “a flexible way of advancing our objectives”, as one ILO person put it – it may initially have lacked a separate identity as a project with a fixed lifespan and defined tasks that needed to be completed. In other words, there was no “sense of urgency” in the first year of the project's implementation. (See **Recommendation 1**)

At the same time, the evaluation was told that there were cases where countries did not have enough funds from the initially small tranche paid to do what they wanted to do in the first year. In these cases, it could be said that the project was in the paradoxical situation of the project being both underspent and “cash poor”. It may be that the design of Outcome-Based Funding projects and its negotiations with donors, the ILO needs to give greater attention to budgeted cash flow considerations ensuring the timely availability of funds. Given that these partnerships are locked into the biennial cycle and cannot usually be extended (i.e. through “no cost extensions”), attention might also be given to building more activities into the early phases of project delivery to ensure that there



is not a rush to spend the allocation late in the project. Such cash flow forecasting is difficult but important. As one ILO manager said, “Outcomes-Based Funding is great for flexibility, but it can be hard to get the timing right”. (See **Recommendation 2**)

To improve the rate of delivery, the March 2017 review meeting did a number of things. First, the project’s reporting framework was updated. It basically established a “to do” list for the participating countries linked to the logical framework and including targets to be met. Second, a standardised reporting format was introduced that closely monitored performance against these updated performance indicators. Thirdly, following consultation between skills branch and the affected Country Offices, two additional countries were added to the project (Uganda and Zambia). The time available to implement activities in these two countries was obviously very limited, but these activities fitted well with current priorities and could be initiated immediately.

The project’s global-level activities faced different problems with funding, but these did not seem to have retarded progress in the same way. Due to the relatively small initial tranche of funds paid to the project, a decision was made to allocate most of it to the country-level activities. While some of the planned global events and workshops were therefore not carried out until 2017, Geneva-based specialists working on new global resources (e.g. the project’s learning package on RPL) continued their work regardless as part of their individual work plans.

The project’s management arrangements – which were mainly decentralized, but were supported by staff in Geneva and Pretoria – generally worked well, although there were some complications which affected overall efficiency. First, the loss of the Pretoria-based Senior Skills Specialist left a gap in local expertise and institutional memory. The staff member who had been assisting the specialist only filled this gap to a limited extent. Second, the rather complex “chain of command” in place meant the processes for making certain decisions or necessary adjustments to project plans were anything but straightforward. Decision-making could involve national project officers asking their Country Office supervisor or director who might in turn need to go to the HQ Project Officer and “onwards and upwards” to HQ Technical Specialists or, ultimately, the Skills Branch Director. Given the time pressures on every person in this chain, delays in resolving some problems were inevitable. The process of renegotiating the project plan in early 2017, was similarly tortuous. Despite having a sound and logical argument to make changes, the HQ Project Officer needed to enlist the support of the Skills Branch director and embark on a mission with him to Pretoria before the eminently sensible amendments to the project could be made. Given the decentralized nature of the project, no one person had the authority to make these broader decisions – at least not easily. As the ultimate responsibility of the partnership remains with SKILLS HQ, stronger managerial responsibility at this level may be needed. While completely centralizing management would not be desirable (especially in terms of managing local funds), there should at least be a clear protocol established that improves the efficiency of these important management responses. (See **Recommendation 1**)

Overall, despite these issues and some inefficiencies identified at the country level outlined below, the project’s efficiency was good. In terms of cost-benefits, it has delivered good outcomes in five countries within a relatively modest budget of US\$4 million. The fact that, in most locations, the project was able to build on previous ILO development work was an important factor in efficient delivery – the project was not starting from scratch and so harnessed existing momentum. Through the project, all national skills development systems have developed new capabilities to deliver relevant quality training to young people in line with national development goals.

While not a primary measure of the efficiency of this project, over 500 people have benefited from training through its pilot programmes. As participating countries are committed to scaling up the programme models developed and tested through the project – in particular apprenticeships, Work Integrated Learning, and TREE – and, in some cases, have set ambitious targets, the project’s investment in national systems is likely to ultimately contribute to many thousands of young people developing skills, securing jobs and improving their incomes.

### 3.3.2 Country-level findings

#### *Malawi*

- During the pilot, ILO provided resources to the TEVETA Secretariat, who then disbursed the funds to TEVETA Regional Centres and the Training Institutions. Stakeholders saw this arrangement as being bureaucratic and as having caused delays in financing, reconciliations and reporting. As Secretariat staff had to travel long distances to carry out monitoring visits, it was also seen as being inefficient and leading to poor quality in project delivery. At the March meeting, stakeholders changed the arrangement so that ILO funds TEVETA Regional Service Centres directly to facilitate project implementation. This proved to be a more efficient approach.
- Considering the many activities implemented under the WiL and RPL components of the project, stakeholders argued that the project was very cost-effective, especially since other in-kind contributions to its delivery were made by implementing partners, including TEVETA, training institutions and farms. Training institutions indicated that WiL will be extended to other programmes, so the benefits of the project's initial investment will now be expanded without additional cost;
- From the perspective of participating farms, the integration of on- and off-the-job training was reported to be more efficient and less time-consuming than purely off-the-job delivery modes;
- Delayed disbursement of funds affected project efficiency and quality of project delivery as students were not given timely support to pay their accommodation and transport costs;
- Stakeholders reported some initial problems with project coordination, communication and responsiveness, but changes in the ILO's administrative arrangements and the decentralization of implementation from the TEVETA secretariat (based in Lilongwe) to its regional office have largely resolved these;
- Overall, factors hindering project efficiency in Malawi included:
  - Abbreviated implementation time - the project was supposed to start in July 2016, but in fact only started in January 2017 and is expected to end in December 2017;
  - Lack of a Steering Committee - the project did not have an overall Steering Committee at national level to broaden decision making, which was seen by stakeholders as being too much in the ILO's hands and too slow. There were also no Regional Steering Committees to facilitate implementation at a local level;
  - Limited and delayed funding - TEVETA and the training institutions had to use their own resources to support the project, and students were paid their stipends late causing accommodation and logistics problems;
  - Insurance concerns – some larger farms were skeptical about hosting students, training them using their own infrastructure and equipment for the fear of damage, without appropriate insurance provided by the project;
  - Lack of project staff – staff of implementing partners worked part-time on the project and were often preoccupied with their main jobs, which affected the quality of WiL training;
  - Lack of start-up capital to support businesses - Learners and trainers interviewed were not sure what participants' next steps were after completing the course;
  - Poor participant selection – This was initially left to the implementing partners without clear selection criteria, resulting in inappropriate people being trained (e.g. with no interest in farming, or outside the target age). This was rectified with the second.
  - No involvement of public training institutions: There is no guarantee that the private training institutions will scale up WiL. To ensure the methodology is mainstreamed as part of the TVET system, technical colleges run by Ministry of Labour need also to be engaged.

### *Mozambique*

- The delay between March and August 2017 in finding a replacement training provider, meant that there were some delays in providing post-training support to the producer associations which affected their capacity to become productive and generate income;
- The budget allocated for these activities and inputs (US\$80,000) proved to be inadequate and needed to have been more carefully considered in the project work plan. The lack of funds for the purchase of six aviaries for the poultry producing associations was reported to be a threat to their viability (though the estimated cost of these – over US\$200,000 each – was always going to make such purchases questionable given the overall project budget);
- In terms of project coordination and communication, a single National Steering Committee was used for both the ILO-Norway project and a ILO-KOICA project (which also uses the TREE methodology). This may have been the source of some confusion for committee members – none of these interviewed in the evaluation had a clear understanding of Norway project and had difficulties in distinguishing between the two projects. Regardless, it did play a role in monitoring and validating overall project results and, in conjunction with the social partners and representatives of the Ministry of Agriculture and the Ministry of Gender, disseminating the TREE methodology at sectoral and national levels;
- In contrast, the project’s provincial and community level steering committees were found to be highly engaged, with meetings characterized by lively discussion and a commitment to make the project work and to ensure the success of the producer associations. They proactively interacted with the associations and intervened to resolve conflicts;
- Local project management experienced disruptions which affected efficiency to some extent. Two of the three members of the Project Management Unit (PMU) – the CTA and the financial assistant – left the project. The loss of CTA in particular deprived the project of a knowledgeable actor and a great deal of its institutional memory. The Pemba-based National Project Coordinator only effectively joined in March 2017, when project implementation was focusing on post-training support. The role has now assumed responsibility for locally managing the project overall and stakeholders reported this has had a positive impact on project efficiency through improved communication and local problem resolution;
- Overall, a number of factors hindered efficiency in Mozambique. Geographical isolation made it hard to provide regular and effective support to the 12 associations. Travel is time-consuming and expensive and this may have resulted in the poor stakeholder assessment of the support offered by IABIL. Secondly, the premature exit of IABIL negatively affected the development of producer associations, which were essentially left to their own devices with the *Mestres*<sup>12</sup>;
- Factors that aided efficiency included well-functioning local steering committees which fostered the commitment of local actors and authorities and provided an effective structure to solve problems. Using the well-developed and proven TREE approach was also a factor – due to the clarity of the model and the simplicity of its method, it was quickly adopted and was able to deal efficiently with challenges as they arose. Lastly, having a Programme Coordinator based in Pemba who was able to build trust between all stakeholders and solve operational problems also enhanced efficiency.

