



International Labour Organization

iTrack

Evaluation

ILO EVALUATION

- **Evaluation Title:** Final Independent Evaluation of Project Skills that Work
- **ILO TC/SYMBOL:** (GLO/16/34/JPM).
- **Type of Evaluation :** Independent final evaluation
- **Country(ies) :** Global and Argentina, Bangladesh, Cambodia, India, Indonesia, Laos, Mexico, Myanmar, Philippines, South Africa and Thailand.
- **Date of the evaluation:** April 2019
- **Name of consultant(s):** Dr Achim Engelhardt, Lotus M&E Group
- **ILO Administrative Office:** Skills and employability branch (SKILLS)
- **ILO Technical Backstopping Office:** Skills and employability branch (SKILLS)
- **Date project ends:** 30 April 2019
- **Donor: country and budget US\$** JPMorgan Chase Foundation, US\$1.037.238
- **Evaluation Manager:** Ms Luisa De Simone
- **Cost of the evaluation in US\$:** US\$ 15.000
- **Key Words:** Quality apprenticeships, G20, Public-Private Partnership

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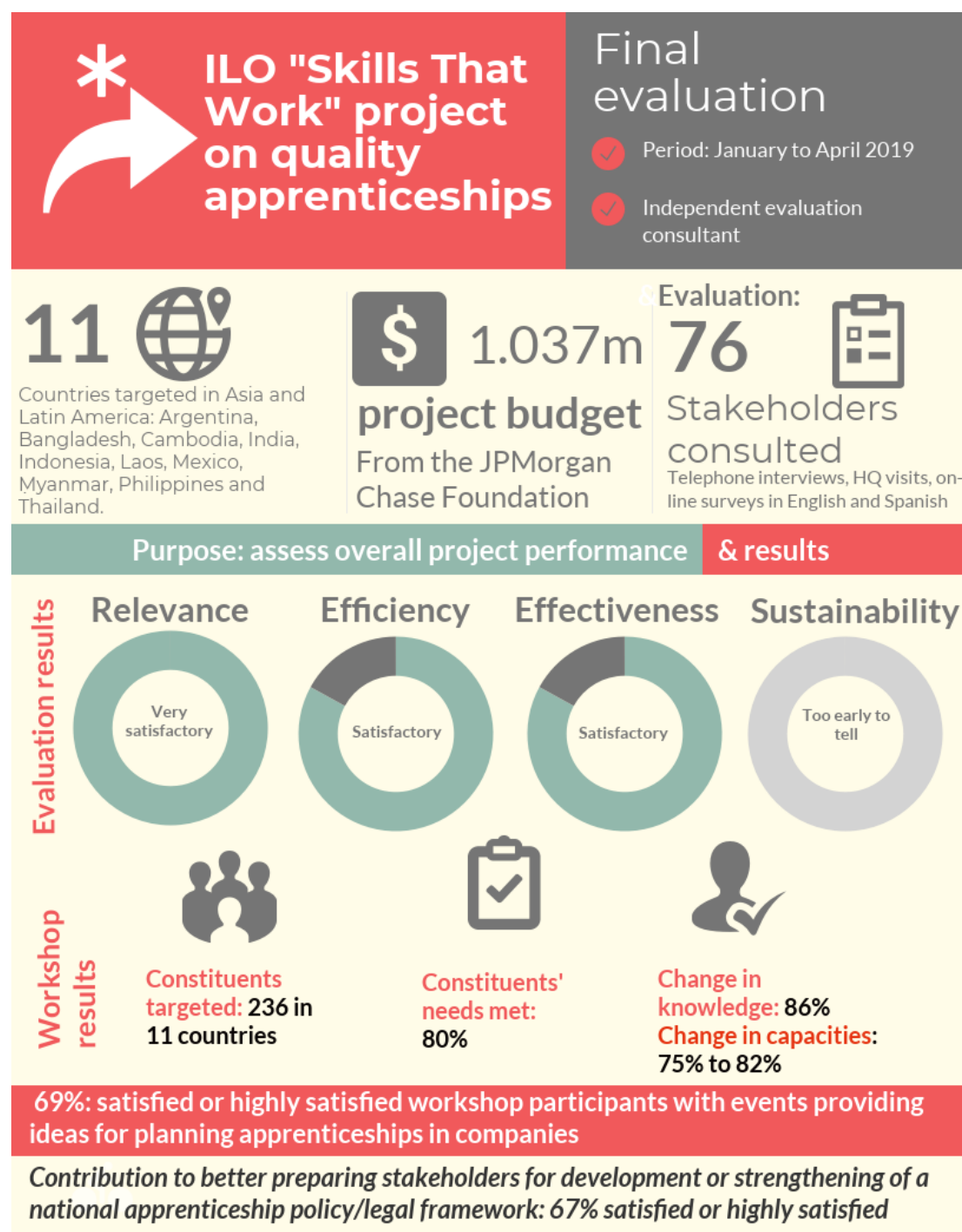
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List of acronyms and abbreviations

DWCP	Decent Work Country Programme
EVAL	Evaluation Office
EWG	Employment Working Group
G20	Group of Twenty
GAN	Global Apprenticeship Network
GLO	Global
IGDS	Internal Governance Documents System
ILC	International Labour Conference
ILO	International Labour Organisation
IOE	International Organization of Employers
ITC	International Training Center
JPM	JPMorgan Chase Foundation
KAP	Knowledge, attitudes, and practice
KPI	Key Performance Indicators
N/A	Not applicable
NCAER	National Council for Applied Economic Research (India)
OECD	Organisation for Economic Cooperation and Development
PARDEV	Partnerships and Field Support department
PPP	Public-private partnership
SDG	<i>Sustainable Development Goals</i>
SKILLS	Skills and Employability Branch
SME	Small and Medium Enterprise
STEM	Science, technology, engineering and mathematics
ToR	Terms of Reference
TVET	Technical and Vocational Education and Training
UOCRA	Department of Women of the Construction Workers Union (Argentina)
UN	United Nations
US\$	United States Dollars
%	Percentage

Figure 1: Overview: Evaluation object and key evaluation results



Executive summary

Introduction: This document comprises the report of the independent final evaluation of the International Labour Organisation (ILO) project: Improving the employability of low and middle-skilled workers; “Skills that Work” (GLO/16/34/JPM). The project is a 24-month¹, US\$1.037.238 million initiative funded by JPMorgan Chase Foundation and implemented by the ILO.

For the ILO, this project constitutes the first partnership with the JPMorgan Chase Foundation. For the JPMorgan Chase Foundation, the project is the first of its nature with a United Nations organization, as confirmed during the interview with the donor.

Project background: The Project aims to support (and monitor) the development of national apprenticeship systems in the framework of the Group of Twenty (G20) Initiative to Promote Quality Apprenticeships, by developing the capabilities of beneficiary countries to improve the delivery of demand-led training in the technical and vocational education and training system, working in close partnership with the private sector.

The project aimed to develop the capabilities of target countries to improve their quality apprenticeship systems and extend their capacity to train better those who need it the most and thereby contribute to each country's competitiveness and economic growth by reducing skills mismatch.

Evaluation background:

Scope and time frame: The evaluation covered the entire duration of the project since its inception. The evaluation consultant contacted all project stakeholders listed by the project team, reaching 61.5% of stakeholders through interviews, mainly telephone interviews (16 out of 26 stakeholders reached). Besides, the evaluation online survey was successful, with a high response rate

Geographical coverage: Stakeholders and workshop participants from all countries benefiting from the project were contacted. Those countries include: Argentina, Bangladesh, Cambodia, India, Indonesia, Laos, Mexico, Myanmar, Philippines and Thailand.

Clients and beneficiaries of the evaluation: The main clients for this evaluation are the ILO, including the Employment Policy Department, Partnerships and Field Support department (PARDEV) and the JPMorgan Chase Foundation as the donor. Beneficiaries are the relevant ILO country offices, regional skills specialists, the International Organization of Employers (IOE) and project implementation partners.

The **purpose** of the final evaluation was to assess the impact (results) of the project while assessing the overall performance of the project in meeting its objectives, based on the standard evaluation criteria of relevance, effectiveness, efficiency, and progress towards sustainability and impact of project outcomes.

The knowledge generated by the evaluation would also feed in the design of future intervention models and contribute to documenting management and delivery approaches.

¹ Subject to a non-cost extension of 3 months which was negotiated at the time of the evaluation.

The theory-based **evaluation methodology** built on an evaluation matrix and included a mixed-methods approach, as presented in Annex 4 . Due to a large number of evaluation questions, which further increased as part of the inception process for this evaluation, the evaluation had to focus on breadth rather than depth in the analysis of issues.

Main evaluation findings: The main evaluation findings are listed by the evaluation criteria suggested in the Terms of Reference: relevance, efficiency, effectiveness, and the likelihood of sustainability and impact.

Relevance: The evaluation shows that the project was highly relevant, with its relevance even increasing in the course of its implementation.

ILO and Sustainable Development Goals (SDGs): The project is aligned to ILO's Programme and Budget 2018 – 2019 (outcome 1, indicator 1.2) and the project contributes to the SDG's 8.5, 8.6, 4.4 and 10.2 as well as the India Decent Work Country Programme (DWCP). For the *donor*, the project provides a transnational view and policy level umbrella for its project portfolio in communities and firms at country level. *G20:* The projects fills a gap for the G20 Employment Working Group by providing a comparative analysis of apprenticeship systems, policies, and practices. *ILO constituents and Member States:* The importance of apprenticeships is reflected in the decision of the ILO Governing Body to put apprenticeships as a standard-setting agenda at the International Labour Conference (ILC) 2021 and 2022 and 80% of project co-funded workshop participants stating apprenticeships as highly relevant or relevant for their organization or company.

The *project addresses cross-cutting issues* of gender, standards and social dialogue. The *partnership* between the ILO and JPMorgan Chase Foundation was individually negotiated and tailored.

Overall, the project's *theory of change* is valid, particularly after including dissemination workshops to this research and development project, which was initially not foreseen in the project document.

Efficiency: Overall, the efficiency of the project is satisfactory. The project used resources appropriately to achieve results.

The *allocation of human and financial resources* seems appropriate. The project benefitted from a *project team as a single point of contact*, but for a short interim period. *Communication* with the project team was seamless but for a time when there was staff turnover and temporary changes in roles and responsibilities in the team.

The project team managed to attain cost savings during the project implementation which were subsequently invested partly in dissemination workshops. The *project implementation rate* reached 93,4% by 14 March 2019, with USD 68,303 being unspent.

Institutional support for the project from the ILO was mixed, with challenges particularly during the process of establishing the public-private partnership (PPP). Due to the tripartite nature of the ILO and the due diligence process associated with PPP, the approval of the PPP took more time than anticipated. This did not however affected project implementation.

Monitoring performance and results followed donor practices. A more systematic approach using results frameworks or monitoring/tracking tables remains undocumented.

Effectiveness: the achievement of project results is satisfactory.

The *level of achieving results for component 2* (second edition of the Quality Apprenticeship Toolkit) and component 3 (methodology for cost-benefit analysis) has been satisfactory. For outcome 1 (G20 survey on Quality Apprenticeship systems), achievements are moderately satisfactory. Despite a solid survey report with good response rates, the G20 as a platform to launch project results had to be replaced by other fora, and formal government commitments to taking actions to promote quality apprenticeships have not materialized.

The *use of project products and knowledge* and the project's influence on policy formulation are too early to be assessed, given that some project deliverables are still being finalized while others were recently launched. Processes to facilitate the potential use of project products and knowledge were successful, particularly the dissemination workshops in Argentina, India, Indonesia and Mexico (national workshops) and Cambodia (regional workshop for Asia). Overall stakeholder satisfaction is very high, reaching for example 87% among workshop participants and ranging between 75% and 86% for changes in knowledge, awareness, and practice.

Factors influencing project results include a proactive, inclusive and “business-like” project team, which successfully mitigated implementation challenges.

Project role in PPP: The project contributed to a successful start of a partnership between the ILO and the JPMorgan Chase Foundation. The performance was based on good communication and proofing the ILO's value as a global knowledge partner.

Progress towards sustainability and impact: It is too early to credibly assess the progress towards project sustainability and impact as the delivery of project outputs is still ongoing-

It is too early to assess the contribution of the project to the development or implementation of quality apprenticeship systems or programmes. The same applies to the ownership of project results. The likelihood of the future utilization of project results seems to be given at the global level due to the engagement with IOE. Survey results from Argentina, India, Indonesia and Mexico and at a regional level in Asia are also promising. Besides, examples emerge from ILO's Skills Branch where the project's knowledge products complement the portfolio of ILO's work such as regular capacity building events at the International Training Center of the ILO (ITC) in Turin.

The project has not developed an explicit exit strategy, and an indication of closure or any follow-up initiative would be welcome for stakeholders, for example a formal or soft launch of all project deliverables as one package, such as the planned project summary brochure.

Conclusions

Relevance: Based on the above key findings, the evaluation concludes that the project was **highly relevant** to the ILO, the JPMorgan Chase Foundation, the G20 and ILO constituents and Member States, as quality apprenticeships increase in importance in the context of a widening skills gap.

Efficiency: High-quality project management and communication were overshadowed only by temporary changes in the project team's set up. Despite an overarching PPP policy the

project faced an uphill struggle in its formulation phase. Whilst the project met reporting requirements of the donor, in doing so it did not fully meet internal requirement of the ILO.

Effectiveness: High-level policy processes tend to be out of the control of individual projects. Nevertheless, the project was right to take a risk and aim for the G20 as a platform to disseminate project results. The mitigation actions taken were partly successful. The "hands-on" attitude of both the project team and the donor actively contributed to the success of the first partnership arrangement between ILO and the JPMorgan Chase Foundation.