### *Tanzania*

- The project greatly exceeded its targets in apprentice commencements (314%), TVET trainers trained (183%) and other stakeholders trained (111%). Another 70 stakeholders will be trained before the end of 2017. While this represents a significantly greater return on project investment than was anticipated, the variance in actual expenditure raises some questions about the appropriateness of the budget allocation in the first place;

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<sup>12</sup> In some cases, there were some conflicts between *Mestres* and producer associations and local steering committees had to intervene.

- The mainland Government believes that the tuition fee amount that was set per apprentice and paid by ILO was too high for a public institution that is funded by the Government. The high fee is believed to have been attributed to the colleges not absorbing any of the costs, which would otherwise have been reasonable given that this training was part of their core business. The modalities used to advertise and pay the tuition fees covering all apprentices irrespective of needs may also threaten the sustainability;
- The ILO Office has been communicating well with stakeholders and uses formal reporting, on-line meetings and social media to inform the various stakeholders including the ILO HQ, the Ambassador of Norway and others, on the progress of activities;
- Hotel sector associations in Tanzania and Zanzibar reported efficient information flow between the ILO, TVET institutions and hotels, except in some cases where hotels were slow to confirm their participation. In Zanzibar, the employers' association and the trade union congress) suggested that the sensitisation and coordination of hotels might have been better if the employers' association was more involved, since not all hotels are members of the sector association. More involvement of the umbrella employer associations is also advocated in order to ensure effective up-scaling of apprenticeship training to other occupations;
- Better information flow and timely involvement of the Government in planning and activating matters that have policy implications could have assisted in sorting out the issues raised regarding tuition fee and related arrangements for cost sharing. Generally, most of the shortfalls observed could be avoided with better support to build institutional and organizational capacity for coordination, which is still inadequate.
- In terms of the overall efficiency of the project's management, local staff believed this had been effective, with good support provided from ILO's Geneva HQ and the DWT Office in Pretoria.
- The readiness and commitment of the implementing partners, the sector associations, and the Tourism Confederation of Tanzania, as well as the support provided by ILO staff were all important factors supporting project efficiency. The initial lack of awareness of what apprenticeships entailed slowed the project to some extent, but addressing this was part of the project design. In Zanzibar, local customs could be said to have affected efficiency in that more time was needed to address gender equity matters.

#### *Uganda*

- Considering the short timeframe available, the speed and efficiency in organising project activities in Uganda was very impressive. Within six weeks of the project's commencement in mid-July, a capacity-building workshop was run with input from a Geneva-based specialist, a high-level Ministerial forum was held that was instrumental in re-energising efforts towards establishing the apprenticeship system, a technical committee was formed and, through intensive effort, developed the draft framework, and work had begun on identifying sectors for a pilot programme. Relative to the slow initial pace of implementation in the original three project countries, the delivery rate in Uganda was lightning fast.
- The total budget available for implementation (approximately US\$150,000 excluding project overheads and contingency provisions) was allocated efficiently, with around 25% used to employ the Project Officer (responsible for all local negotiations, delivery and administration), around 60% used to deliver the programmed activities (including workshops, training, international and national consultants and travel) and the remaining 15% on administrative expenses. While this mean that the project focused its resources on its deliverables, the lack of administrative support for the Project Officer meant that he had to do all the project paperwork before payments could be processed by the ILO office in Dar es Salaam. Although this arrangement does not seem to have delayed the project, having a dedicated Finance Assistant might have freed up the Project Officer to do even more.

- Sufficient flexibility was built into the budget to respond to needs as they emerged and this also enhanced efficiency. For example, rather than the ILO organising the initial awareness raising and capacity building workshop itself, it provided the HQ facilitator but transferred funds to the Ministry of Labour to do all of the logistical work. Because of its position in the government, it was in a better position to ensure that the key people attend. When project funding decisions are centralised, this sort of flexibility can be difficult to organise.
- The stakeholders and ILO staff were satisfied with the overall project management and technical backup provided. By the time the project started in Uganda, the Senior Skills Specialist in Pretoria had already left, but the Geneva-based skills specialist who provided support to the project was considered by all the stakeholders as having made a valuable contribution and as being widely respected. Management support from the Project Officers in Geneva HQ and Pretoria was reported to be good and the flow of information to be efficient and timely.

#### *Zambia*

- As mentioned earlier, given there had been less groundwork in skills development in this country compared with the others, the project in Zambia was understandably slower to get moving. The outcomes expected in the 8 months available for implementation were too ambitious.
- The project was reliant on outside expertise – international and national consultants – and did not have a Project Officer with a strong grounding in skills development systems. The ILO Office in Zambia has not been active in the skills field previously and so did not have any local expertise to support the Project Officer. The appointment of a senior skills specialist in Pretoria is likely to be useful to consolidate project results at this late stage of implementation’.

## 3.4 Impact and sustainability of results

### 3.4.1 Overall findings

The nature of the Outcomes-Based Funding provided through the ILO-Norway Programme Cooperation Agreement lends itself to the attainment of more sustainable results and longer-term impact. This because the activities that are supported have generally been identified with a view to maintaining continuity. They were all built on previous interventions and were designed to take the next steps in the achievement of agreed policy reforms and long-term plans. These were not isolated interventions that were designed and implemented opportunistically to fit the requirements of a funding opportunity that happened to come along.

Furthermore, the country-level activities all offer good prospects for a sustainable effect because they all focus on systemic reform. This contrasts with projects that fund training delivery in a one-off exercise – an approach which offers an immediate and observable result, but no sustainability at all. Though the pace of progress will be influenced by the continued availability of funds and technical support provided in the future, the project has at least built pathways for reform in the target countries. Its global component has complemented this effort and extended the message of reform to a global audience.

The ability for the ILO to provide this support will similarly be influenced by access to funds. This is especially the case in countries where the ILO has no permanent office and currently relies on staff funded through the project.

### 3.4.2 Country-level findings

#### Malawi

The short-term nature of the project makes it difficult to confidently assess its long-term impact, beyond a reaffirmation of the validity of its theory of change. In this respect, stakeholders interviewed were positive about the likelihood that the project could have a sustained local impact, in terms of:

- Improved skills of learners which would contribute to their employability
- Employment for youth
- Increased income for those youths that get employed or self-employed
- Improved agricultural production and food security, due to improved production knowledge
- Reduced imports, because of improved production of high quality horticultural products

Stakeholder ownership of the project and its approach is strong. Most implementing partners interviewed have actively contributed their own human, technical and financial resources to the project (e.g. TEVETA contributes funding to activities and training institutions and farmers support the project with equipment, infrastructure and transport).

Implementing partners plan to roll out WiL, after ILO-Norway funding stops. TEVETA will use WiL as a central element of its planned Agri-VET program and plans to extend it to other trades and sectors. TEVETA has also incorporated WiL into another project funded by Norway (a “climate smart” agriculture project). Mikolongwe Training College as well as St John of God College will introduce WiL courses next year.

As mentioned earlier, the extension of WiL to Ministry of Labour training institutions is an important requirement for sustainability. While involving private training institutions helped minimize bureaucratic delays, this risked restricting its broader expansion and isolating it from the training system mainstream and limiting access by the poor. The Ministry of Labour does plan to introduce WiL to its colleges, including the newly introduced community colleges, but will need resources.

RPL remains on the government's agenda and work plan. National RPL guidelines were approved by constituents, and are expected to be gazetted by the end of the project. Although the pilot RPL programme has not yet been implemented, planning for this continues.

### **Mozambique**

As mentioned earlier, a significant outcome of the project was its role in supporting the sustained operation of the twelve producer association and equipping them with skills that can be enhance income generation. This result is attracting widespread attention, enhancing the likelihood that the associations – and the methods established through the project - can endure and be taken over by local agencies, policy makers, and actors.

Concrete examples are already evident. IABIL is using TREE approach in projects in Bilibiza and Macomia districts, the Provincial Directorate of Agriculture is considering doing the same, and local policy makers are exploring how to include it into the five-year district development plans. Raising awareness of the project approach and results, including the dissemination of success stories, will also enhance sustainability and increase the chances for replication.

In relation to sustained improvements in local training capability, the project made use of the available expertise, developing the capacity of twelve master craftspeople (*Mestres*) to work with local people to enhance their skills. Though a small number, the approach can be readily applied in other similar communities where the use of external trainers is not feasible. The *Mestres'* newly acquired competencies allowed them to effectively take over the day-to-day practical training of producer groups<sup>13</sup>. There is also the potential for these trainers to pass on their skills to others who can play a similar supporting role.

Local governments seem committed to continuing TREE and intend extending it to age groups older than 29. However, capacity to finance the necessary supports remains an issue and the Ministry of Agriculture is therefore adopting a more cautious approach before mobilizing the necessary funds and resources.

### **Tanzania**

There are indications that national stakeholders now have full ownership of the apprenticeship system reform agenda – the launch of the National Apprenticeship Guidelines; the Government decision to sponsor additional 200-250 apprentices in hotel operations; the commitment by the Zanzibar Government to finalise the Zanzibar Apprenticeship Policy by March 2018; and the Zanzibar House of Representatives request to have a session on formal apprenticeships are all examples of this local ownership.

In terms of next steps, the Vocational Education and Training Authority is now planning to replicate its apprenticeship programme to cover more occupations and geographical locations. The National Apprenticeship Guidelines also has acknowledged that *“the apprenticeship training conducted in Hotel and Hospitality industry has shown positive impact in terms of employability skills”* hence the government's support for the hotel operations apprentices, and the implementation of the 5 new curricula developed through the project.

It is important for the National Steering Committee and its Secretariat to be urgently operationalised, in order to ensure adequate coordination of stakeholders, and timely deliberation on any emerging issues from employers and other partners. Planned expansion will be challenging - initially the programme will be scaled-up to 1,000 youth in the next 2 years, but ultimately 20,000 apprentices are envisaged in the national framework documents.

Continuing guidance and assistance will be required to support and complement the commitment of the Government and its social partners. More capacity building is required to enhance the

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<sup>13</sup> Though two of the twelve were terminated due to local concerns about their activities.

involvement of employers and their associations, as well as TVET institutions, to realise the goal of a quality apprenticeship system.

Recognising the significant benefits it offers them, employers have indicated their willingness to continue supporting apprenticeship training, provided all stakeholders play respective roles as agreed upon and included in the National Apprenticeship Guidelines. However, some continuing concerns remain about the payment of the training allowance to trainees, based on their perception that their contribution to the Skills Development Levy should be considered in this context. Some suggest that the Government should these allowances from Levy contributions, or consider some refund, tax rebate or other appropriate incentive mechanism to employers. These could be some of the issues for consideration by the National Steering Committee, once it is operationalised.

### **Uganda**

It would be both premature and an overstatement to yet claim any enduring impact from the project in Uganda. In the very limited time available, it seems to have been successful in “jump-starting” a stalled process and has clarified what needs to be done. However, in practical terms, nothing has yet happened and no apprentice has yet been employed. As has been shown in the past in Uganda, plans, frameworks and institutional reform proposals do not in themselves guarantee a result.

But there are good signs. The senior government officials, and trade union and employer organization representatives interviewed in the evaluation were not just engaged with the project goal of establishing apprenticeships, they seemed passionately committed to it and were all confident that the barriers to implementation had been overcome and that a new apprenticeship system would be introduced. As one stakeholder said:

*“This is a very exciting time – we have a clear consensus on what needs to be done, the TVET Council is coming to life, the Framework looks very good and will go a long way towards driving the necessary changes. All that remains is to roll this out to employers and get their feedback.”*

Federation of Ugandan Employers

More work will be needed and technical support will be critical. Similar passion and commitment for the system needs to be nurtured throughout the country among regional and sectoral stakeholders. Awareness and technical understanding has been developed among the key actors in Kampala, but this will need to be replicated in 128 districts and their technical staff will need to be developed so they can support employers and apprentices. This will be a big job and will need to be done progressively, using pilot programmes to test and refine processes.

Other considerations highlighted by stakeholders:

- Models of apprenticeship delivery have not been defined (e.g. duration and structure of on- and off-the-job training);
- It is not yet known how best to extend Quality Apprenticeship principles to the huge informal sector, especially given the low levels of literacy and numeracy of the young people working in this sector;
- The Sector Skills Councils will need support to better understand their role in the system in areas such as competency definition, standards-setting, accrediting training providers etc.;
- Formal training institutions will need to significantly improve their links with industry and the relevance of their delivery if the benefits of integrated on- and off-the-job training are to be realised;
- Apprenticeships will need to be mapped to the Ugandan Vocational Qualifications Framework;
- National legislation covering apprenticeships will need to be updated (e.g. to reflect role of the TVET Council);



- Understanding and skills of stakeholders, including employers, are still weak – many still don't know what apprenticeships are and what they involve;
- Some institutional roles remain unclear

As for the “exit strategy” of the project in Uganda, addressing all these outstanding needs will require external assistance. Government representatives concede that, with ILO-Norway funds, they might struggle to maintain the accelerated pace of reform that they have provided, but other sources of funding will be explored. A new Skills Development Fund will be established as a vehicle for pooling public, private and donor funds to support ongoing national training system development. Other funding agencies are also active in Uganda (e.g. the World Bank) though they have specific priorities of their own which, though relevant, might not offer much to address the immediate needs outlined above. Again, this highlights the major benefit of the Outcomes-Based Funding offered through the ILO-Norway project – its ability to offer continuity of effort towards a specific result.

### **Zambia**

The project in Zambia is not yet at a point where an assessment of its impact and sustainability can be made. If the WBL Framework and Implementation Plan are completed and endorsed by government, much work will still be needed to equip the key institutions with the knowledge and expertise they need to pilot the system and gradually expand it.

Some mention was made of a government allocation of US\$100,000 to support WBL implementation, but it is hard to see this going very far given the scale of the challenges ahead. A Training Levy is also under consideration and this might provide a mechanism for sustainability of the system once it is established.

## 4 Conclusions

### 4.1 Overall assessment

- a) The project has contributed well to the skills development systems of the participating countries, created frameworks for systemic reform, demonstrated new approaches through pilot programmes and enhanced the knowledge and capabilities of key institutions to run more effective, demand-led training in the future. Scaling up these systems and programmes will be challenging and will require ongoing technical guidance, but most countries are strongly committed to a reform agenda and have set ambitious targets for their implementation.
- b) This project demonstrated the advantages of Outcomes-Based Funding for ILO technical cooperation projects. This way of operating provided the flexibility that allowed the ILO to focus on agreed priorities, to follow and build on previous and current activities in each country, and to maintain a continuity of effort targeting training system reform. All participating countries benefited from this flexibility and project activities fitted seamlessly into their current efforts. This created a high level of constituent engagement and collaboration.
- c) Some risks in this form of funding were also exposed. Being a relatively new form of funding for the ILO, the project took some time to establish the right balance between overall management of the project (to ensure accountability and to effectively manage the global budget) and decentralized management (to maximise local responsiveness and relevance). 14 months into the program, it became apparent that there was a need to re-think some aspects of the project, but the process for doing this was quite involved. Decentralization is a strength of the approach and needs to be maintained, but some operational rules or guidelines need to be established that allow global adjustments where necessary. This entails the maintenance of a strong overall reporting and performance management framework that can highlight emerging issues (such as the project's significant under-spending in Year 1). (See **Recommendation 1**)
- d) Perhaps because of its decentralized approach, the project operated as five separate projects in practice. There was enough common ground between the projects (i.e. work-based learning approaches, piloting new programmes, institutional capacity building etc.) to instead develop a single project with country-level strategies, activities and performance indicators. This might have some advantages – for example, in designing activities and a results framework for a multi-country project, more attention might be given to collaboration and exchange of ideas than when designing activities for each separate country. (See **Recommendation 3**)
- e) Getting the timing right for projects funded in this way is a challenge too. In most circumstances, they will be locked into a biennial funding cycle with limited potential for extensions. For this reason, it is important for projects to be ready for action as early as possible with activities designed and set for implementation. Uganda is a good example of this – although only joining the project in mid-2017, it was able to organise three major activities in the first six to eight weeks of the project. Realistic cash flow forecasting is also needed in the design phase (See **Recommendation 2**)

**Table 2** below summarises the evaluation's assessment of implementation of the project in each of the target countries, indicating key strengths and weaknesses, and recommending possible follow-up action.

**Table 2: Assessment of implementation in the target countries**

Country	Strengths/Positives	Weaknesses/Negatives	Future Directions?
<b>Malawi</b>	<p>Built on previous ILO projects (SIDA-funded STED, Mastercard Foundation's W4Y): strong continuity</p> <p>Good progress in institutionalising WiL</p> <p>Widespread commitment to WiL model among key stakeholders</p> <p>Learners' employability/incomes likely to be enhanced</p> <p>Demonstrated place of skills in economic diversification</p>	<p>Ministry of Labour technical colleges did not participate in WiL pilot and needs resources to introduce into its colleges – threatens sustainability</p> <p>RPL progress slower than planned</p> <p>Proposed pilot unlikely to benefit women</p> <p>Barriers to participation of large farmers (e.g. lack of insurance cover)</p> <p>Lack of post programme support to learners</p>	<p>Support for expansion of model including to Ministry of Labour colleges</p> <p>Support for reforms that will enable RPL</p>
<b>Mozambique</b>	<p>TREE model extended training system reach to isolated communities</p> <p>Synergies with existing TREE project harnessed</p> <p>Local Steering Committees working well</p> <p>12 producer associations established and generating income</p> <p>Broader adoption of the TREE approach (outside of the project)</p>	<p>Numerous disruptions experienced - loss of training provider, staff turnover, issues with MoL</p> <p>Some participants out of target age group</p> <p>Difficulties in reaching gender equity goals</p>	<p>Expansion to other regions</p> <p>Support for producer associations</p>
<b>Tanzania</b>	<p>Built on previous ILO support for apprenticeships</p> <p>Pilot reached 314% of target and expanded coverage to new region (Zanzibar)</p> <p>Expansion/institutionalization plans going well – new sectors, challenging targets</p> <p>Stakeholder capacity increased significantly</p>	<p>Tripartite+ National Apprenticeship Steering Committee not yet operational</p> <p>Input of tripartite partners – especially employers – weak and risks affecting system quality and employer commitment</p>	<p>Major expansion of the apprenticeship system</p>
<b>Uganda</b>	<p>Built directly on 12 months' groundwork by ILO</p> <p>Very fast and effective implementation of activities</p> <p>Institutional blockages resolved</p> <p>Framework developed and soon to be approved</p>	<p>Pilot details still unclear (at time of evaluation)</p> <p>Understanding and capacity of industry sectors still weak</p>	<p>Pilot programme implementation support</p>
<b>Zambia</b>	<p>Built of previous engagement on skills</p> <p>National WBL Framework being drafted</p> <p>WBL Task Team engaged and active</p>	<p>Starting with less skills groundwork done</p> <p>Slower than expected delivery – too ambitious?</p> <p>Skills work is new territory for ILO in Zambia</p>	<p>Continued work towards project's goals</p>