Progress towards sustainability and impact: The project successfully identified and used entry points to the development or implementation of quality apprenticeship systems or programmes. Final results remain to be seen. Given the recent non-cost extension of the project, the project is still on time to develop and communicate an exit strategy, including how the ILO uses and aims to further disseminate project products.

Lessons learned

The efficiency of project management is directly affected by the level of continuity of a project team. Once staff changes take place, roles and responsibilities can become blurred for project stakeholders unless the process is transparent and professionally managed. As shown in the Skills That Work project, project communication can also get affected. Donors and key stakeholder tend to detect such disruptions quickly.

As expected, the quality of the project team is closely related to the overall success of the project. Transparency, inclusiveness and good communication skills often require extra efforts but proof essential to create a conducive project environment and to enhance the ownership of project results among stakeholders. In the case of inaugurating a new partnership with a project, such skills and attitudes are of particular importance.

Projects on research and policy influencing tend to face similar challenges in assessing results and impact: the time-lag between producing project research results and the finalization of the project is often insufficient to detect any changes at the policy level. The use of the KAP (knowledge, attitudes, and practice) approach can help to identify logframe KAP-related indicators for project monitoring and evaluation. Those indicators can serve as proxy indicators to bridge the gap between producing research and its uptake by policymakers.

Good practices

In employment-related projects, the early involvement of IOE ensures the relevance of outputs for the business sector. The global reach of IOE adds value to ILO's dissemination efforts. At the country level, technical specialists in ILO country offices can indicate whether centrally managed projects are of interest to local constituents. If affirmative, the technical specialists can facilitate contacts and magnify the dissemination efforts of centrally managed projects. However, when involving country offices, the HQ staff needs to be aware of the additional workload on technical staff in the field.

Recommendations

Relevance

R 1: ILO: ILO projects with a research and development focus should include an appropriate dissemination component for project uptake.

Priority: Medium: Next 12 months.

Resource requirement: To be included in the project budgets as a separate budget line, with specific resource requirements depending on the overall project budget.

R 2: ILO PARDEV: The ILO is encouraged to further disseminate its PPP policy to project and technical teams and consider reviewing its PPP procedures as part of the development of its new cooperation strategy 2020-2025.

Priority: Medium: Next 12 months.

Resource requirement: N/A

Efficiency

R 3: ILO: ILO should ensure that project logframes meet quality standards as set out in the ILO's Development Corporation Internal Governance Manual, even when project templates are provided by the funding partner.

Priority: High: Next 3 to 6 months.

Resource requirement: N/A

Progress towards sustainability and impact

R 4: The project team should use the project extension to develop and communicate an explicit exit strategy, including how the ILO uses project products.

This process could include a formal or soft launch of all project deliverables as one package, such as the planned project summary brochure.

Priority: Very high: Next 3 months.

Resource requirement: Approximately USD 10.000 (if formal launch is included)

Section I: Introduction

This document constitutes the report of the independent final evaluation of the ILO projects: Improving the employability of low and middle-skilled workers; “Skills that Work” (GLO/16/34/JPM).

Following the inception report outlining mainly the evaluation approach and methodology, including data collection tools², this report is the second main deliverable of the evaluation.

1.1 Project background

The “Skills that Work” project (“the project”) is a 24-month, US\$1.037.238 million initiative funded by JPMorgan Chase Foundation and implemented by the ILO. The Project aimed at supporting and monitoring the development of national apprenticeship systems in the framework of the G20 Initiative to Promote Quality Apprenticeships, by developing the capabilities of beneficiary countries to improve the delivery of demand-led training in the technical and vocational education and training system, working in close partnership with the private sector.

For the ILO, this project constitutes the first partnership with the JPMorgan Chase Foundation³. For the JPMorgan Chase Foundation, the project is the first of its nature with a United Nations organization, as confirmed during the interview with the donor.

The project document summarize the project background as follows⁴:

“Since 2012, the ILO promotes and implement quality apprenticeships at the request of its member countries. The Skills that work project, with its immediate and the development objectives focusing on knowledge development and dissemination, is fully in line with the United Nations (UN) Sustainable Development Goals (SDGs)⁵, notably SDG-8⁶ “Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all” and SDG-4⁷ “Ensure inclusive and equitable education and promote lifelong learning opportunities for all” and the G20 Initiative to Promote Quality Apprenticeships⁸.

The project aims to use ILO's technical capacity, expertise and network to leverage the G20 Initiative to Promote Quality Apprenticeships by facilitating knowledge exchange on apprenticeships through peer learning, practical tools, and guidelines and methodological guidance. The field of intervention of Skills that work is capacity building and knowledge generation and dissemination. The project implements a work-plan that seeks to develop the capabilities of target countries to improve their quality apprenticeship systems, extend their capacity to train better those who need it the most and thereby contribute to each

² ILO, 2018: Terms of Reference. Terms of Reference, Final Independent Evaluation of Project Skills that Work. Page 7.

³ Given the focus of the ILO's Evaluation Office (EVAL) on Public-Private Partnerships (PPP) in 2019 as part of a High-Level Evaluation, project evaluation results on PPP appear timely

⁴ ILO, 2018: ILO, 2018: Terms of Reference. Terms of Reference, Final Independent Evaluation of Project Skills that Work. Pages 1-2.

⁵ <https://sustainabledevelopment.un.org/?menu=1300>

⁶ <https://sustainabledevelopment.un.org/sdg8>

⁷ <https://sustainabledevelopment.un.org/sdg4>

⁸ https://www.ilo.org/wcmsp5/groups/public/---dgreports/---dcomm/documents/statement/wcms_499403.pdf

country's competitiveness and economic growth by reducing skills mismatch.

By the end of the project, ILO expects that, as a result of the project, G20 member states will enhance their commitment to promoting quality apprenticeships at the country level. Besides, it is also expected that at least five G20 member states take additional actions to promote quality apprenticeships, such as capacity building activities or awareness-raising activities".

The project had the following Immediate Objective: "Enhanced capacity of G20 member states to develop and implement effective quality apprenticeship systems".

Three outputs constituted the project:

- Output 1: Increased knowledge of national initiatives to promote quality apprenticeships
- Output 2: A global cost-benefit analysis methodology on quality apprenticeships proposed and piloted in South Africa
- Output 3: Guide and tools to design quality apprenticeship systems and programmes produced and disseminated.

The ILO in Geneva was responsible for implementing the project, in close cooperation with the donor and strategic partners such as the IOE on Output 1. ILO country offices with skills experts supported the national project dissemination workshops in Argentina, India, Indonesia and Mexico and the regional project dissemination workshop for Asia in Cambodia.

1.2 Evaluation purpose and scope

The evaluation Terms of Reference (ToR)⁹ outline the **evaluation purpose** as follows:

"The purpose of the final evaluation is to prove the impact of the project while assessing the overall performance of the project in meeting its objectives, based on the standard evaluation criteria of relevance, impact, effectiveness, efficiency, and sustainability of project outcomes.

The knowledge generated by the evaluation will also feed in the design of future intervention models and contribute to documenting management and delivery approaches".

During the kick-off meeting with the project team, the consultant and EVAL clarified that this evaluation is a final project evaluation rather than an impact evaluation and that expectation need to be managed accordingly. Given the number of consultancy days and budget available for the evaluation, as well as the evaluation design refraining from field visits, only progress towards or likelihood of impact will be assessed. The inception report also flagged this issue and was acknowledged by the ILO evaluation management set-up.

The **evaluation scope** was to cover the entire duration of the project since its inception. The evaluation consultant contacted all project stakeholders.

⁹ Ibid, page 4-5.

Clients and beneficiaries of the evaluation: The main clients for this evaluation are the ILO, including the Employment Policy Department, Partnerships and Field Support department (PARDEV) and the JPMorgan Chase Foundation as the donor. Beneficiaries are the relevant ILO country offices, regional skills specialists, the International Organization of Employers (IOE) and project implementation partners.

The evaluation started with a kick off meeting on 22 January 2019. A meeting to validate the project's reconstructed Theory of Change took place on 8 March 2019. After the data collection and data analysis, the evaluation consultant presented the draft report to project stakeholders on 5 April 2019. All three key meetings took place at the ILO's headquarters in Geneva.

1.3 Evaluation methodology and approach

The evaluation consultant used a **theory-based evaluation approach** for this final evaluation. The suggested approach addressed the expected time-lag between the mainly research-based results of the project and the outcome level changes concerning G20 member states commitments to promote quality apprenticeships and related pledges. The approach was successfully used in recent evaluations for international organizations, including the ILO in 2018.¹⁰

A theory-based evaluation specifies the intervention logic, also called "theory of change" that is tested in the evaluation process. The theory of change is built on a set of assumptions around how the project designers think a change will happen. This includes a pathway from quality research to effective research dissemination and capacity building, followed by ultimate uptake at the policy and practical level. The evaluation approach is explained in detail in the inception report.

The final evaluation used a rigorous triangulation of data, including the following main steps: i) **Kick-off meeting** with the evaluation manager, EVAL, the Departmental evaluation focal point and the project team; ii) **desk review** of project documentation and relevant materials¹¹; iii) **Telephone & face-to-face interviews** with the project team and other relevant ILO staff in Geneva¹²; iv) **Theory of Change validation meeting** with the evaluation manager and the project team in Geneva to clarify the intervention logic¹³; v) **On-line survey in English and Spanish** for participants of national workshops held in Argentina, Mexico, Indonesia, India, and the regional workshop held in Cambodia¹⁴; vi) **Telephone/ Skype interviews** with a panel of technical experts (previously engaged in the project), the donor, and ILO staff based in decentralized offices in English, Spanish and German¹⁵; vii) **Draft report** for feedback to the project team (factual validation) and the evaluation manager (quality assurance); viii) **Presentation of emerging evaluation findings** to the evaluation manager, the project team and relevant stakeholders in Geneva following data analysis; and ix) **Finalization of evaluation report** and presentation in person to the evaluation manager

¹⁰ Engelhardt, A./ILO 2018: Independent Midterm Evaluation. ILO Projects. 1) Improving Indigenous peoples' access to justice and development through community-based monitoring (GLO/16/24/EUR), and 2) Promoting indigenous peoples' human development and social inclusion in the context of the implementation of the 2030 Agenda for Sustainable Development (GLO/16/23/EUR).

¹¹ This is one of the main data sources.

¹² Ibid.

¹³ Ibid.

¹⁴ Ibid.

¹⁵ Ibid.

and the project team focus on conclusions, recommendations, lessons learned and best practices.

The evaluation reached 61.5% of stakeholders listed by the project team, through interviews, mainly telephone interviews (16 out of 26 stakeholders reached). The evaluation survey of workshop participants was successful, with a response rate of 26,7% (63 out of 236 participants responding). Figure 2 outlines the types of respondents to the evaluation survey combined with the countries reached by the project.

As suggested in the ToR, the evaluation consultant applied standard evaluation criteria of relevance, effectiveness, efficiency, and progress towards sustainability and impact of project outcomes.

The evaluation questions are listed in detail in the evaluation matrix in Annex 4. The evaluation answered the following main evaluation questions:

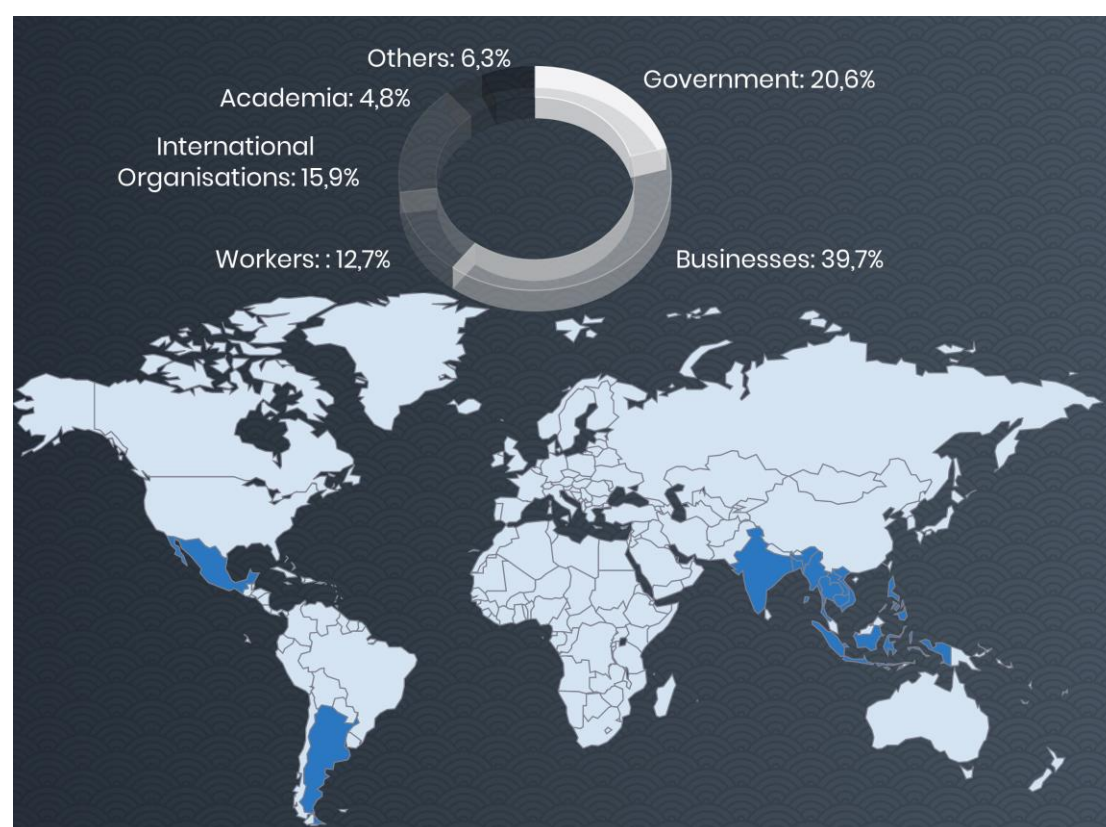
1. Relevance: Was the project doing the right thing?
2. Validity of project design: Was the project designed realistically?
3. Effectiveness: were project results achieved and how?
4. Efficiency: Were resources used appropriately to achieve project results?
5. Were management arrangements effective?
6. Progress towards impact and sustainability of results: are results likely to have an effect and likely to last?