## 4.2 Factors influencing results

### **What helped:**

- Alignment with ILO's previous work enabled continuity and responsiveness;
- ILO's expertise in Quality Apprenticeships, TREE, RPL, and skills development systems mean that it could efficiently provide expert input and deliver training programmes and workshops tailored to the operational needs of the participating countries;
- When it became clear in early 2017 that progress in implementation was slow, appropriate steps were taken to adjust project design and revise its performance management framework;

### **What hindered:**

- The lack of a "sense of urgency" in the early stages of implementation;
- Loss of key staff including the Senior Skills Specialist based in Pretoria (which meant that there was limited expertise and advice available at that level) and various national staff. The ILO's recruitment processes meant that these gaps were left unfilled for long periods;
- Very short timeframe available to Uganda and Zambia;
- Insufficient attention given in the design phase to participating countries' capacity to organise activities early in the project and to expend allocated funds;
- Some difficulties with the timing of payments from Norway also constrained activities at a country and global level.

## 5 Lessons Learned and Good Practice

### 5.1 Overall

- Training system reform is a complex, long-term endeavour that requires awareness-raising, the training of key actors in systems design and delivery, institutional, legislative and regulatory reform, and the active engagement of the social partners. This is an ongoing process and the project enabled the ILO to accelerate and intensify its support in this field in the participating countries and through the development of global resources.
- Decentralization of project management and implementation is needed, but given the ILO's structure and its accountability to donors, overall coordination is also important. There should be more clarity about when and how overall adjustments to strategy and budget can be made and this should not involve a complex negotiation process. For example, without the March 2017 adjustments, the projects in each country might simply have run out of time to get things done. (See **Recommendation 1**)
- In deciding how many countries to include in projects of this type, a balance must be struck between having enough resources for countries to achieve something meaningful and having more resources available than countries can absorb in a two-year project. This may require quite detailed cash flow forecasting based on realistic assessments of the time required to deliver specific outputs or activities. (See **Recommendation 2**)
- In some countries, the ILO-Norway partnership has enabled the ILO to advance its work in technical areas where it had not previously had much local involvement. For example, despite its global expertise and experience in skills development, in some countries the ILO has been associated more with other technical fields. For example, in Malawi the ILO was mostly known for its work in child protection, but this project (and the previous STED project) had changed this perception. The ability to apply Outcomes-Based Funding in a flexible way allows the ILO to pioneer these new fields, allows it to establish its local credentials, and build on its work by perhaps attracting new donors.
- While attention was given to gender equity in the implementation and planning of activities, results were patchy. Future activities may need additional support in the project design phase as well as ongoing sensitivity to gender balance in the selection of pilot activities. For example, the proposed bricklaying RPL pilot in Malawi may well be a good choice for many reasons, but it is a male-dominated trade. Finding a way to also test the benefits of RPL for women (perhaps through a simultaneous pilot?) should have been considered. (See **Recommendation 5**)
- The workshops run from the global component extended the project's reach and provided relevant information on training reform topics to a global audience. They also exposed the project's target countries to a wider range of international experiences of these reforms.

### 5.2 Country-level

#### Malawi

- Stakeholders in the value chain should be engaged early and involved in all stages of WiL
- Timing delivery should allow observation of the full production cycle
- Steering committees are needed at both the national and regional levels
- Implementation should be decentralized to maximize efficiency
- A start-up package supporting WiL graduate self-employment is needed
- Learning visits proved to be effective (in-country, between countries, between sites etc.)

#### Mozambique

- The project results framework should include all four phases of the TREE methodology
- Include indicators that reflect development goals (e.g. employment, income, poverty)

- Support would be improved if local rural extension workers provided these services
- Lack of a project exit strategy that defines ongoing responsibilities, actions and resources
- A four-year project – allowing a year for setup, two for execution, and one for transition to local service support – might work best

#### **Tanzania**

- National framework should be developed to establish/extend the apprenticeship system
- Stakeholders need to be involved and educated about apprenticeships from the start
- Apprenticeships involve cost-sharing and these arrangements need to be agreed on

#### **Uganda**

- A short burst of targeted project support from an external actor can help resolve internal institutional barriers to training system reform
- Empowering and resourcing local institutions to lead and organise project activities is efficient and builds commitment
- The “Ad hoc Technical Committee” formed and supported through the project gave key, high-level, local actors the opportunity to intensively workshop the detailed steps needed to make a new apprenticeship system work in Uganda

#### **Zambia**

- Countries at an earlier stage of training system reform need more time than is offered by an 8-month project to achieve significant results.

## 6 Recommendations

Recommendation	Responsibility	Priority / Timeframe	Resource Implication?
<p><b>1 For all future Outcome-Based Funding projects, establish clear protocols or rules that allow for the timely adjustment of overall project strategy and budget in response to any issues in implementation identified in performance and financial reports.</b></p>	<p>Responsible ILO Branches and participating ILO Country Offices/DWTs</p>	<p>High Ongoing from now</p>	<p>No additional (may involve reallocation)</p>
<p><b>2 Given the limited timeframe available for projects of this type (generally two years or less), attention should be given to preparing a detailed cash flow forecast for planned project outputs and activities as part of the initial design phase.</b> This needs to be realistic and to take into account the readiness of each country to participate in these activities and the likelihood of their completion.</p>	<p>Project designers and Country Offices/DWTs</p>	<p>High Ongoing from now</p>	<p>No</p>
<p><b>3 Enhance the level of regional interaction in projects of this type by building into their design more opportunities for collaboration, the exchange of ideas and peer reviews among the participating countries.</b></p>	<p>Project designers and Country Offices/DWTs</p>	<p>High Ongoing from now</p>	<p>No</p>
<p><b>4 Consider including in the results framework some “downstream” outcome indicators (e.g. sustained employment, increased income generation) that measure progress towards broader development goals and which ensure that project remains focused on the “big picture” and not just the execution of tasks.</b></p>	<p>Project designers and Country Offices/DWTs</p>	<p>Medium Ongoing from now</p>	<p>No</p>
<p><b>5 In all projects focused on skills system development, continually reinforce the need for these systems to be inclusive – in terms of gender, but also disability, education level, location and other disadvantaged groups.</b> For example, while gender equity was covered to some extent in the design phase and in the targets set in the results framework, it needs also to be reinforced at all major decision points (e.g. selection of pilot sectors and occupations that are not male-dominated). Opportunities to involve other disadvantaged groups should also be identified in developing and testing new approaches.</p>	<p>Country Offices/DWTs, project staff</p>	<p>High Ongoing from now</p>	<p>No</p>

## Annex A – List of Persons Interviewed

Location	Date	Interviewer	Person Interviewed	Position/Organisation
Geneva HQ	9/10/17	Tony Powers	Federico Negro	Evaluation Manager, ILO
Geneva HQ	9/10/17	Tony Powers	Valentina Barcucci	Technical Officer, ILO
Geneva HQ	9/10/17	Tony Powers	Jean-François Klein	Senior Administrator, ILO
Geneva HQ	9/10/17	Tony Powers	Con Gregg	Technical Specialist, Skills Anticipation, ILO
Geneva HQ	9/10/17	Tony Powers	Bolormaa Klok	Economic Officer, ILO
Geneva HQ	10/10/17	Tony Powers	Paul Comyn	Senior Skills and Employability Specialist, ILO
Geneva HQ	10/10/17	Tony Powers	Laura Brewer	Skills and Employability Specilaist, ILO
Geneva HQ	10/10/17	Tony Powers	Ashwani Aggarwal	Senior Skills and Employability Specialist, ILO
Geneva HQ	11/10/17	Tony Powers	Girma Agune	Branch Chief, Skills and Employability Branch, ILO
Geneva HQ	11/10/17	Tony Powers	Jeanette Sanchez	Manager, Skills Knowledge Sharing Platform, ILO
Geneva HQ	11/10/17	Tony Powers	Peter Rademaker	Partnerships and Field Support, ILO
Geneva HQ	11/10/17	Tony Powers	Erlien Wubs	Partnerships and Field Support, ILO
Malawi	17/10/17	Tony Powers (phone)	Gift Mabvumbe	National Programme Coordinator, ILO
Malawi	3/11/17	Bright Sibale	Gift Mabvumbe	National Programme Coordinator, ILO
Malawi	3/11/17	Bright Sibale	Victor D Luwambala	Regional Service Centre Manager, TEVETA
Malawi	3/11/17	Bright Sibale	Tenis Molande	Specialist, TEVETA
Malawi	3/11/17	Bright Sibale	Richard Nkhambayausi Chirwa	Deputy Director, Ministry of Labour, Youth, Sports and Manpower Development
Malawi	3/11/17	Bright Sibale	2 x Learners	
Malawi	3/11/17	Bright Sibale	Montfort Majawa	Business Manager, Kwithu Kitchen
Malawi	3/11/17	Bright Sibale	Mike Ching'amba	Head of Department, LUANAR
Malawi	7/11/17	Bright Sibale	Jonathan Gama	Trainer
Malawi	7/11/17	Bright Sibale	Augustus Kaliyati	Principal, DAPP Training College
Malawi	7/11/17	Bright Sibale	Ruth Kalima	Managing Director, Roseberry Farm
Malawi	7/11/17	Bright Sibale	Osward Mhango	Project Coordinator, St John of God
Malawi	7/11/17	Bright Sibale	2 x Learners	