This evaluation complied with UN norms and standards for evaluation¹⁶ and ensured that ethical safeguards concerning the independence of the evaluation were followed¹⁷.

¹⁶ UN Evaluation Group Norms and Standards (2016): <http://www.unevaluation.org/document/detail/1914>

¹⁷ UN Evaluation Group code of conduct (2008): <http://www.unevaluation.org/document/detail/100>

Figure 2: Classification of evaluation survey respondents (workshop participants)



1.4 Limitations

Minor limitations concerned delays in contracting the evaluator. The evaluator managed the delays by reducing the time for feedback on evaluation deliverables such as the inception and draft report.

The project logframe is presented in a basic format lacking assumptions and using a terminology which lacks a clear distinction between outputs and outcomes¹⁸, constituting another limitation.

Due to a large number of evaluation questions, which further increased as part of the inception process for this evaluation, the evaluation had to focus on breadth rather than depth in the analysis of issues. This caveat was communicated to the evaluation manager during the kick-off meeting and acknowledged in the inception report.

Given the institutional importance of this first partnership engagement between the JPMorgan Chase Foundation and the ILO, the expectations for this evaluation need to be carefully managed. The research and capacity building nature of the project and the final launch of some projects outputs during the duration of evaluation determine that the possibilities for assessing impact, i.e., long term results were limited¹⁹. Impact measures

¹⁸ During the inception phase, the evaluation found that outcomes are in fact mixed with activities and outputs in the right-hand column of the logframe format titled « outcomes » in Appendix B of the project document.

¹⁹ While the evaluation could usefully include suggestions for further analysis of impact, at the inception stage the required baselines and benchmarks seem to be missing for a purposeful impact assessment. Particularly the project output titled "Understanding the non-marketable benefits of apprenticeships in South African

such as changes in knowledge, attitudes, and practice (KAP), including policy change were unlikely to be fully applicable. As such, the evaluation focused on the likelihood of changes. An ex-post assessment could be useful to further assess the projects' contribution to policy change.

Finally, from the workers' side, no representative was available for an interview.

1.5 Reconstructed project Theory of Change

The evaluation used the available project documentation and reconstructed the "Skills that Work" project's intervention logic, the "theory of change," as presented in Figure 3. The reconstructed theory of change was useful for the evaluation and was accepted by the project team and main stakeholders.

The reconstructed Theory of Change of the "Skills that Work" project contains the following elements:

- Formulation of the main problems
- Outputs (short-term results) and related assumptions
- Barriers to moving from outputs to outcomes (medium-term results)
- Outcomes
- Impact statement (long-term results)
- Linkages to external drivers of change catalyzing the achievement of the impact
- Main assumptions

The **main problems** considered by the project comprise skills mismatch and lack of knowledge of capacities for apprenticeships, as presented below:

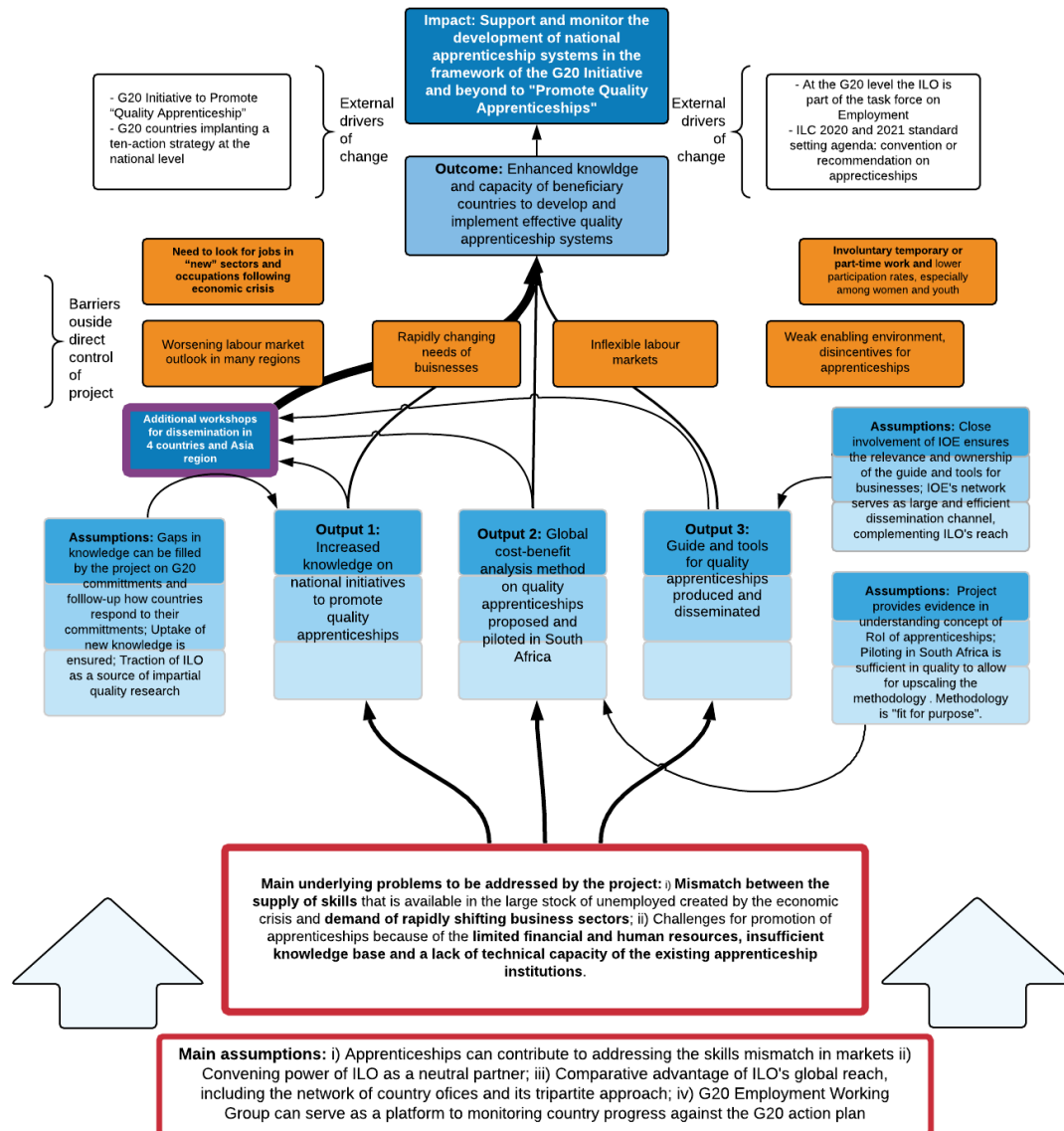
i) A mismatch between the supply of skills that is available in the large stock of unemployed created by the economic crisis and demand of rapidly shifting business sectors; ii) Challenges for the promotion of apprenticeships because of the limited financial and human resources, insufficient knowledge base and a lack of technical capacity of the existing apprenticeship institutions.

A particularity of the project's Theory of Change is the dissemination workshops which did not figure in the original project document but were considered and subsequently organized due to cost saving in the project.

Section 2.6 assesses the value of those workshop for disseminating project outputs and connecting to businesses and relevant institutions, as well as the overall validity of the Theory of Change of the "Skills that Work" project.

enterprises" seems of limited value for such a purpose, given that the analysis for apprentices is based on a sample size of 17 (seventeen) persons, lacking any representativeness at the national level.

Figure 3: Reconstruction of the Theory of Change for “Skills that Work”



Section II: Findings and conclusions

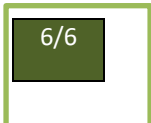
2. Relevance: was the project doing the right thing?

Key findings: The evaluation shows that the project was highly relevant, with its relevance even increasing in the course of its implementation.

- The project is aligned to ILO's Programme and Budget 2018 – 2019 (outcome 1, indicator 1.2) and the project contributes to the SDG's 8.5, 8.6, 4.4 and 10.2 as well as the India DWCP;
- For the donor, the project provides a transnational view and policy level umbrella for its project portfolio in communities and firms at country level;
- The project contributes to fill a gap for the G20 Employment Working Group by providing a comparative analysis of apprenticeship systems, policies, and practices;
- The importance of apprenticeships for ILO constituents and ILO Member States is reflected in elevating apprenticeships to the ILC 2021 and 2022 standard-setting agenda and 80% of project co-funded workshop participants stating apprenticeships as highly relevant or relevant for their organization or company;
- The cross-cutting issues of gender, standards and social dialogue are addressed in the project;
- Overall, the project's theory of change is valid, particularly after including dissemination workshops to this research and development project, which was initially not foreseen in the project document;
- The partnership between the ILO and JPMorgan Chase Foundation was individually negotiated and tailored, in an initially challenging environment for such partnerships in the ILO.

The evaluation finds that the relevance of "Skills that Work" project is highly satisfactory (6/6) based on EVAL's 6-point scoring methodology. In four out of seven sub-criteria the program shows highly satisfactory relevance²⁰.

2.1 Alignment to ILO mandates and Sustainable Development Goals (SDGs)

 The "Skills that Work" project is well aligned²¹ to the ILO's Programme and Budget 2018 – 2019. Under outcome 1 "More and better jobs for inclusive growth and improved youth employment prospects," apprenticeships programmes are listed under the success criteria for indicator 1.2²²: "New or improved programmes, including apprenticeship and entrepreneurship programmes, that facilitate school-to-work transition for young women and men including disadvantaged youth are put in place and regularly assessed."

²⁰ Evaluation question 1.1, as listed in the evaluation matrix is addressed in sections 2.2, 2.3 and 2.4. Evaluation question 1.2 is answered in section 2.1. Evaluation question 1.3 is answered in sections 2.1 and 2.1.1. Section 2.6 responds to evaluation questions 2.1 and 2.2. Section 2.5 addresses evaluation questions 2.4 and 2.5. Evaluation question 2.7 is addressed in section 2.7.

²¹ In the relevance section the focus is on alignment to SDGs rather than contribution

²² Number of member States that have taken targeted action on decent jobs for young women and men through the development and implementation of multi-pronged policies and programmes

At the level of the Skills and Employability Branch (SKILLS), the project contributes to the branch's "Skills strategies for future labour markets"²³, more specifically the work on skills mismatches. The project addresses skills mismatches identified as structural challenges in ILC 2013 and ILC 2014.²⁴

On an implementation level, the ILO/SKILLS has promoted and implemented quality apprenticeships at the request of its member countries since 2012. As stated in the "Skills that Work" project's concept note "the ILO assisted Greece, Portugal Spain, and Latvia to put in place or strengthen apprenticeships systems. In Kenya, Bangladesh, and India the ILO contributed to the countries' apprenticeships systems reform and expansion. In Mexico, the ILO supported the reform and expansion of apprenticeships in the sugar and tourism sector with a focus on Small and Medium Enterprises (SMEs). In Jordan, the ILO helped in the creation of a new apprenticeship system in the automotive and manufacturing sectors. Moreover, the ILO has conducted research and developed key tools to build and develop already existing apprenticeship systems in member countries"²⁵.

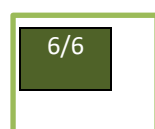
The project contributes to three SDG: SDG4, SDG 8 and SDG 10.

A contribution is given to SDG 8, "Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all," being at the core of ILO's mandate. More specifically, SDG 8.6 refers to addressing the challenge of "youth not in employment, education or training" and SDG 8.5²⁶ to employment of young people more generally.

The project also contributes to SDG 4.4 "substantially increase the number of youth and adults who have relevant skills, including technical and vocational skills, for employment, decent jobs, and entrepreneurship."

More indirectly, the project contributes to SDG 10.2 "empower and promote the social, economic and political inclusion of all, irrespective of age, sex, disability, race, ethnicity, origin, religion or economic or other status."

2.1.1 Decent Work Country Programmes



The ILO established Decent Work Country Programmes (DWCP) with one country benefitting from the project: India.

Apprenticeships figure under outcome 2.2 of the India DWCP 2018 – 2022: "By 2022, states have adopted multi-pronged skill development strategies and have improved quality and access to skills and employment services". For other beneficiary countries, no DWCP's are in place.

As the project aims to include G20 countries, it also aligns with the following CPO's for Russia, Mexico and Indonesia:

- RUS155: Increased decent work opportunities for young women and men; ^[L]_[SEP]
- MEX104: Mandantes diseñan y aplican políticas, programas e instrumentos para impulsar el empleo y trabajo decente de jóvenes; ^[L]_[SEP]
- IDN128: Improved policies and programmes to better equip young women and men entering the world of work. ^[L]_[SEP]

²³ <https://www.ilo.org/skills/areas/skills-training-for-poverty-reduction/lang--en/index.htm>

²⁴ https://www.ilo.org/skills/areas/skills-training-for-poverty-reduction/WCMS_564498/lang--en/index.htm

²⁵ ILO, 2017: Concept Note: Skills that work Project

²⁶ By 2030, achieve full and productive employment and decent work for all women and men, including for young people and persons with disabilities, and equal pay for work of equal value

2.2 Relevance for strategies of donor



The project fits well into the broader philanthropy work of JP Morgan and its mainly project-focused portfolio in communities and firms. In that respect, the “Skills that Work” project adds the value of an international organization with a transnational view and engagement at the level of policy development.