<b>Location</b>	<b>Date</b>	<b>Interviewer</b>	<b>Person Interviewed</b>	<b>Position/Organisation</b>
Malawi	8/11/17	Bright Sibale	Modesto Gomani	Director of Training Programmes, TEVETA
Malawi	9/11/17	Bright Sibale	Conceptor Kachoka	Regional Service Centre Manager North, TEVETA
Malawi	10/11/17	Bright Sibale	Eliot Mulanje	RSC Manager, TEVETA
Malawi	14/11/17	Bright Sibale	R. Khonje	Managing Director, Golden Gift
Mozambique	11/10/17	Tony Powers (phone)	Ilda Silva	National Project Officer, ILO
Mozambique	19/10/17	Peter Beck	Edmundo Werna	Acting CTA: PMU head/ILO
Mozambique	19/10/17	Peter Beck	Hatia	Acting financial officer: PMU member/ILO
Mozambique	30/10/17	Peter Beck	Ilda Silva	National Project Coordinator: PMU member/ ILO Pemba
Mozambique	30/10/17	Peter Beck	Gino Augusto Basílio	Director/ Agrarian Institute of Bilibiza
Mozambique	30/10/17	Peter Beck	Haggai Mário Q.Maúnze	Director/ Provincial directorate of Agriculture and Food Security in Cabo Delgado
Mozambique	31/10/17	Peter Beck	Salimo Areca	Project Focal Point/Montepuez district government
Mozambique	31/10/17	Peter Beck	Ermelindo Augusto	Permanent Secretary/Montepuez District Government & District Steering Committee Chair
Mozambique	31/10/17	Peter Beck	Producer Association Members	Beneficiaries: Nanhupo Poultry producer association / Montepuez District
Mozambique	31/10/17	Peter Beck	Cirilo Sanchez	Master Trainer/ Nanhupo poultry association in Montepuez District
Mozambique	31/10/17	Peter Beck	Producer Association Members	Beneficiaries: Nanhupo horticulture association / Montepuez District
Mozambique	31/10/17	Peter Beck	NN	Master Trainer/Nanhupo horticulture association in Montepuez district
Mozambique	01/11/17	Peter Beck	Producer Association Members	Beneficiaries/ Namanhumbir horticulture association/ Montepuez district
Mozambique	01/11/17	Peter Beck	Alide Aluar	Master trainer/Namanhumbir horticulture association in Montepuez district
Mozambique	01/11/17	Peter Beck	Producer Association Members	Direct beneficiaries Namanhumbir poultry association / Montepuez district
Mozambique	01/11/17	Peter Beck	NN	Master trainer/Namanhumbir poultry association in Montepuez district

<b>Location</b>	<b>Date</b>	<b>Interviewer</b>	<b>Person Interviewed</b>	<b>Position/Organisation</b>
Mozambique	06/11/17	Peter Beck	Messias Cumbi	NSC member/Ministry of Agriculture and Food security
Mozambique	06/11/17	Peter Beck	Clarisse Barbosa	Advisor/Norwegian Embassy
Mozambique	07/11/17	Peter Beck	Félix Matusse	NSC member/Ministry of Gender, children and Social Action
Mozambique	07/11/17	Peter Beck	Mauro Ferrão	NSC member/Confederation of Economic Associations
Mozambique	08/11/17	Peter Beck	Sandra Menete	NSC member/National Employment Institute
South Africa	17/10/17	Tony Powers (phone)	Kanae Tada	Technical Officer, ILO
Tanzania	13/10/17	Tony Powers (phone)	Albert Okal	National Programme Coordinator, ILO
Tanzania	25/10/17	Idrissa Mshoro	Hemanshu R. Surti	General Manager, Jangwani Sea Breeze resort
Tanzania	25/10/17	Idrissa Mshoro	Eleonora M. Mallya	Human Resources Assistant, Double Tree by Hilton
Tanzania	25/10/17	Idrissa Mshoro	Nura-Lisa Karamagi	Chief Executive Officer, Hotels Association and Tourism
Tanzania	25/10/17	Idrissa Mshoro	Castor Matamika	Front Office Manager, Golden Tulip City Centre Hotel
Tanzania	26/10/17	Idrissa Mshoro	Dr. Aggrey K. Mlimuka	Executive Director, Association of Tanzanian Employers
Tanzania	26/10/17	Idrissa Mshoro	Marko Naiman	Human Resources Manager, Ramada Beach Resort
Tanzania	26/10/17	Idrissa Mshoro	Richard O.B. Rugimbana	Executive Secretary, Tourism Confederation of Tanzania
Tanzania	27/10/17	Idrissa Mshoro	Vanessa Sinare	Project Coordinator, National College of Tourism
Tanzania	27/10/17	Idrissa Mshoro	Dr. Yahya K. Msigwa	Secretary General, Trade Union Congress of Tanzania
Tanzania	29/10/17	Idrissa Mshoro	Khamis Mwinyi Mohamed	General Secretary, Zanzibar Trade Union Congress
Tanzania	29/10/17	Idrissa Mshoro	Salahi S. Salahi	Executive Director, Zanzibar Employers Association
Tanzania	30/10/17	Idrissa Mshoro	Seif Miskry	Chairman, Zanzibar Association of Tourism Investors
Tanzania	30/10/17	Idrissa Mshoro	Lisenka Beetsra	Board Member, Zanzibar Association of Tourism Investors
Tanzania	30/10/17	Idrissa Mshoro	Adil George	Programme Consultant, Zanzibar Association of Tourism Investors

<b>Location</b>	<b>Date</b>	<b>Interviewer</b>	<b>Person Interviewed</b>	<b>Position/Organisation</b>
Tanzania	30/10/17	Idrissa Mshoro	Kassim Daud	Administrative Assistant, Zanzibar Association of Tourism Investors
Tanzania	30/10/17	Idrissa Mshoro	Deogratius Saxto Mao	Human Resources Manager, La Gema Resort Zanzibar
Tanzania	30/10/17	Idrissa Mshoro	Zivanai Takuniai	Training Manager, La Gema Resort Zanzibar
Tanzania	30/10/17	Idrissa Mshoro	Vanessa Samoh	Human Resources Manager, Dreams of Zanzibar Hotel
Tanzania	30/10/17	Idrissa Mshoro	Abdul Malik	Human Resources Manager, Sea Cliff Hotel Zanzibar
Tanzania	30/10/17	Idrissa Mshoro	Dr. Aley Nassor	Institute Director, State University of Zanzibar
Tanzania	30/10/17	Idrissa Mshoro	Sharifa Mwinyi	Project Coordinator, State University of Zanzibar
Tanzania	30/10/17	Idrissa Mshoro	Mohammed Najim	Assistant Coordinator, State University of Zanzibar
Tanzania	31/10/17	Idrissa Mshoro	Ramadhani M. Ngusa	Human Resources Manager, MaruMaru Hotel Zanzibar
Tanzania	31/10/17	Idrissa Mshoro	Fatma Rashid	Human Resources Assistant, MaruMaru Hotel Zanzibar
Tanzania	31/10/17	Idrissa Mshoro	LisenkaBeetsra	General Manager, Emerson Hurumzi Hotel Zanzibar
Tanzania	31/10/17	Idrissa Mshoro	Mbwana Othman Said	Assistant Manager, Emerson Spice Hotel Zanzibar
Tanzania	31/10/17	Idrissa Mshoro	Fatma Gharib Bilal	Principal Secretary, Ministry of Labour, Employment, Elders, Youth, Women and Children (Zanzibar)
Tanzania	2/11/17	Idrissa Mshoro	Elisaria Makivao	Human Resources Manager, Sopa Lodges, Arusha
Tanzania	2/11/17	Idrissa Mshoro	John Mwamakula	Human Resources Manager, Serena Lodges, Arusha
Tanzania	2/11/17	Idrissa Mshoro	Janeth J. Pallangyo	Human Resources Manager, Mount Meru Hotel, Arusha
Tanzania	2/11/17	Idrissa Mshoro	Richard Makori	Human Resources Assistant, Mount Meru Hotel, Arusha
Tanzania	3/11/17	Idrissa Mshoro	Neema Phillip Sabulaki	Acting Campus Manager, NCT Arusha Campus
Tanzania	3/11/17	Idrissa Mshoro	Pendo Maday	Human Resources Administrator, Ilboru Safari Lodge, Arusha
Tanzania	7/11/17	Idrissa Mshoro	Erick Shitindi	Permanent Secretary, Prime Minister's Office, Labour, Youth, Employment and Persons with Disability, Dodoma