The selection of countries for the dissemination workshops was guided by countries with a JPM representation, as well as the interest of the ILO country offices.

2.3 Relevance for G20 countries needs



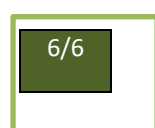
At the G20, employment issues are prominent, as reflected in the G20 Employment Working Group. While each presidency sets its agenda for the G20, skills issues remain high on the agenda. The ILO actively contributes to the debate around skills issues, together with the Organisation for Economic Cooperation and Development (OECD).

The “Skills that Work” project fills a gap for the G20 Employment Working Group, as it goes beyond the presentation of national good practice examples in skills development and provides a comparative analysis of systems, policies, and practices with a clear focus on quality apprenticeships. At the same time, the project allows the ILO and JPM to follow-up on the G20 commitments made on apprenticeships.

“The relevance of the project is increasing. We find a conducive environment for policy dialogue, at all levels, including the G20 and the ILC, with apprenticeships on the agenda for 2021 and 2022”.

Source: Project stakeholder

2.4 Relevance for Member States



In changing labour markets, the skills demand, and mix are changing combined with changing business models in the digital and platform economy. In that context, education models, including vocational training are not sufficiently adapting, widening skills gaps. The importance of those issues for the ILO's Member States is reflected in elevating apprenticeships to the ILC 2020 and 2021 standard-setting agenda where Apprenticeship will be to be discussed twice to adopt a convention or recommendation on apprenticeships. This process goes well beyond the G20 setting and also stresses the global relevance of the project.

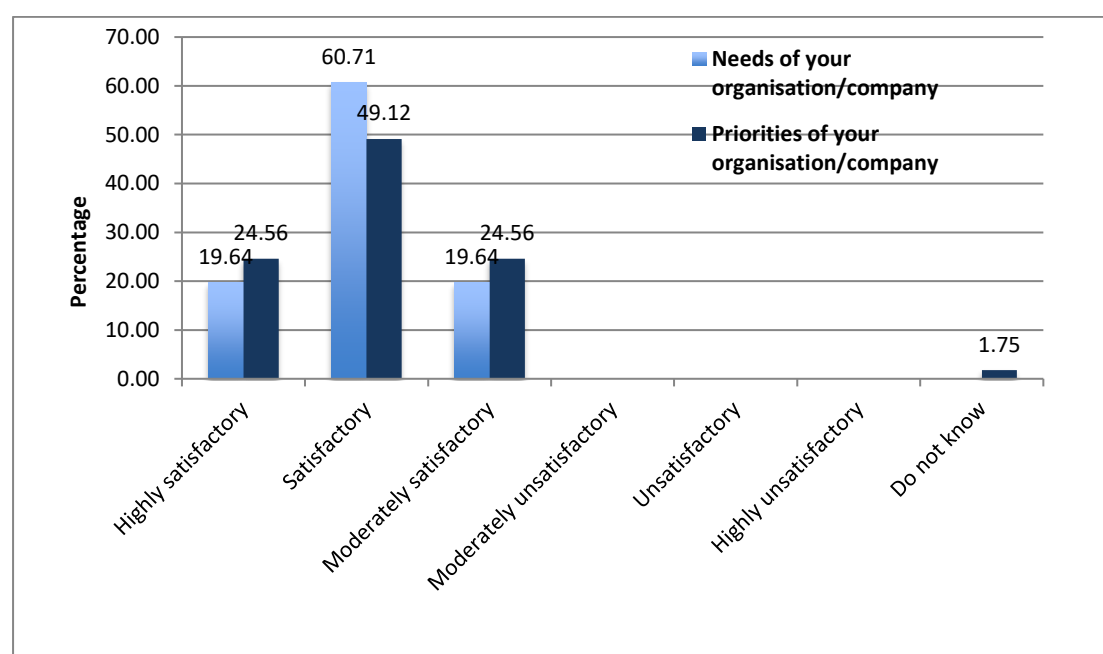
“Apprenticeships have never been more important than today.”
“We experience a strong momentum for apprenticeships in the ILO.”

Source: project stakeholders

The evaluation survey provides quantitative insights into the relevance of the project for Member States, reaching 63 out of 236 workshop participants (26,7% response rate).

Figure 4 shows that 80% of participants judged the dissemination workshops as highly satisfactory or satisfactory in meeting their organizations or companies need and 74% for meeting their organizations or companies priorities.

Figure 4: Relevance of the project co-funded workshops for participants



The following paragraphs analyze the relevance of the project for countries benefiting from dissemination workshops.

India: Apprenticeships are very relevant in India, given that skill are among the main policy priorities of the government (“Skilling India”). The National Council for Applied Economic Research (NCAER) launched a report in 2018 titled “Skilling India: No time to lose” to address India’s vicious cycle of poor skilling and insufficient good jobs. Interestingly, a grant from JP Morgan supported the NCAER research.

In this context, the workshop of the “Skills that Work” project was very timely, with the Managing Director of JP Morgan Chase in India also participating.

South Africa: Due to the numerous changes in the national apprenticeship system, research on apprenticeships is still relevant in South Africa. Though apprenticeship policies seem somewhat advanced, implementation issues emerge. Better links between Technical and Vocational Education and Training (TVET) colleagues, oversight bodies and companies are required particularly for newer skills here the accreditation system reacts less dynamically. With upcoming elections in South Africa in November 2019, the government called for a skills summit in March 2019. The ILO’s skills specialist in Pretoria takes such opportunities to share the research results of the project.

Mexico: With a new government in place since December 2018, the timing of the project dissemination workshop was perfect. While the new government has a flagship programme on youth employability for needs youth, a tripartite approach was missing in setting up the programme. The workshop was an opportunity to bring the tripartite partners together on skills development.

The project workshop was also timely to inform stakeholders and promote apprenticeships while the government is still forming its views on apprenticeships. At the same time donors such as the British government interested in investing in skills development in Mexico.

2.5 Compatibility with the cross-cutting issues



Standards: Quality apprenticeships are of increasing relevance also for the ILO cross-cutting issue of standards. The topic is on the agenda for the International Labour Conference (ILC) for 2021 and 2022 with the aim to either develop a convention on quality apprenticeships or a recommendation.

Gender: While the project design did not include a specific gender focus, the project's survey on the National Initiatives to Promote Quality Apprenticeships in G20 Countries²⁷ considered gender equality.

The G20 survey report contains the following analysis on gender representation in quality apprenticeships²⁸: "Four employer bodies and ten trade union organizations have taken action to promote gender equality in apprenticeships.

Examples given by employers' organizations in their replies were not specifically geared to apprenticeships. They included:

- Germany's *MINT Zukunft schaffen* (MINT Create the Future), which focuses on science, technology, engineering and mathematics (STEM); and 'Girls Days' and 'Boys Days' in Germany where girls and boys learn about areas in which they are underrepresented; and
- 'Women In STEM' in the United Kingdom.
- South Africa mentioned that a policy on gender participation in the labour market was currently being drafted. Although it is not targeted especially at apprenticeships, it would nonetheless help to attract women into apprenticeships.

The trade union organizations were more specific in their actions to promote gender equality in apprenticeships. They described specific institutional responses or programmes, such as the establishment of departments to promote women's participation, or initiatives with specific companies or sectors. Several reported that they have undertaken general campaigning on gender participation, with the United Kingdom mentioning specific activity in the engineering sector".

Concerning inclusiveness, activities to promote inclusiveness in apprenticeships are most common for identified special needs group, slightly less common for gender representation, and least common for access by rural people among employers' and workers' organizations. Trade unions reported a higher degree of involvement than employers' organizations, being twice as active around gender and rural issues.

The box below is taken from the project's G20 survey²⁹ to show how trade unions organizations promote gender equality in apprenticeships.

²⁷ ILO, 2018: ILO Survey Report on the National Initiatives to Promote Quality Apprenticeships in G20 Countries

²⁸ Ibid, page 66.

²⁹ Ibid, page 67.

Country/ organization	Good practice example
Argentina, Department of Women of the Construction Workers Union of the Argentine Republic (UOCRA)	The Department of Women of the Construction Workers Union of the Argentine Republic - UOCRA, has as its objective: to assist Construction Workers, Delegates and the Workers of the UOCRA Social Network, in different topics related to the defence of their labour rights, with their professional training and with their rights and those of their children and their family. In this framework, different training actions are being developed, such as: - "UOCRA Training Program - Women": The objective of the Program is union training for delegates, construction workers, and workers of the UOCRA Social Network; for the purpose of strengthening our Institution and improving union action for the benefit of the workers and their families. Workshops are held annually on the following subjects: Social protection for workers from a gender perspective; risks associated with gender roles; discrimination – double working hours and sexual harassment; risks in construction from a gender perspective; ergonomic risk, physical risk, and chemical hazards.

During the project dissemination workshop in Indonesia, stakeholder discussed the dimension of gender equality concerning the tools for quality apprenticeships.

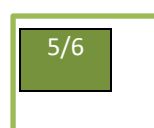
Social dialogue: For the International Employers Organization (IEO), the "Skills that Work" project contributes to addressing the dramatic evolvement of changing skills requirements over the last decade.

The importance of apprenticeships for employers is also shown in the Global Apprenticeship Network (GAN), a "business-driven alliance with the overarching goal of encouraging and linking business initiatives on skills and employment opportunities for youth – notably through apprenticeships."

At the same time, the IEO stressed that more efforts would be required for ILO to anticipate skills needs and for the ILO to find its place among the global skills leaders such as the OECD. Opportunities emerge for the Skills Branch to undertake more research in the area of the "Future of Work." A focus on soft skills would also be valuable and increasing in importance, as the latter are difficult to be replaced by automatization, including artificial intelligence.

From the workers' side, no representative was available for an interview.

2.6 Validity of the Theory of Change



Overall, the project's theory of change is valid, particularly after including dissemination workshops to this knowledge-oriented project, which was initially not foreseen in the project document³⁰.

The project's pathway from quality research to effective research dissemination and capacity building, followed by ultimate uptake at the policy and the practical level is primarily based on the logic of research projects.

The addition of workshops at a national and regional level to the project proofed highly valuable for a more targeted dissemination of project results. The graphic in Figure 3 (section 1.5) shows that the workshops catalyzed the main flow from the outputs to knowledge and capacity changes at the outcome level.

³⁰ Initially the project document included a residential training/familiarization workshop in Turin for key national stakeholders. During the project this was changed to focus on national workshops.

The **barriers** identified in the project document seem correct, beyond the remit of the project while the **main problems** addressed by the project are spelled out: i) the skills mismatch, and ii) limited knowledge and capacity to promote apprenticeships.

The **assumptions** of the project mainly hold.


At the output level, the assumption of the complementary nature of the International Organization of Employers' (IOE) network and ILO's reach for disseminating guidance and tools was correct but required further strengthening, as applied through the targeted workshops at businesses, institutions, and policymakers at country and regional level.

For the main assumptions, the role of the G20 Employment Working Group (EWG) did not materialize as originally envisaged: The assumptions that the G20 survey would be conducted under the auspices of the G20 EWG and be an initiative that would lead to monitoring country progress against the G20 action plan did not hold.

A secondary gap emerges for the comparative advantage of the ILO's network of country offices. While the workshops were demand led and benefitted from the involvement of ILO country offices, following liaison of the project team with relevant skills specialists in country offices, the research component in South Africa was more supply driven. Due to the initial absence of a skills specialist in Pretoria, the start of the cooperation between the project and the country office was suboptimal.

The project document correctly specified the external drivers of change, mainly the G20 countries' engagement for apprenticeships. The ILC 2021 and 2022 for standard setting on apprenticeships emerges as an important additional driver of change towards the end of the project implementation.

2.7 PPP approaches in the ILO

 The partnership between the ILO and JPMorgan Chase Foundation was individually negotiated and tailored. The PPP is broadly aligned with the ILO's guiding principles for PPP.³¹ At the time of the project design, a specific partnership policy for private sector engagement was in place in the ILO³², with comprehensive PPP guideline published in January 2019³³. At the time of this evaluation, the revision of the ILO's PPP in the development cooperation strategy' is still under development. A high-level evaluation scheduled by EVAL for 2019 is likely to inform that strategy revision, according to PARDEV.

Given that this project was the first opportunity for both organizations to partner, concepts and language use in international organizations and the private required clarification. For

³¹ ILO, 2019: Guidelines for developing Public Private Partnerships, page 3.

³² The following PPP-related guidance documents were available in the ILO at the time of project design: *guiding principles* (ILO 2009: Public-private partnerships. Director-General announcement. IGDS Number 81 and ILO 2014: Engagement with the private sector. Director-General announcement. IGDS Number 400), and *office procedures* (ILO, 2009: Public-private partnerships. Office procedure. IGDS Number 83 and ILO, 2014: Engagement with the private sector. Office procedure. IGDS Number 398). It was not clear for some ILO stakeholders whether a formal PPP policy existed in the organization. While some stakeholders argued such a policy would not exist, the evaluation found that the 2009 Director-General announcement (IGDS Number 81) constitutes a PPP policy.

³³ ILO, 2019: Guidelines for developing Public Private Partnerships

the concept note and mid-term assessment (“impact reporting”), the project used formats and criteria of JPMorgan, while for the project document and final evaluation, ILO templates and standards were applied.

As in the case of the partnership between the ILO and the Master Card Foundation, the private sector partner benefitted in broadening its knowledge base of apprenticeship policies. JP Morgan Chase Foundation’s country-level projects were complemented with a broader global view and normative aspects of apprenticeships.

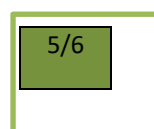
3. Efficiency: were resources used appropriately to achieve project results?

Key findings: Overall, the project used resources appropriately to achieve results.

- The allocation of human and financial resources seems appropriate. The project team managed to attain cost savings during the project implementation which were subsequently invested partly in dissemination workshops and the development of additional knowledge products;
- The project implementation rate reached 93,4% by 14 March 2019, with US\$ 68,303 being unspent;
- Institutional support in the ILO for the project was mixed, with challenges particularly during the process of establishing the PPP;
- Communication with the project team was seamless but for a time of staff turn over and temporary changes in roles and responsibilities in the team;
- Monitoring performance and results followed donor practices.;
- Project management: The project benefitted from a project team as a single point of contact, except for a short interim period.

The efficiency of the project is satisfactory (5/6) with six out of seven sub-criteria showing satisfactory performance³⁴.

3.1 Delivery of project outputs



Some project activities experienced delays, but overall the cost-effectiveness of activities seems acceptable. The project team managed to achieve cost savings during the project implementation. Following communication with the donor, those savings were invested in dissemination workshops and other knowledge products.

For Output 1 (increasing the knowledge of the national initiatives to promote quality apprenticeships in G20 countries), the survey of governments, workers and employers was delayed but extending the deadline for survey responses ultimately resulted in a higher response rate.

Output 2 (researching the non-market benefits of apprenticeships in South African enterprises) experienced delays due to challenges in accessing enterprises but the research was delivered and published. The output built on a validated discussion paper on different methodologies, also funded under the project.

At the South Africa National Skills Conference and Awards in March 2019, the ILO skills specialist in the ILO Pretoria office was due to present the research results again jointly with the OECD, using the project deliverables as a door opener for discussing cooperation opportunities with relevant national stakeholders. This approach seems to indicate cost-

³⁴ Section 3.1 address evaluation question 4.1, as listed in the evaluation matrix. Section 3.2 targets evaluation question 4.2. Section 3.3 responds to evaluation question 4.3. Section 3.4 responds to evaluation question 5.1 and section 3.5 answers evaluation question 5.2. Section 3.6 targets evaluation question 5.3 and section 3.7 addresses evaluation question 5.4.

effectiveness for the dissemination of project results, as no project resources are required for the additional dissemination³⁵.

Output 3 (Tools for quality apprenticeships in enterprises) was accomplished and tools disseminated including through the workshops.

The delivery of project outputs was mostly efficient. The IOE praised the project team for closely engaging partners and an "adaptive management" approach. As such, the project team contacted partners as issues emerged during the project, analyzed challenges jointly and identified mitigation measures.

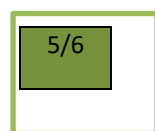
While no significant delivery challenges emerged for Output 1 and 3, Output 2 suffered some limitation for efficient delivery. Communication was at times suboptimal, as further specified in section 3.5. The research approach suffered changes, as access to company data was unexpectedly restricted due to legal issues, causing delays in the delivery of the research.

The delivery of project dissemination workshops shows efficiency gains, as the project acted as a co-funder and managed to arrange the workshops in conjunction with other scheduled events, where possible.

In the case of South Africa for example, a workshop sharing the research results produced under Output 2 was organized back-to-back with an OECD workshop on community education and training programmes, which was also funded by the JP Morgan Chase Foundation.

The regional workshop in Cambodia was cofounded by the ILO and the Swiss and Chinese governments.

3.2 Allocation of human and financial resources



The allocation of 40% of the project budget to project management and oversight costs³⁶ for staff, including one administrative assistant, and one intern. The ILO provided in-kind support through the engagement of at least two technical experts. Despite spending those human resource budgets by 2018, the project management continued to support the project in 2019 during the period of project extension.

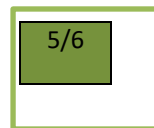
Adding an apprenticeship expert to the project team was envisaged but did not materialize as planned.

Otherwise, the allocation of financial resources seems appropriate, with some saving under most budget lines, as further specified in the next section (3.3).

³⁵ Similar additional ad hoc dissemination activities can be expected through the network of ILO regional skills specialists.

³⁶ Costs for technical work and inputs required for the delivery of outputs were budgeted under the project outputs.

3.3 Budget structure and financial planning process



The total project budget was US\$ 1,037,238 with an implementation rate of 93,4% (US\$ 968,935) as of 15 March 2019.³⁷

Figure 5 shows the five main budget lines, with 48,1% of the budget aligned to the project outputs. 40% of the budget covered project management and oversight and 11,5% project support costs and provisions for any cost increase.

Figure 5: Project budget structure

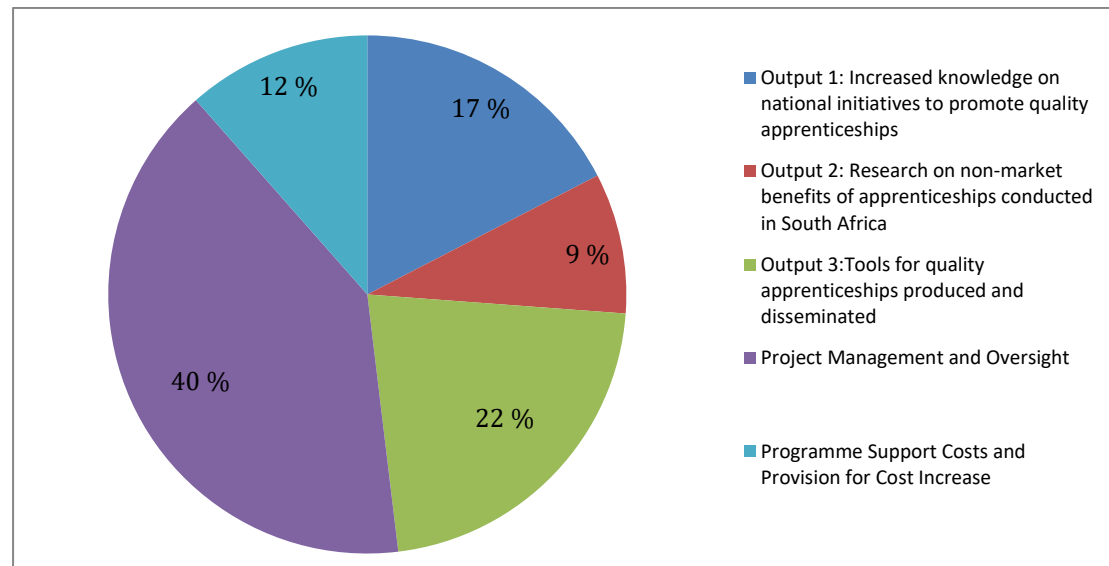
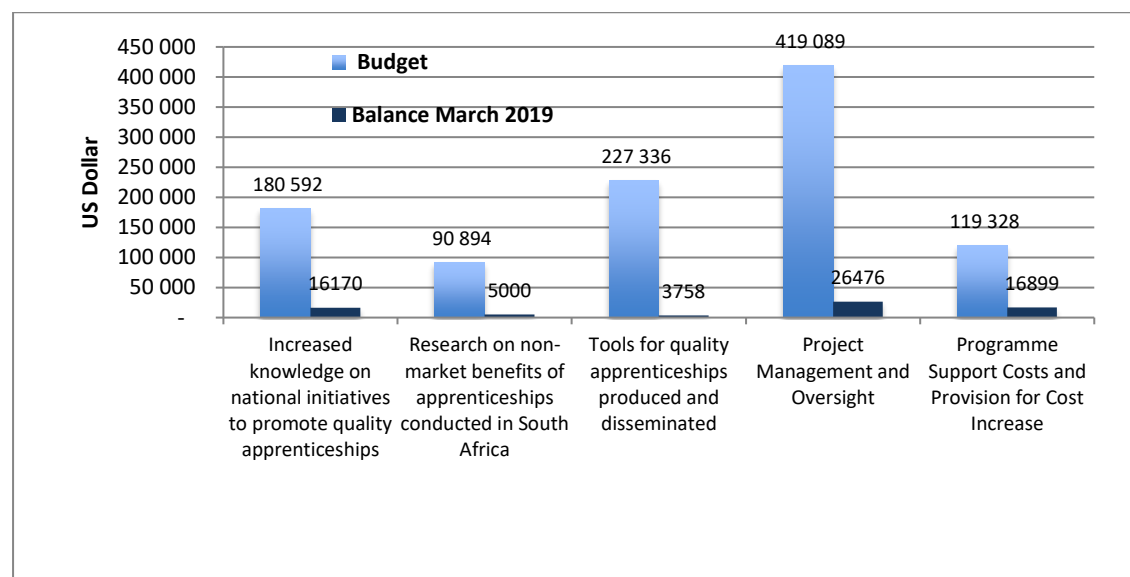


Figure 6 shows the main budget lines in US Dollars, including the balances as of 14 March 2019. No budget line with significant underspent emerges.

Figure 6: Project expenditure by budget line



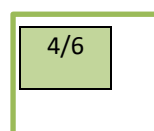
³⁷ The source for this data is an excel file provided by the project team titled: "Project status JPM, 15 March 2019". The committed expenditure is not presented in that specific file.

The project outputs include consultants costs, for example the costs for the production of the methodological discussion paper for non-market benefits of apprenticeships or the costs for piloting the methodology in South Africa.

The budget for project management and oversight covers staff costs, including one administrative assistant and one intern, as well as monitoring and evaluation. The later budget line refers to the final independent evaluation.

Concerning financial planning and execution, the evaluation noted the project team's careful approach to budget management. Savings allowed for undertaking four national workshops (Argentina, India, Indonesia, and Mexico) and a regional workshop for the Asia region (Cambodia). Those workshops were co-financed from savings in the project budget and served the dissemination of research results and the development of additional knowledge products.

3.4 Political, technical and administrative support from partners



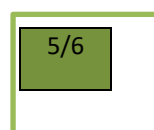
The “Skills that Work” project underwent an internal clearance process to vet the suitability of private donors. In the vetting process, one constituent objected to the project before the Cabinet of the Director-General approved the project. As such, political support for the partnership was eventually established.

ILO staff expressed their frustration with the length of the process for establishing PPPs beyond the project with the JPMorgan Chase Foundation.

The Skills and Employability Branch provided appropriate technical and administrative support for the project.

The skills specialists in the field were contacted about country offices interest in project dissemination workshops and provided support accordingly. The challenges with engaging the Pretoria office due to the vacancy of the skills specialist position was described in section 2.6. In this context, the additional workload on skills specialists in the field created by centrally implemented research activities requires acknowledgment and planning.

3.5 Communication



The donor and the majority of project stakeholders experienced fluid communication with a very responsive project team.

"Our experience with the ILO was very positive. The project team was excellent in communication. They were technically knowledgeable, down to the point and businesslike when communicating with us".

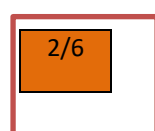
Source: Project stakeholder

Challenges in communication showed during the implementation of Output 2, the research on non-market benefits of apprenticeships in South Africa. The temporary changes in the project team affected the communication between the service provider in South Africa and

the ILO, with the project team appearing "hard to reach," an observation which is in contrast to the experiences of other project stakeholders in other phases of the project.

The efficiency of the implementation process of output 2 suffered as a result and affected the quality of deliverables to some extent, with challenges in reaching enterprises in a specific sector and a rather limited sample size.

3.6 Monitoring performance and results



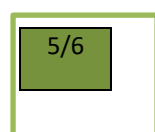
The "Skills that Work" project document contains a summary of grant goals and outcomes (Appendix B). This table falls short of a proper logframe with outputs, outcomes, and impact, related indicators, means of verification and assumptions.

The outputs are mixed with activities and the outcomes with assumptions and KPIs, showing a lack of proper use of the logframe terminology. Under outputs for example, "launch workshop with 40 policy makers and social partners" is listed, which seems to be an activity. Under outcomes, the statement "firms in South Africa have quantifiable information on integrating apprenticeships" appears like an assumption rather than an outcome. At the same time, the outcome "5 countries commit to taking actions to promote quality apprenticeships" seem to relate to a KPI rather than an outcome.

Appendix 1 of the project document contains a detailed work plan. The regular contact and hands-on engagement of the donor with the project team ensured a tracking of the work plan. Other formal approaches to monitoring performance such as results frameworks or monitoring/tracking tables are undocumented³⁸.

In January 2018, the project underwent "impact reporting," a kind of descriptive progress assessment at mid-term based on a 2-page format from the JP Morgan Chase Foundation. The donor template is designed for assessing progress in community and enterprise projects. The format would not fulfill the EVAL standards for mid-term evaluations³⁹.

3.7 Project management



The project benefitted from a dedicated project team. Staff turn-over and temporary changes in roles and responsibilities, including for the project manager had disruptive effects, as noted by project implementation partners. Section 3.5 on communication eludes to the effects of staff turn over on communication and project delivery.

³⁸ Despite PARDEV's initial appraisal comments on the concept note about the need for a detailed M&E plan.

³⁹ PARDEV clarified that donor requirements do not drive ILO's own project design standards including M&E.

4. Effectiveness: were project results achieved and how?

This section reviews the extent to which project results were achieved based on outcomes and outputs by using appropriate KPIs from the logframe. Stakeholder satisfaction captured through the online survey is presented before the section closes with analyzing factors affecting project performance and to what extent the project team mitigated those factors.

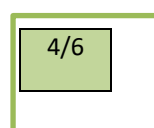
Key findings: the achievement of project results is satisfactory.