<b>Location</b>	<b>Date</b>	<b>Interviewer</b>	<b>Person Interviewed</b>	<b>Position/Organisation</b>
Tanzania	7/11/17	Idrissa Mshoro	Ally A. Msaki	Director of Employment, Prime Minister's Office, Labour, Youth, Employment and Persons with Disability, Dodoma
Tanzania	7/11/17	Idrissa Mshoro	Ahmed M. Makbel	Consultant, Prime Minister's Office, Labour, Youth, Employment and Persons with Disability, Dodoma
Uganda	18/10/17	Tony Powers	Stephen Opio	National Programme Coordinator, ILO
Uganda	18/10/17	Tony Powers	Alex Asiimwe	Assistant Commissioner, Ministry of Gender, Labour and Social Development
Uganda	18/10/17	Tony Powers	Martin Wandera	Director of Labour, Employment and Occupational Safety and Health, Ministry of Gender, Labour and Social Development
Uganda	18/10/17	Tony Powers	Henry Okinyal	Chairman, Labour Advisory Board, Ministry of Gender, Labour and Social Development
Uganda	19/10/17	Tony Powers	Richard Musinguzi	Livelihood and Job Creation Programme Officer, United National Development Programme
Uganda	19/10/17	Tony Powers	Loy Muwhezi	Project Coordinator, Ministry of Education and Sports
Uganda	19/10/17	Tony Powers	David	Ministry of Education and Sports
Uganda	19/10/17	Tony Powers	Douglas Opio	Incoming Director, Federation of Ugandan Employers
Uganda	19/10/17	Tony Powers	Daniel Opio	Policy and Research Officer, Federation of Ugandan Employers
Uganda	19/10/17	Tony Powers	Jealous Chirove	Employment Specialist, Country Office for Tanzania, Burundi, Kenya, Rwanda and Uganda, ILO
Uganda	20/10/17	Tony Powers	Peter Werikhe	Secretary General, National Organisation of Trade Unions
Uganda	20/10/17	Tony Powers	Mary Mabweijano	Senior Advisor, Norwegian Embassy
Uganda	20/10/17	Tony Powers	Jeanne Byamugisha	Executive Director, Uganda Hotel Owners' Association
Zambia	13/10/17	Tony Powers	Muyaywa Ndiyoi	Acting Principal Economist, Ministry of National Development Planning
Zambia	13/10/17	Tony Powers	Namuchindo Chikoti	Curriculum Development Specialist, Technical Education, Vocational and Entrepreneurship Training Authority
Zambia	13/10/17	Tony Powers	Eric Nsofu	Planner, Ministry of Labour and Social Security
Zambia	13/10/17	Tony Powers	Spriano Banda	Principal Systems Analyst, Ministry of Higher Education

<b>Location</b>	<b>Date</b>	<b>Interviewer</b>	<b>Person Interviewed</b>	<b>Position/Organisation</b>
Zambia	13/10/17	Tony Powers	Gabriel Konayuma	Senior Tevet Officer, Technical Education, Vocational and Entrepreneurship Training Authority
Zambia	13/10/17	Tony Powers	Kenneth Sichinga	Manager- Training Systems Specialist, Technical Education, Vocational and Entrepreneurship Training Authority
Zambia	13/10/17	Tony Powers	Shupi kayela Mweene	Consultant, Zambia Business in Development Facility
Zambia	13/10/17	Tony Powers	Hilary .C. Hazele	Economist, Zambia Federation of Employers
Zambia	13/10/17	Tony Powers	Nelly Nyirenda	Consultant, ILO
Zambia	13/10/17	Tony Powers	Chana Chelemu Jere	Programme Officer, ILO
Zambia	16/10/17	Tony Powers	Protasio Chipulu	Consultant, WBL Framework
Zambia	16/10/17	Tony Powers	Alexio Musindo	Director, Country Office for Zambia, Malawi and Mozambique, ILO

## Annex B – Inception Report

### 1. Context

- 1.1 This evaluation covers a programme of activities implemented in five African countries – Malawi, Mozambique, Tanzania, Zambia and Uganda – through a Programme Cooperation Agreement (PCA) between the ILO and the Government of Norway. The focus of these activities was the development of skills development systems and programmes in the target countries. These reflected the common priorities of the partners, which both emphasise the importance of skills as a pathway to gainful employment.
- 1.2 The project responded to a number of identified needs in the target countries. Access to quality education and training is a continuing obstacle to both sustainable development in these countries and to effective youth transitions to work. Skills systems and institutions are insufficiently responsive to current and emerging skills needs, often use outdated approaches and do not give enough attention to work-based training, including apprenticeships. They also fail to cater to the needs of the majority of people in these countries who have developed their skills in informal ways and have limited or no opportunities to build on these skills in a way that can improve their employment situation or enhance their livelihoods. Work in the informal economy - often in rural contexts – is also poorly supported by these skills systems.
- 1.3 To improve skills development, employment and income generation outcomes for these people and to meet each country's needs for skills that support growth and diversification, this project focuses primarily on developing the capacity of Technical and Vocational Education and Training (TVET) system stakeholders – including key government ministries, employers' and workers' organisations, service providers, and community-based organisations – to reform and modernise their TVET systems.
- 1.4 The project operates broadly under the framework of the ILO's 2016-17 Programme and Budget (P&B) Outcome One – in particular, the project supports target countries in achieving Target 1.2, which covers a range of strategies intended to develop the capacity of constituents to develop skills, especially for youth. It seeks to respond to the specific needs and priorities of the target countries with country-specific initiatives, as well as to make a contribution to regional and global knowledge and results in this field.
- 1.5 Expected outcomes and outputs of the project at the country level can be *summarised* as follows:
  - Malawi – enhance the responsiveness of skills training and establish an effective national system for the Recognition of Prior Learning (RPL) by:
    - Implementing and institutionalising a Work Integrated Learning programme in identified sectors
    - Establishing and piloting a new national RPL system
  - Mozambique – enhance local capacity to respond to rural employment/livelihood needs through the TREE methodology by:
    - Developing and piloting TREE in disadvantaged rural communities
  - Tanzania – improve the quality of apprenticeship systems, expand their use and develop the capacity of tripartite steering committees to manage these systems by:
    - Developing/revising apprenticeship programmes and piloting them
    - Strengthening local institutional capacity to further develop and manage them
  - Uganda – (only added to the project in 2017) finalise a National Apprenticeship Framework and develop the capacity of institutions to implement an effective apprenticeship programme

- Zambia – (only added to the project in 2017) formulate a work-based learning framework and strengthen the capacity of stakeholders and the institutional framework for the delivery of work-based learning programmes
- 1.6 Global products would also be delivered through the project, including capacity-building programmes on quality apprenticeships and recognition of non-formal/informal learning, advocacy and capacity development activities for TREE, and enhancements to the ILO’s Global Knowledge Sharing Platform for Skills for Employment.

## 2. The Evaluation – Type, Purpose, Objectives, and Scope

- 2.1 This is the final independent evaluation of the project. It forms part of a broader Results-Based Monitoring approach that has been applied in the implementation of the project and has used the DCED measurement standard.
- 2.2 The purpose of the final evaluation is to assess project performance in achieving global and country-level objectives. In the process, it will highlight lessons learnt, success factors, and good practices and will make recommendations that will inform future work in this field.
- 2.3 Using the OECD DAC criteria (relevance, efficiency, effectiveness, impact and sustainability) the evaluation’s objectives are to assess/determine
- Relevance of the project’s design and validity of its assumptions
  - Relevance to Norway’s documented education/skills development objectives
  - Extent recommendations of the March 2017 review were followed and their effect
  - Contribution of the project to improved policy development at country level
  - Contribution of the project to achieving its the outcomes (1.5 and 1.6 above)
  - Support factors and constraints affecting results (including roles played by project/ILO staff, partners and counterparts and the value added by the ILO more generally as an institution with expertise in skills and TVET systems development)
  - Lessons learnt and effective practice from national implementation
  - Recommendations for moving forward at the country level and, more generally, for the provision of such support to other countries with similar needs
- 2.4 In terms of scope, the evaluation covers the full period of the evaluation and activities in all five countries.

## 3. Evaluation Methodology

- 3.1 The evaluation will adhere to ILO Evaluation Policy, ILO Policy Guidelines for Results-Based Evaluation, ILO High-Level Evaluation Protocol for Outcome Strategy Evaluation, UN Evaluation Group Norms and Standards, Ethical Guidelines, Code of Conduct; and will address OECD/DAC Evaluation Criteria.
- 3.2 A mix of qualitative and quantitative methods will be used (see below) and data will be disaggregated by sex to the extent possible. An assessment will be made of how the project has contributed to gender equality and non-discrimination.
- 3.3 Methods
- 3.3.1 **Analysis of key documents and information resources** supplied by the ILO and/or obtained during the field visits from other stakeholders. These will include the performance reports, project documents, any resources/publications/papers produced as a result of the project, any documents relating to policy and programme changes that have been made as a direct result of the project, and documents and web-based resources produced as part of the project’s global product element.
- 3.3.2 **Field visits and interviews** - The **lead consultant** will make field visits to Geneva HQ and to the two countries that were added to the project scope earlier in 2017 (i.e. Uganda and Zambia). He will conduct interviews with ILO staff (project staff, management, technical

specialists, staff working on other relevant projects), project partners/stakeholders (tripartite constituents), representatives of relevant ministries, other UN agencies working in related areas in the field, and any other stakeholders identified by the ILO.