- The level of achieving outcomes 2 (second edition of the Quality Apprenticeship Toolkit) and outcome 3 (methodology for cost-benefit analysis) is satisfactory;
- For outcome 1 (G20 survey on Quality Apprenticeship systems), achievements are moderately satisfactory. Despite a solid survey report with good response rates, the G20 as a platform to launch project results had to be replaced by other fora, and formal government commitments to taking actions to promote quality apprenticeships have yet to materialize;
- The use of project products and knowledge and the project's influence of policy formulation are too early to be assessed, given that some project deliverables are still being finalized while others were recently launched;
- Processes to facilitate the potential use of project products and knowledge were successful, particularly the dissemination workshops in Argentina, India, Indonesia and Mexico (national workshops) and Cambodia (regional workshop for Asia);
- Overall satisfaction amongst workshop participants is very high, reaching for example 87% among workshop participants and ranging between 75% and 86% for changes in knowledge, awareness, and practice;
- Factors influencing project results include a proactive, inclusive and "business-like" project team, which successfully mitigated implementation challenges;
- Project role in PPP: The project contributed to a successful start of a partnership between the ILO and the JPMorgan Chase Foundation, based on good communication and proof of the ILO's value as a global knowledge partner.

The effectiveness of the project is satisfactory (5/6) with six out of seven rated sub-criteria showing satisfactory performance⁴⁰.

4.1 Achievement of project outputs and outcomes

This section assesses the achievement of project outputs and outcomes, as stated in the project document. Section 3.6 commented on the utilization of terminology for those logframe related terms and shortcomings will not be repeated in this section.



Component 1: The G20 member states enhance their commitment to promote quality apprenticeships by pledging concrete actions to take in the coming 2 years. 5 countries commit to taking actions to promote quality apprenticeships.

⁴⁰ Section 4.1 answer the evaluation question 3.1, as listed in the evaluation matrix. Section 4.2 relates to the evaluation question 3.2. Section 4.3 responds to evaluation questions 3.3 and 3.5. Section 8 identifies lessons learned mentioned under evaluation question 3.4. Sections 4.2 and 4.5 relate to evaluation questions 3.6. Section 4.4 answers the evaluation question 3.7. Section 4.7 responds to evaluation question 3.8.

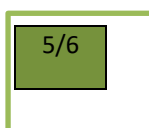
Outputs: The survey to G20 member states was successfully accomplished and the report is available on the ILO website⁴¹. 15 out of 20 governments responded to the survey⁴², and social partners' views were collected from 16 countries⁴³.

The report analyses findings and good practices concerning governments and social actor's actions. A specific formulation of 20 publicly accessible action plans by the G20 member states to promote quality apprenticeships as well as agreement on tracking implementation progress on those plans are Key Performance Indicators (KPIs) contained in the logframe which proofed out of the reach of the project, as further explained in section 4.6. The latter is also related to the G20 peer review meeting mentioned in the project document which was replaced by an international conference and project dissemination workshops, as stated below.



The project team shared survey results during the project dissemination workshops in four G20 member states, at the regional level in Asia and an international conference rather than through a peer review meeting with policymakers and social partners from G20 member states under the EWG, as initially planned. As such, the assumption that the project would lead to monitoring country progress against the G20 action plan did not hold, as stated in the relevance section. Hence, the likelihood of countries committing to action was significantly reduced, and results at the country level remain undocumented.

Translation of the report to French and Spanish is ongoing.

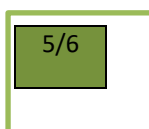


Component 2: Quality apprenticeships are promoted by making key information, guide and tools publically available.



Outputs: The Quality Apprenticeship Toolkit is available in English and translations in French and Spanish are planned. An online course has been developed. To date, the toolkit is not yet available on the ILO website. The project dissemination workshops reached over 200 policy makers, social partners, and practitioners, more than doubling the target set in the KPIs. The dissemination of copies of the toolkit is still ongoing and due to be finalized once the document is available also in the translated

versions.



Component 3: A comprehensive methodology for cost-benefit analysis is available for researchers, enabling them to generate internationally comparable data. Firms in South Africa have quantifiable information on integrating apprenticeships.

⁴¹ ILO; 2018: ILO Survey Report on the National Initiatives to Promote Quality Apprenticeships in G20 Countries https://www.ilo.org/employment/Whatwedo/Publications/WCMS_633677/lang--en/index.htm

⁴² Australia, Argentina, Canada, China, France, Germany, India, Italy, Japan, Mexico, Saudi Arabia, South Africa, South Korea, United Kingdom, United States of America.

⁴³ Ten countries with responses both from trade unions and from employers; while 5 had responses from trade unions but not employers, and one from employers and not trade unions.



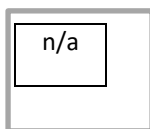
Outputs: The methodology for cost-benefit analysis piloted in South Africa was developed as a result of a review of methodologies, produced by the University of Bremen, Germany and discussed during an expert meeting including leaders on the topic in academia. The review of methodologies is available in a final draft version and ready to be published, subject to clearance by the JPMorgan Chase Foundation. The methodology for assessing the non-market benefits of apprenticeships was trialed in South Africa using consultants

based there. A report of that research is available.

The assessment of the South African Apprenticeship system used a valuable and in-depth literature review. The research component encountered challenges in accessing firms and their apprentices, reaching a total of 30 firms and 17 apprentices through interviews and a face-to-face survey⁴⁴. The results were discussed during a workshop in South Africa. Overall, the piloting of the methodology in South Africa was successful, KPIs were met and the reports are available.

4.2 Use of project products and knowledge

This section reviews the use that national policymakers and social partners make of project products and knowledge.



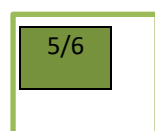
As analyzed in section 4.1 above, some project deliverables are still being finalized while others were recently launched. Hence, it is too early to assess the use of those products. The inception report already had identified this limitation of the evaluation.

The Quality Apprenticeship Toolkit, is targeted at enterprises and the deliverable was only recently launched in English. Translations of the associated e-learning course are still underway. Feedback from the project dissemination workshop seems the best way to assess early indications about the utility of the toolkit. Enterprises appreciated the focus on best practices and stories rather than policy recommendations, as shown for example in Argentina and India. In Mexico, the toolkit's online course caused significant interest among the workshop participants, though the audience seemed somewhat overwhelmed by the topic and content which was new to many stakeholders. While the enterprises, for example, showed a positive reaction, the ILO's country office registered no more information requests. The presentation on national initiatives to promote quality apprenticeships in G20 countries caused much interest.

Also, the Italian Employers Organization showed interest in the toolkit and engaged with the project team, though a dissemination workshop could not be organized as planned due to agenda issues of the Italian counterpart. At the time of finalizing the evaluation, the project team started engaging with the Greek Employers Organization for a workshop to be held in April 2019.

⁴⁴ Genesis, 2018: Understanding the non-market benefits of apprenticeships in South African enterprises, pages 23 and 26.

4.3 Processes to facilitate the potential use of products and knowledge

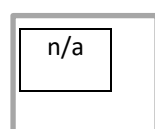


The dissemination workshops, the ILO website and knowledge sharing platform and ILO field staff are the main channels to actively promote the project results concerning the G20 survey and the Quality Apprenticeship Toolkit. The results of the pilot on the non-monetary benefits of apprenticeships were also validated and disseminated in a recent workshop in South Africa.

This project team's active engagement delivered as a suitable process to target over 200 policy makers and social partners, with knock-on effects to further promote the topics for example in Vietnam, India or Mexico, where there is high policy interest. ILO Mexico stated that the project workshop offered the opportunity for a tripartite panel on skills development, a significant success which would not have happened without the workshop. It was the first tripartite process on skills development since the new government took office, a process which did not materialize in preparations of the government's flagship programme on youth skills.

The involvement of IOE and the ILO's Bureau for Employers' Activities were instrumental for the dissemination of the Quality Apprenticeship Toolkit for Enterprises. Opportunities remain to increase the visibility of the project in the ILO for example through a launch of project products in the ILO headquarter.

4.4 Project's influence on policy formulation



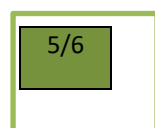
As stated in section 4.1, it is too early to assess the project's influence on the formulation of quality apprenticeship policies.

Indeed, project follow-up is required, and relevant examples emerge from India, Indonesia, Mexico, and South Africa. In Indonesia for example, a Japan-funded project keeps the tripartite dialogue on apprenticeships alive with the aim to enhance the awareness and appreciation of apprenticeships.

Besides, in many countries, policy change is only a first step in a behaviour change process of the wider public where apprenticeships are undervalued, even stigmatized. It is about "making apprenticeships cool" for quality apprenticeships to materialize.

Given the ongoing role of the ILO in promoting apprenticeships, however it will be difficult to attribute future impact specifically to the "Skills that Work" project.

4.5 Stakeholder satisfaction



One of the most robust measures for the effectiveness of the project is the satisfaction about a range of criteria. A stakeholder survey of workshop participants proofed as an excellent data collection tool for that purpose complemented with interview results.

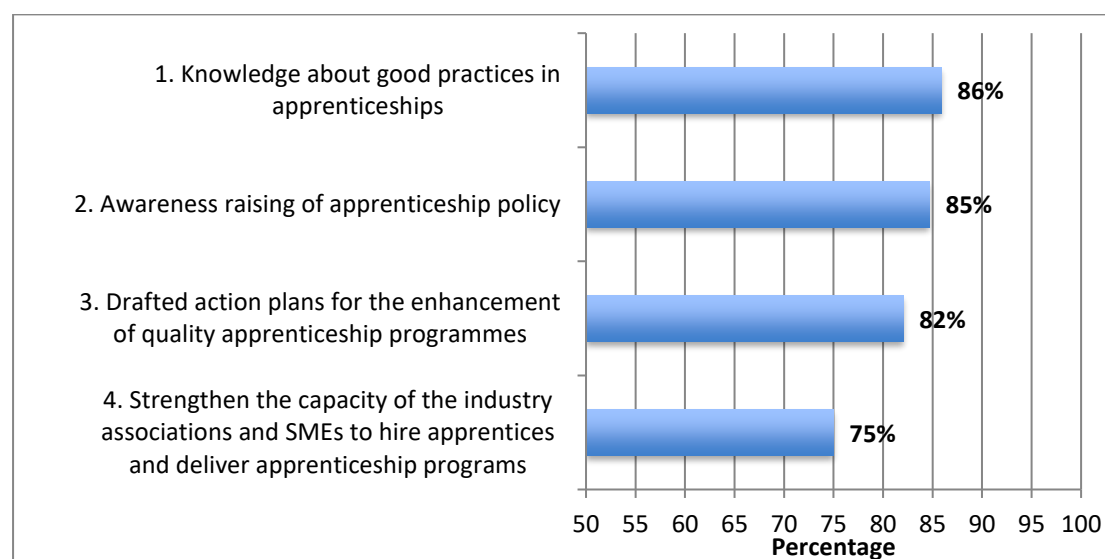
Results from the project dissemination workshops in Cambodia (regional), India and Indonesia show overall a high satisfaction rate of ILO constituents for changes in knowledge, awareness, and practice, as presented in Figure 7. Changes in knowledge about

apprenticeships reached a satisfaction rate of 86%⁴⁵, followed by 85% satisfaction rate for awareness raising on apprenticeship policies⁴⁶. Concerning changes in practice, the satisfaction rate about the ability to draft action plans for better quality apprenticeship programme reached 85%⁴⁷ and changes in the capacities to hire apprentices and deliver apprenticeship programmes show a satisfaction rate of 75%⁴⁸.

The overall satisfaction with the workshops in all five countries where dissemination events took place was 87,1%⁴⁹, according to the evaluation survey. 89,3% of workshop participants who completed the survey would recommend the workshop to a colleague⁵⁰.

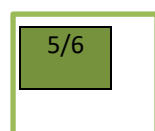
From the viewpoint of IOE, the project achieved excellent results, and IOE was particularly satisfied with receiving sufficient time for internal consultations, for example on the Quality Apprenticeship Toolkit (second version). In general, IOE is very satisfied with the Skills and Employability Branch fully respecting the ILO's tripartite structure.

Figure 7: Stakeholder satisfaction about the contribution of the project to changes in knowledge, awareness, and practice (KAP)



ILO skills experts and other ILO country office staff in India, Indonesia, Mexico, and South Africa also indicated satisfaction with the projects concerning the useful and well-attended dissemination workshops.

4.6 Factors influencing project results



A proactive, inclusive and “business-like” project team combined with the timing of the project in a conducive environment for policy dialogue were among the main factors which positively influenced the project results and their potential use.

⁴⁵ n= 24, Cambodia and Indonesia workshops

⁴⁶ n=39, Cambodia and India workshops

⁴⁷ n=26, Cambodia workshop

⁴⁸n=10, India workshop

⁴⁹ n=44

⁵⁰ n=47

Stakeholders commented on the laudable project approach to survey national initiatives to promote quality apprenticeships in G20 country, rather than using the ILO's assumptions. This strategy was identified as a good practice example and described as a "smart project approach."

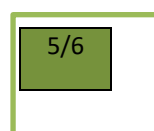
During the workshops, high-level representation of government staff made a difference, for example in India where the Secretary for SMEs actively engaged with entrepreneurs.

The involvement of IOE during the development of the concept note ensured sustained high-level ownership of one of the projects strategic partners.

Concerning challenges, the idea that the EWG of G20 would take project recommendations on board did not materialize. The G20 as a political platform for disseminating project results was highly attractive for the donor. However, the annual changes to the G20 presidency were not conducive for such a commitment to be made. The project team mitigated this challenge with four national and one regional workshop.

The study on non-market benefits of apprenticeships, piloted in South Africa took place at a time when the project team experienced some disruptions, and the post of the ILO skills specialist in Pretoria was vacant. Combined with methodological challenges, the conditions for undertaking the study were suboptimal affecting the efficiency of the work and to some extent the quality of results concerning the representativeness of the sample. The project team mitigated this challenge by extensively engaging with the research team and extending deadlines for the report. Overall, the methodology was successfully piloted and is available for replication in other countries.

4.7 Projects role in PPP



The project contributed to a successful start of a partnership between the ILO and the JPMorgan Chase Foundation, based on the positive feedback from the donor. Figure 8 summarises the main drivers of the partnership, from the donor's perspective.