**Three national consultants**, sourced by the ILO, will be engaged separately to conduct field visits in the three other countries (i.e. Malawi, Mozambique and Tanzania) and to gather evaluation data for incorporation into the overall evaluation report. They will conduct interviews with the same stakeholder groups mentioned above. To guide their work, the lead consultant will develop **reporting templates for each country** (see Annexes for examples) which include both general evaluation questions and **specific questions that relate to each country's outcomes and activities**.

- 3.3.3 **Development of a country summary table** - which highlights the assessed strengths and weaknesses of each country's delivery of the project (relative to the evaluation criteria), examples of good practice the challenges and opportunities faced (during the project and in the future), and recommendations/options for moving forward.
- 3.3.4 **Analysis and drafting of the Evaluation Report** - This stage will synthesize the data collected by both the lead consultant and the three national consultants to produce a draft and final evaluation report including any instructive case studies that might emerge. The individual country experience and results will be described and analysed as well as overall lessons they provide that can supporting ILO's general approach to TVET system development mire generally. Feedback received on the draft may provide further insights and clarifications to enhance the final report.
- 3.3.5 **Data collection plan** – As per the ILO's Checklist 3 (on *Writing the Inception Report*), the table below sets out a broad Data Collection Plan that indicates how the above methods will be used to answer the Evaluation Questions included in the Terms of Reference. Indicators are included in this Data Collection Plan that reflect the diversity of both the project activities and the different stakeholder perspectives being sought.

*Table 1 – Data Collection Plan - Overview*

**RELEVANCE**

Questions: Relevance to needs addressed (global/country level); alignment with national development strategies, employment/skills policies, constituents' priorities, and ILO global and country-level strategies

Indicator: Alignment with stated/documented strategies, policies, and priorities

Sources: Documents; tripartite representatives; ILO country/regional/Skills Branch staff

Methods: Document review; interviews

**EFFECTIVENESS**



Questions: Achievement of objectives; extent capacities enhanced; greatest achievements and areas where least was achieved; extent ILO knowledge on tools and approaches enhanced

Indicators: Delivery of planned outputs; extent different outputs led to changes; implementation lessons identified by ILO

Sources: Documents; stakeholders; event participants; ILO management/staff

Methods: Document review; interviews

## **EFFICIENCY**

Questions: Cost effectiveness; efficiency of resource allocation across countries relative to progress made; extent project builds on other initiatives and builds partnerships; effectiveness of management arrangements (inc. communication, performance management, management structure)

Indicators: Resource allocation efficiency (cost:benefits); production efficiency (cost of outputs); project synergies formed

Sources: Budget and expenditure reports; other reports; stakeholder perception

Methods: Document review; interviews

## **SUSTAINABILITY/IMPACT**

Questions: Stakeholder ownership; exit strategy; likelihood of durability and use of project results

Indicators: Policies, programmes, tools are mainstreamed (including a funding allocation)

Sources: Documented adoption of policies, programmes, tools; stakeholder feedback

Methods: Document review; interviews

## Annex C – Evaluation Terms of Reference

## Annex D – Monitoring Framework

### Malawi

OUTCOMES AND OUTPUTS	OUTCOME INDICATORS AND OUTPUT INDICATORS
<p><b>Outcome 1: Enhanced relevance of skill training and employability of TVET graduates and workers</b></p> <hr/> <p><b>Output 1.1:</b> Accreditation and integration of Work Integrated Learning (WiL) programme in Malawi TVET system facilitated</p> <hr/> <p><b>Output 1.2:</b> Capacity of TEVETA, Training Institutions, ECAM and MCTU to develop and implement WiL and broader TVET strategy enhanced</p> <hr/> <p><b>Output 1.3:</b> Monitoring &amp; Result Measurement capacity for training outcomes enhanced (for all outcomes)</p> <hr/> <p><b>Output 1.4:</b> Knowledge, successes &amp; challenges from WiL implementation documented &amp; shared (for all outcomes)</p>	<ul style="list-style-type: none"> <li>○ <b>Quality work Integrated Learning (WiL) skills development strategy integrated into the TVET training system</b></li> <li>○ <b>Constituent's capacity to advocate for demand responsive training enhanced</b></li> </ul> <hr/> <ul style="list-style-type: none"> <li>● WiL training materials finalized and published</li> <li>● 60 young women and men trained using WiL programme (50% women)</li> </ul> <hr/> <ul style="list-style-type: none"> <li>● Level 1 Horticulture curriculum developed for TEVET system</li> <li>● 10 Mentors and Lecturers trained in WiL and TVET strategies</li> </ul> <hr/> <ul style="list-style-type: none"> <li>● 20 officials trained on Results Based Monitoring system</li> </ul> <hr/> <ul style="list-style-type: none"> <li>● Report documenting WiL methodology, successes and challenges developed</li> </ul>
<p><b>Outcome 2: National guidelines for recognition of prior learning (RPL) developed, piloted and adopted</b></p>	<ul style="list-style-type: none"> <li>○ <b>National guidelines for recognition of prior learning (RPL) adopted</b></li> <li>○ <b>Process of recognizing prior learning in Malawi systematized and aligned to the SADC RPL approach</b></li> </ul>
<p><b>Output 2.1:</b> Situation analysis of certification system and RPL carried out</p>	<ul style="list-style-type: none"> <li>● One RPL programme designed and related assessment standards developed</li> <li>● Skills of 50 apprentices and workers in the informal economy assessed under RPL</li> </ul>

<b>Output 2.2:</b> RPL guidelines and implementation plan developed and submitted for adoption	<ul style="list-style-type: none"> <li>• An RPL policy and implementation plan submitted for adoption</li> </ul>
<b>Output 2.3:</b> Mainstreaming of RPL guidelines into TEVETA certification system facilitated	<ul style="list-style-type: none"> <li>• Fifteen RPL Assessors trained</li> </ul>
<b>Output 2.4:</b> Strengthened the capacity of stakeholders to implement RPL	<ul style="list-style-type: none"> <li>• A study visit or a knowledge sharing event on implementation of RPL conducted</li> </ul>

## Mozambique

OUTCOMES AND OUTPUTS	OUTCOME INDICATORS AND OUTPUT INDICATORS
<b>Outcome 1: Increased capacity of training institutes and rural communities to identify livelihood improvement opportunities and training needs and to implement adjusted training programmes</b>	<b>Training agencies identify livelihood improvement opportunities and training needs in the rural communities of Cabo Delgado using the TREE methodology</b>
<p><b>Output 1.1:</b> Studies on economic opportunities and skills needs in each of the rural communities conducted</p>	<ul style="list-style-type: none"> <li>• Most suitable economic opportunities and skills needs in each of the rural communities identified in 5 ECOTRAIN studies</li> </ul>
<p><b>Output 1.2:</b> Training for reinforcement of skills implemented: trainers received training in TREE methodology, informal learning, technical areas and green jobs</p>	<ul style="list-style-type: none"> <li>• 50 TVET trainers trained</li> <li>• 100 persons from direct recipients (policy makers, curricula developers) trained</li> </ul>
<p><b>Output 1.3:</b> Knowledge sharing workshop and study tour organized</p>	<ul style="list-style-type: none"> <li>• A study tour and 2 workshops to share experiences on implementation of TREE programme conducted</li> </ul>
<b>Outcome 2: Improved capacity of public and private training agencies to design and develop training geared to the needs of the rural and informal economy</b>	<ul style="list-style-type: none"> <li>○ <b>Training agencies design and develop training geared to the diagnosed needs of the rural and informal economy</b></li> </ul>

<p><b>Output 2.1:</b> Training programs designed and implemented in 2 or 3 economic sectors or priority occupations to respond to local economic opportunities</p>	<ul style="list-style-type: none"> <li>• 5 training programmes and curricula designed/ revised</li> <li>• 250 young women and men enrolled in the programme and 230 certified</li> </ul>
<p><b>Output 2.2:</b> Specific materials and pedagogical supports provided</p>	<ul style="list-style-type: none"> <li>• 5 training Manuals and other pedagogical supports developed and provided to the beneficiaries</li> <li>• 2 specific instruments to develop gender sensitivity skill gaps analysis and a Guide to assess green jobs in the selected rural communities developed and provided to the beneficiaries</li> </ul>
<p><b>Output 2.3:</b> Knowledge, successes and challenges documented &amp; shared (for all results)</p>	<ul style="list-style-type: none"> <li>• At least 75% of the key players participate in knowledge-sharing events</li> <li>• At least 2 success stories by each community produced</li> <li>• One documentary and a fact sheet produced</li> </ul>

## Tanzania

OUTCOMES AND OUTPUTS	OUTCOME INDICATORS AND OUTPUT INDICATORS
<p>Outcome 1: As a result of successful demonstration of pilot programme, more companies and vocational/professional training/education institutions committed to training young people through gender-equal apprenticeship programme</p>	<ul style="list-style-type: none"> <li>○ <b>A gender-equal formal apprenticeship programme launched in partnership with government, employers and a training institution</b></li> </ul>
<p><b>Output 1.1:</b> Priority occupations for piloting gender-equal formal apprenticeship programmes selected and agreed by Stakeholders</p>	<ul style="list-style-type: none"> <li>• 5 priority occupations for piloting gender-equal formal apprenticeship programmes selected and agreed by stakeholders</li> </ul>

<p><b>Output 1.2:</b> MoUs between companies/sector/business association and VET institutions on quality apprenticeship programmes signed</p> <p><b>Output 1.3:</b> A quality apprenticeship programme for young men and women developed and finalized</p> <p><b>Output 1.4:</b> Training for capacity building on gender-equal formal apprenticeship programmes designed and implemented</p> <p><b>Output 1.5:</b> A quality apprenticeship programme for youths implemented and monitored</p>	<ul style="list-style-type: none"> <li>• Signed model MoU between companies/sector/business associations and VET institutions on quality apprenticeship programmes</li> <li>• Curricula for an apprenticeship programme developed/ revised</li> <li>• Capacity of 30 TVET trainers built on implementing formal apprenticeship programmes.</li> <li>• 120 persons from constituents &amp; other partners are trained to support implementation of formal apprenticeship programmes</li> <li>• 3 colleges provided with new/improved gender-responsive TVET teaching and/or learning materials/tools to facilitate implementation of quality apprenticeship programmes</li> <li>• 50 youths enrolled and supported in quality apprenticeship programme (30% girls)</li> </ul>
<p>Outcome 2: With proper institutionalization, quality apprenticeship programmes improved to respond to labour market needs and give youths opportunities for skills development</p>	
<p><b>Output2.1:</b> Strengthened capacity of national tripartite committee on quality apprenticeship programmes for youths</p> <p><b>Output2.2:</b> Mainstreaming of gender-equal apprenticeships in companies and institutions plans facilitated</p>	<ul style="list-style-type: none"> <li>○ <b>A national tripartite apprenticeship committee established</b></li> <li>○ <b>A gender-responsive national framework for formal apprenticeship developed and validated</b></li> <li>• Members for national apprenticeship tripartite committee trained on implementation of quality formal apprenticeship programmes for youths</li> <li>• Advice provided for mainstreaming of gender-equal apprenticeships in companies and institutions</li> </ul>
<p><b>Output2.3:</b> Knowledge and information sharing and mobilization activities conducted</p>	<ul style="list-style-type: none"> <li>• A gender-responsive documentary sharing knowledge and raising awareness of apprenticeship in Tanzania produced</li> </ul>

## Uganda

OUTCOMES AND OUTPUTS	OUTCOME INDICATORS AND OUTPUT INDICATORS
<p><b>Outcome 1: Institutional Framework for apprenticeship programmes in place.</b></p> <p><b>Output 1.1:</b> National Apprenticeship framework finalized</p> <hr/> <p><b>Output 1.2:</b> Systems for the development of the Apprenticeship Training Orders developed</p> <hr/> <p><b>Output 1.3:</b> Draft operating guidelines and support materials developed for key stakeholders in the new system</p> <hr/> <p><b>Output 1.4:</b> Concept note for a pilot apprenticeship programme in priority sectors developed</p>	<p>○ <b>National Apprenticeship Framework endorsed by the key government Ministries and Departments (ie MGLSD/MES) and National Stakeholders in the private sector.</b></p> <ul style="list-style-type: none"> <li>• Comments to the framework from technical working group and ILO shared, discussed, and integrated in the framework.</li> <li>• Roles for relevant stakeholders in the development of Apprenticeship Training Orders defined in the National Apprenticeship Framework.</li> <li>• Operational guidelines drafted and shared with key stakeholders</li> <li>• Concept note for a pilot apprenticeship programme in priority sectors drafted and shared by the ILO with national authorities (MGLSD).</li> </ul>
<p><b>Outcome 2: Increased knowledge and capacity to implement apprenticeship programmes.</b></p> <p><b>Output 2.1:</b> Capacity building programme on key elements of the new national framework for apprenticeships designed and delivered</p> <hr/> <p><b>Output 2.2:</b> Dissemination and awareness raising of the national apprenticeship framework conducted</p>	<p>○ <b>Government, social partners, development partners and private sector jointly develop apprenticeship programmes</b></p> <ul style="list-style-type: none"> <li>• One capacity building training event on the national apprenticeship framework delivered.</li> <li>• One awareness raising event for key stakeholders on the national apprenticeship framework conducted</li> </ul>

## Zambia

OUTCOMES AND OUTPUTS	OUTCOME INDICATORS AND OUTPUT INDICATORS
<p><b>Outcome 1: National Framework for work based learning programmes and its implementation plans are in place.</b></p> <p><b>Output 1.1:</b> National work based learning framework developed</p> <hr/> <p><b>Output 1.2:</b> Capacity needs assessment for the implementation of work based learning interventions conducted</p> <hr/> <p><b>Output 1.3:</b> Dissemination and awareness raising of the national work based learning framework conducted</p>	<p>○ <b>National WBL Framework validated by national stakeholders</b></p> <ul style="list-style-type: none"> <li>• WBL Task team inputs integrated in draft WBL framework</li> <li>• Report with recommendations on the key national stakeholders' capacities to implement WBL framework submitted to WBL Task Team</li> <li>• # of awareness-raising activities (1 by the end of the project)</li> </ul>
<p><b>Outcome 2: Increased stakeholder knowledge and preparation to implement work based learning programmes.</b></p> <p><b>Output 2.1:</b> Priority sectors and types of WBL programmes identified for pilot implementation</p> <hr/> <p><b>Output 2.2:</b> Capacity building programme addressing WBL institutional needs for priority sectors designed and delivered</p> <hr/> <p><b>Output 2.3:</b> Project document for a pilot work based programme in one priority sector developed</p>	<p>○ <b>WBL project implementation plan is validated by WBL task Team</b></p> <ul style="list-style-type: none"> <li>• Number of sectors and WBL programmes identified (1 sector and 2 WBL programmes)</li> <li>• Training course is designed and course materials are developed</li> <li>• # of stakeholders trained (35 by the end of the project)</li> <li>• WBL Task team inputs integrated in draft project document</li> </ul>



## Global products

OUTCOMES AND OUTPUTS	OUTPUT INDICATORS
<p><b>Outcome 1: Capacity of constituents in designing and implementing quality apprenticeship programmes is built</b></p>	<p>○ <b>Constituents rate as highly relevant and satisfactory the regional capacity building forum on quality apprenticeship</b></p>
<p><b>Output 1.1:</b> A one-week training course is designed and course materials are developed</p>	<ul style="list-style-type: none"> <li>• Event organizers receive all power points and handouts from resource persons within deadline</li> </ul>
<p><b>Output 1.2:</b> Constituents are trained</p>	<ul style="list-style-type: none"> <li>• 30 government officials and social partners are trained</li> </ul>
<p><b>Outcome 2: Capacity of constituents is strengthened on the recognition of non-formal and informal learning of disadvantaged workers in developing countries</b></p>	<p>○ <b>Constituents rate as highly relevant and satisfactory the global capacity building technical forum on Recognition of Prior Learning</b></p>
<p><b>Output 2.1:</b> A training programme on RPL designed and course material developed</p>	<ul style="list-style-type: none"> <li>• SKILLS publish on line (pdf) a learning package on Recognition of Prior Learning.</li> </ul>
<p><b>Output 2.2:</b> Constituents are trained</p>	<ul style="list-style-type: none"> <li>• 30 government officials and social partners are trained</li> </ul>

<b>Outcome 3: Advocacy and capacity development for TREE strengthened</b>	○ <b>TREE partners identify major areas for improvement and strengths within the methodology</b>
<b>Output 3.1:</b> TREE promotional brochures are developed	<ul style="list-style-type: none"> <li>• Promotional materials developed</li> </ul>
<b>Output 3.2:</b> A regional knowledge sharing workshop on TREE in Africa is delivered	<ul style="list-style-type: none"> <li>• Representatives from implementing partners, TREE advocates, and beneficiaries meet to share their knowledge</li> <li>• At the end of the event, the organizers have a list areas for improvement and strengths of TREE</li> </ul>
<b>Outcome 4: Strengthened Global KSP as a portal for accessing credible information on skills and employability</b>	○ <b># of platform users who view or download information items generated by the project (40 to 200/month)</b>
<b>Output 4.1:</b> "Mini portal" for project knowledge products and advocacy materials on Global KSP	<ul style="list-style-type: none"> <li>• 12 knowledge products (project documents, reports, research, cases stories, videos, features stories, testimonials, among others) produced and uploaded on either "mini portal" for project or via issue-specific pages of the Global KSP</li> </ul>
<b>Output 4.2:</b> Stakeholders better informed about effective approaches that link skills to employment objectives	<ul style="list-style-type: none"> <li>• # of discussion topics identified for Electronic-Discussions (1 in year 1, and 1 in year 2)</li> <li>• # of participants taking part in the electronic discussions (30 in year 1, 45 in year 2)</li> </ul>