Figure 8: Value of the ILO as a partner for the JPMorgan Chase Foundation – an overview



Frequent interaction was the basis for active cooperation between the two partners during project implementation. The project helped the JPMorgan Chase Foundation get a G20 perspective on quality apprenticeships, including countries that are less "on the radar" of the donor. For the donor, having the topic of apprenticeships elevated to the global standard setting of the ILC is significant and underlines the value of the ILO in that context.

The project facilitated the two partners to get to know each other, to understand each

other's priorities and to serve as a starting point to think about these for any future cooperation. For the JPMorgan Chase Foundation, the ILO is attractive to add value from a global perspective to the donor's local and direct funding of projects in communities or enterprises.

The JPMorgan Chase Foundation noted the political interest in quality apprenticeships in countries reached by the project such as Argentina, Indonesia, and Mexico.

Particularities of the ILO as a partner: the perspective from the private sector partner

- **ILO's link to the IOE** is a significant comparative advantage over other international organizations.
- **ILO is a real knowledge partner** about global and country trends, with good networks and contacts. The link to country offices could be even better used.
- **Project formulation:** After the identification of topics for the project and preparation of the concept note, the project agreed with the donor a 2-months inception phase to further develop the implementation strategy. While this step was a particularity for the donor, the project successfully produced a project inception report that was submitted and presented at the donor's office in London in February 2017.
- In the ILO, **financial and human resources are spread rather thinly** across a vast portfolio. In the OECD, whole teams work on the topics of cooperation with the JPMorgan Chase Foundation, allowing for more expertise being continuously available even if some staff is out of the office.

For the ILO, the partnership was conceived through an initiative from individuals.

"Engaging with the private sector takes time in the ILO. Hurdles to PPPs are high, and processes and decision taking are unclear. This can be a quite frustrating experience".

Source: Project stakeholder

The partnership with the JPMorgan Chase Foundation seems still in an early stage, following this first successful project.

"The donor was keen to be involved, to learn and to contribute, not to control."

Source: Project stakeholder

Many stakeholders in the ILO stated that it takes time to develop strategic links and to move towards programmatic cooperation between partners.

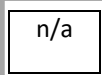
Dialogue with the ILO's Women in STEM workforce readiness and development programme, also funded by the JPMorgan Chase Foundation, could be one step towards a more strategic or programmatic approach of the ILO in engaging with the donor. Other opportunities emerge at country level, for example in India, Mexico or South Africa (see section 5.1). To date, linkages to other projects at country level show in the case of the OECD workshop on community education and training programmes, which was also funded by the JP Morgan Chase Foundation.

5. Progress towards impact and sustainability: are results likely to have an effect and likely to last?

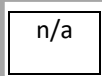
This section analyzes the *likelihood* of the impact of the project and of sustaining project results. Principal data sources used in this section are evaluation interviews and the online survey.

Key findings: It is too early to assess, as the delivery of project outputs is still ongoing

- It is too early to assess the contribution of the project to the development or implementation of quality apprenticeship systems or programmes. The same applies to the ownership of project results where an ex-post assessment might be useful;
- The likelihood of the future utilization of project results seems to be given at the global level due to the engagement with IOE. Survey results from Argentina, India, Indonesia and Mexico and at a regional level in Asia are also promising although future impact will rely on the actions of ILO country offices and skills specialists.;
- The project has not developed an explicit exit strategy, and an indication of closure or any follow-up initiative would be welcome for stakeholders.

 The evaluation finds that it is too early to assess the likelihood or impact and sustainability of the project, as dissemination activities are still ongoing⁵¹. However, opportunities for the future uptake of project outputs were identified. Most encouragingly, the evaluation detected positive behavior change among the participants of the project dissemination workshops. It remains to be seen whether this translates to changes in practice. In this context, an ex-post assessment might be useful.

5.1 Contribution to development or implementation of Quality Apprenticeships systems or programmes

 Assessing the contribution of the project to the development or implementation of quality apprenticeship systems or programmes is challenging given that the translation and dissemination of some deliverables were still ongoing at the time of the evaluation⁵². However, some early indications emerge.

At the policy level, the ILC provides a prominent forum to inform the discussion around the convention or recommendation on apprenticeships in 2021 and 2022. The G20 remains another important forum, despite the challenges to present project results at the G20. It seems highly likely that in both these fora project outputs and findings will be referred to in the discussions.

In South Africa, the ILO country office's engagement with the Department for Higher Education and Training seems a promising channel to influence the government on quality apprenticeship systems using project results.

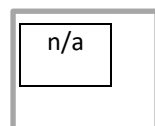
⁵¹ Section 5.1 answers evaluation question 6.1. Section 5.2 responds to evaluation question 6.3. Section 5.3 addresses evaluation question 6.4. Section 5.4 responds to evaluation question 6.2

⁵² The question of attribution is not addressed in the evaluation, given the complexities of the operating environments and challenges in clearly showing attribution, as frequently experienced in evaluations.

In Mexico, interest emerges in using project results for a sector-specific approach with a focus at the federal level or specific states. For Mexico City, relevance would be given for engagement on apprenticeships for green jobs.

In India, the ILO office is following up opportunities to replicate the apprenticeship workshop in three States.

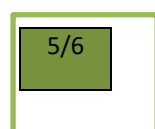
5.2 Ownership of project results



Ownership seems essential to enhance the sustainability of the project and strengthen the uptake of the project outcomes by stakeholders. As for the above criterion in section 5.1, it is too early to assess the ownership of recommendations made by the project and of other results. During the evaluation interviews with 14 stakeholders, none felt comfortable commenting on this criterion.

ILO stakeholders felt that it would be interesting to see how the organization embraces the project results for its many apprenticeships initiatives. In fact, the ILO started using project-funded products in its training programmes, as shown in the section 5.3 below.

5.3 Likelihood of future utilization of project results



Global level: The project-funded products benefitted from consultations with stakeholders. For the membership of the IOE for example, project outputs were made more digestible by applying terminology used in the business sector. As the project team used most of IOE's comments to make the language of the publications more business-friendly the likelihood of enterprises using the outputs has increased. The Argentinian Employers Organization "Unión Industrial Argentina" confirmed the suitability of terminology used.

A number of examples emerge from ILO's Skills Branch where the project's knowledge products complement the portfolio of ILO's work. During the course of the projects, project-funded products were used in a regional workshop on apprenticeships in West Africa. For May 2019, an international capacity building workshop at the ILO's International Training Center (ITC) in Turin is scheduled, focusing on apprenticeships and with high-level participants expected from countries such as India, Pakistan or Tanzania. The Skills Academy, also held at the ITC in Turin also targets apprenticeships in its programme in June/July 2019.

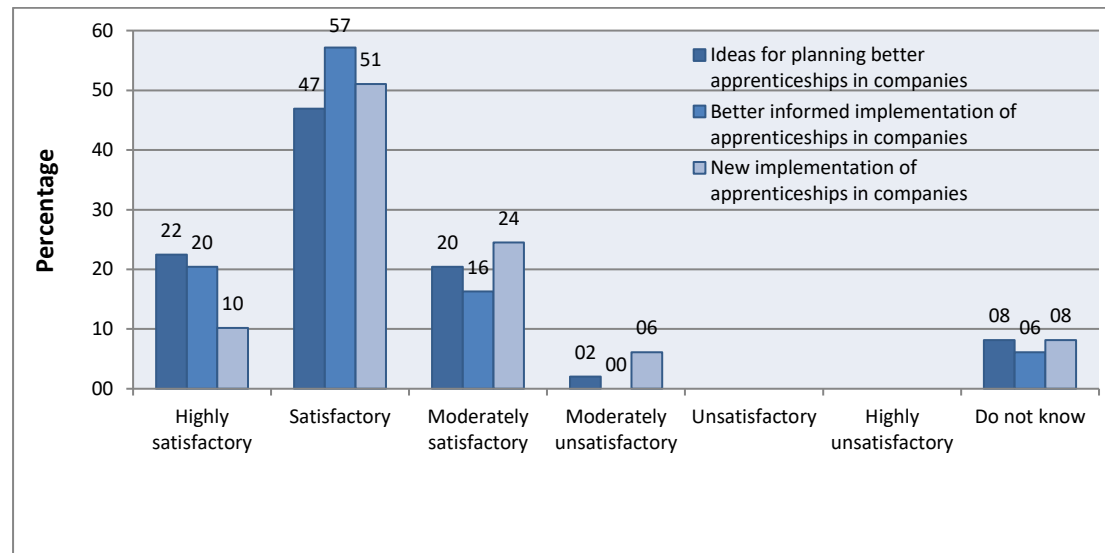
Besides, the "International Conference on innovations and apprenticeships" where the projects' G20 survey was launched in Geneva in 2018 identified specific follow-up action for at least 14 countries. The follow-up actions include the image of apprenticeships, lifelong learning, financing of apprenticeships, policy development and policy reform (see Annex 8).

Country level: Involving ILO country offices and skills specialists strategically and with sufficient start-up time makes a difference for disseminating project results. In Mexico, the project dissemination workshop opened a dialogue with the government of Mexico City. While the Inter-American Development Bank (IADB) and OECD are leading on apprenticeships in the country, the ILO leads the development of a decent work agenda for the federal and local level (Federal District, Mexico City).

The evaluation survey provides an insight into the likely use of the national workshop results in Argentina, India, Indonesia, and Mexico and at a regional level in Asia. Questioned about

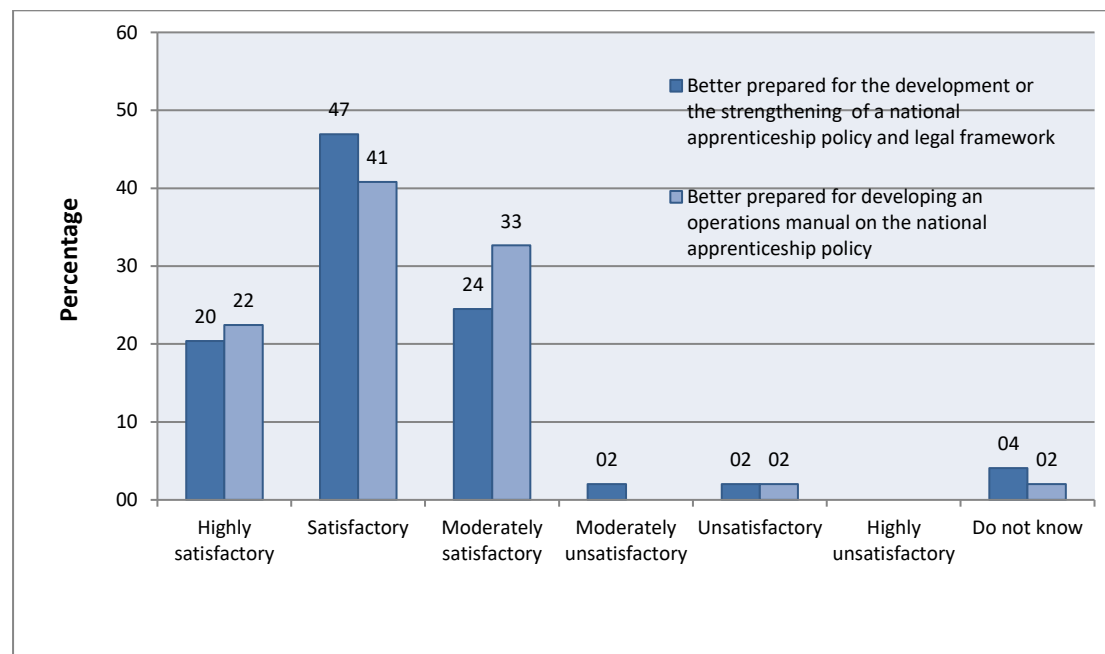
the impact of the workshops on participants to “do things differently” in their jobs were answered as presented in **Error! Reference source not found.**⁵³. In this context, the impact relates to behaviors change.

Figure 9: Project workshops impact of participants to “do things differently” at the company level



69% of workshop participants⁵⁴ were satisfied or highly satisfied with the events providing ideas for better planning apprenticeships in companies, compared to 77% satisfactory or highly satisfactory ratings for better-informed implementation of apprenticeships. 61% of participants were satisfied or highly satisfied with the events stipulating new implementation of apprenticeships in companies.

Figure 10: Project workshops impact of participants to "do things differently" at the policy level

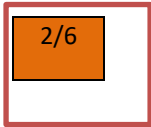


⁵³ n=49

⁵⁴ Participants taking part in the survey. 100% of participants were invited, with a response rate of 26,7% (63 out of 236 participants responding)

Figure 10 summarizes the impact of the workshops on behavior at the policy level⁵⁵. 67% of respondents were satisfied or highly satisfied with the workshops contributing to better prepare them for the development or strengthening of a national apprenticeship policy or a related legal framework. 63% of respondents feel satisfied or highly satisfied with being empowered to engage at the operational level of apprenticeship policies.

5.4 Exit strategies

 The project has not developed an explicit exit strategy. Many project stakeholders are unaware of the ILO's plans on engaging the G20 on quality apprenticeships following the project, despite follow-up actions identified in the international conference on innovations in apprenticeships, held under the project in 2018 (see Annex 9) .

At the country level, ILO skills specialists or related country office staff work on follow-up initiatives that were initiated by the project, for example in India or Mexico. Those activities will develop independently from the project as they are linked to ongoing engagement in the national policy process.

One stakeholder suggested a final meeting of the main project partners to close the project or introduce any future project phase.

⁵⁵ n=49

6. Conclusions

Based on the main findings summarized at the beginning of the findings sections for each evaluation criteria, the following conclusions emerge. The logic between the main evaluation findings and conclusions is transparently presented in Figure 11.

Relevance:

The "Skills that Work" project was highly relevant to the ILO, the JPMorgan Chase Foundation, the G20 and ILO constituents and Member States, as quality apprenticeships increase in importance in the context of a widening skills gap. This increased relevance is exemplified by raising the topic of apprenticeships to the ILC 2021 and 2022 standard-setting agenda.

Project design/theory of change:

Research and development projects require a strong dissemination component to ensure the facilitation of project uptake.

Public-private partnership policy framework:

The public-private partnership (PPP) for this project was tailor-made, despite various PPP guidance, office instruction documents and overarching policy at the time of the project design.

Efficiency:

High-quality project management and communication were overshadowed only by temporary changes in the project team's set up. The efficiency of project management resulted in cost-savings. As the savings could not be fully invested this ultimately, affected the overall implementation rate.

Project formulation: Despite an overarching PPP policy the PPP project faced an uphill struggle in its formulation phase.

Monitoring and reporting: Whilst the project met reporting requirements of the donor, in doing so it failed to meet internal requirement of the ILO.

Effectiveness:

High-level policy processes tend to be out of the control of individual projects. Nevertheless, the project was right to take a risk and aim for the G20 as a platform to disseminate project results. The mitigation actions taken were mostly successful.

The use of assessing changes in knowledge, awareness, and practice (KAP approach) serves as a good proxy measure for evaluating early results of research and development projects where it is too early to measure the actual use of project results. KAP results of the project are promising.

The "hands-on" attitude of both the project team and the donor actively contributed to the success of the first partnership arrangement between ILO and the JPMorgan Chase Foundation.

Progress towards sustainability and impact:

The project successfully identified and used entry points to the development or implementation of quality apprenticeship systems or programmes. Final results remain to be seen. It is good practice to develop and communicate an explicit exit strategy to project

stakeholders. Given the recent non-cost extension of the project, the project is still on time to act accordingly.

7. Recommendations

After the main findings and the conclusions, the following recommendations are made. Again, the logic between main evaluation findings, conclusions and recommendations is transparently presented in Figure 11. The recommendations don't have resource implications for the project with exception of recommendation 5. However, given the amount of unspent resources available in the project budget, the possibility of implementing recommendation 5 is given.

Relevance

R 1: ILO: ILO projects with a research and development focus should include an appropriate dissemination component for project uptake.

Priority: Medium: Next 12 months.

Resource requirement: To be included in the project budgets as a separate budget line, with specific resource requirements depending on the overall project budget.

R 2: ILO PARDEV: The ILO is encouraged to further disseminate its PPP policy to project and technical teams and consider reviewing its PPP procedures as part of the development of its new cooperation strategy 2020-2025.

Priority: Medium: Next 12 months.

Resource requirement: N/A

Efficiency

R 3: ILO: ILO should ensure that project logframes meet quality standards as set out in the ILO's Development Corporation Internal Governance Manual, even when project templates are provided by the funding partner.

Priority: High: Next 3 to 6 months.

Resource requirement: N/A

Progress towards sustainability and impact

R 4: The project team should use the project extension to develop and communicate an explicit exit strategy, including how the ILO uses project products.

This process could include a formal or soft launch of all project deliverables as one package, such as the planned project summary brochure.

Priority: Very high: Next 3 months.

Resource requirement: Approximately USD 10.000 (if formal launch is included)

8. Lessons learned and good practices

This mid-term evaluation identifies one main lesson learned based on a set of criteria used as good practices in other international organizations⁵⁶. As such, the lesson learned below includes i) context; ii) challenges; iii) causal factors; iv) target users; v) success; and, vi) the fact that a lesson is not a recommendation or a conclusion.

ILO Lesson Learned	
Project Title: Skills that Work Project TC/SYMBOL: (GLO/16/34/JPM)	
Name of Evaluator: Dr Achim Engelhardt Date: April 2019 The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.	
LL Element	Text
Brief description of lesson learned (link to specific action or task)	The efficiency of project management is directly affected by the level of continuity of a project team. Once staff changes take place, roles and responsibilities can become blurred for project stakeholders unless the process is transparent and professionally managed. As shown in the Skills That Work project, project communication can also be affected. Donors and key stakeholder tend to detect such disruptions quickly.
Context and any related preconditions	Project Management
Targeted users / Beneficiaries	ILO Senior Management
Challenges /negative lessons - Causal factors	Staff changes in a project team can negatively affect the clarity of roles and responsibilities in a project.
Success / Positive Issues - Causal factors	The process of staff changes in a project team needs to be transparent and professionally managed to avoid disruptions in engaging with donors and key stakeholders.
ILO Administrative Issues (staff, resources, design, implementation)	Staff

⁵⁶ The International Labor Organization and the United Nations Industrial Development Organization.

ILO Lesson Learned

Project Title: Skills that Work

Project TC/SYMBOL: (GLO/16/34/JPM)

Name of Evaluator: Dr Achim Engelhardt

Date: April 2019

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LL Element	Text
Brief description of lesson learned (link to specific action or task)	As expected, the quality of the project team is closely related to the overall success of the project. Transparency, inclusiveness and good communication skills often require extra efforts but proof essential to create a conducive project environment and to enhance the ownership of project results among stakeholders. In the case of inaugurating a new partnership with a project, such skills and attitudes are of particular importance.
Context and any related preconditions	Project Management
Targeted users / Beneficiaries	ILO Senior Management
Challenges /negative lessons - Causal factors	The quality of the project team is closely related to the overall success of the project. Insufficient transparency, inclusiveness and communication skills can negatively affect the project environment and the ownership of project results among stakeholders.
Success / Positive Issues - Causal factors	Transparency, inclusiveness and good communication skills often require extra efforts but proof essential to create a conducive project environment and to enhance the ownership of project results among stakeholders.
ILO Administrative Issues (staff, resources, design, implementation)	Implementation

ILO Lesson Learned

Project Title: Skills that Work

Project TC/SYMBOL: (GLO/16/34/JPM)

Name of Evaluator: Dr Achim Engelhardt

Date: April 2019

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LL Element	Text
Brief description of lesson learned (link to specific action or task)	Projects on research and policy influencing tend to face similar challenges in assessing results and impact: the time-lag between producing project research results and the finalization of the project is often insufficient to detect any changes at the policy level. The use of the KAP (knowledge, attitudes, and practice) approach can help to identify logframe KAP-related indicators for project monitoring and evaluation. Those indicators can serve as proxy indicators to bridge the gap between producing research and its uptake by policymakers.
Context and any related preconditions	Project monitoring
Targeted users / Beneficiaries	Project Management
Challenges /negative lessons - Causal factors	The time-lag between producing project research results and the finalization of the project is often insufficient to detect any changes at the policy level.
Success / Positive Issues - Causal factors	The use of the KAP (knowledge, attitudes, and practice) approach can help to identify logframe KAP-related indicators for project monitoring and evaluation. Those indicators can serve as proxy indicators to bridge the gap between producing research and its uptake by policymakers.
ILO Administrative Issues (staff, resources, design, implementation)	Design

ILO Emerging Good Practice Template

Project Title: Skills that Work

Project TC/SYMBOL: (GLO/16/34/JPM)

Name of Evaluator: Dr Achim Engelhardt

Date: April 2019

The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

GP Element	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	In employment-related projects, the early involvement of the International Organization of Employers (IOE) ensures the relevance of outputs for the business sector. The global reach of IOE adds value to ILO's dissemination efforts. At the country level, technical specialists in ILO country offices can indicate whether centrally managed projects are of interest to local constituents. If affirmative, the technical specialists can facilitate contacts and magnify the dissemination efforts of centrally managed projects. However, when involving country offices, the HQ staff needs to be aware of the additional workload on technical staff in the field.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	Project with global and/or country-level reach and dissemination efforts
Establish a clear cause-effect relationship	Involvement of the International Organization of Employers (IOE) ensures the relevance of outputs for the business sector at global level. At the country level, involving technical specialists in ILO country offices adds value. Specialists can indicate whether centrally managed projects are of interest to local constituents.
Indicate measurable impact and targeted beneficiaries	Project team
Potential for replication and by whom	For all projects with global and/or country-level reach and dissemination efforts
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	None. Relevance for good project management practices in general
Other documents or relevant comments	None

Figure 11: Summary of key findings, conclusions, and recommendations

	Key findings of the "Skills that Work" project	Conclusions	Recommendations
Relevance	ILO: The project is aligned to ILO's P&B 2018 – 2019 (outcome 1, indicator 1.2) and the project contributes to the SDG's 8.5, 8.6, 4.4 and 10.2 as well as the India DWCP.	The "Skills That Works" project was highly relevant to the ILO, the JPMorgan Chase Foundation, the G20 and ILO Member States, as quality apprenticeships increase in importance in the context of a widening skills gap. This is exemplified by raising the topic of apprenticeships to the ILC 2021 and 2022 standard-setting agenda.	<i>No recommendation.</i>
	Donor: for the JPMorgan Chase Foundation the project provides a transnational view and policy level umbrella for its project portfolio in communities and firms at the country level.		
	G20: The project fills a gap for the G20 Employment Working Group by providing a comparative analysis of apprenticeship systems, policies, and practices.		
	ILO Member States: The importance of apprenticeships for the ILO's Member States is reflected in elevating apprenticeships to the ILC 2021 and 2022 standard-setting agenda and 80% of project co-funded workshop participants stating apprenticeships as highly relevant or relevant for their organization or company.		
	The cross-cutting issues of gender, standards and social dialogue are addressed in the project.		
Efficiency	Overall, the project's theory of change is valid, particularly after including dissemination workshops to this research and development project, which was initially not foreseen in the project document.	Research and development projects require a strong dissemination component to ensure the facilitation of project uptake.	R 1: ILO: ILO projects with a research and development focus should include an appropriate dissemination component for project uptake. Priority: Medium: Next 12 months.
	The partnership between the ILO and JPMorgan Chase Foundation was individually negotiated and tailored, in an initially challenging environment for such partnerships in the ILO.	The public-private partnership (PPP) for this project was tailor-made, despite various PPP guidance, office instruction documents and overarching policy at the time of the project design.	R 2: ILO PARDEV: The ILO is encouraged to further disseminate its PPP policy to project and technical teams and consider reviewing its PPP procedures as part of the development of its new cooperation strategy 2020-2025. Priority: Medium: Next 12 months.
	The allocation of human and financial resources seems appropriate. The project team managed to attain cost savings during the project implementation which were subsequently invested in dissemination workshops.	The efficiency of project management resulted in cost-savings. As the savings could not be fully invested this ultimately, affected the overall implementation rate.	<i>No recommendation.</i>
Efficiency	The project implementation rate reached 93,4% by 14 March 2019, with USD 68,303 being unspent.	Despite an overarching PPP policy, the project faced an uphill struggle in its formulation phase.	<i>See R 2 on PPP in the development cooperation strategy.</i>
	Political support for the projects was mixed, with challenges particularly during the process of establishing the PPP.		
	Communication with the project team was seamless but for a time of staff turn over and temporary changes in roles and responsibilities in the team.		
	Project management: The project benefitted from a dedicated project team, except for an interim period.	High-quality project management and communication were overshadowed only by temporary changes in the project team's set up.	<i>See lessons learned: Project management.</i>

	Monitoring performance and results followed donor practices. A more systematic approach using results frameworks or monitoring/ tracking tables remains undocumented.	Whilst the project met reporting requirements of the donor, in doing so it failed to meet internal requirement of the ILO.	R 3: ILO: ILO should ensure that project logframes meet quality standards as set out in the ILO's Development Corporation Internal Governance Manual, even when project templates are provided by the funding partner. Priority: High: Next 3 to 6 months.
Effectiveness	The level of achieving outcomes 2 (second edition of the Quality Apprenticeship Toolkit) and outcome 3 (methodology for cost-benefit analysis) is satisfactory.	High-level policy processes tend to be out of the control of individual projects. Nevertheless, the project was right to take a risk and aim for the G20 as a platform to disseminate project results. The mitigation actions taken were mostly successful.	<i>No recommendation.</i>
	For outcome 1 (G20 survey on Quality Apprenticeship systems), achievements are moderately satisfactory. Despite a solid survey report with good response rates, the G20 as a platform to launch project results had to be replaced for other fora, and formal government commitments to taking actions to promote quality apprenticeships have not materialized.		
	Processes to facilitate the potential use of project products and knowledge were successful, particularly the dissemination workshops in Argentina, India, Indonesia and Mexico (national workshops) and Cambodia (regional workshop for Asia).		
	The use of project products and knowledge and the project's influence of policy formulation are too early to be assessed, given that some project deliverables are still being finalized while others were recently launched.	The use of assessing changes in knowledge, attitudes, and practice (KAP approach) serves as a good proxy measure for evaluating early results of R&D projects where it is too early to measure the actual use of project results. KAP results of the project are promising.	<i>See good practices: Project monitoring.</i>
	Overall stakeholder satisfaction is very high, reaching for example 87% among workshop participants and ranging between 75% and 86% for changes in knowledge, attitudes, and practice.		
	Factors influencing project results include a proactive, inclusive and "business-like" project team, which successfully mitigated implementation challenges.	The "hands-on" attitude of both the project team and the donor actively contributed to the success of the first partnership arrangement between ILO and the JPMorgan Chase Foundation.	<i>See lessons learned: Project management.</i>
	Project role in PPP: The project contributed to a successful start of a partnership between the ILO and the JPMorgan Chase Foundation, based on good communication and proofing the ILO's value as a global knowledge partner.		
Progress towards sustainability & impact	It is too early to assess project contribution to the development or implementation of quality apprenticeship systems or programmes. The same applies to the ownership of project results	The project successfully identified and used entry points to the development or implementation of quality apprenticeship systems or programmes. Final results remain to be seen.	<i>See good practices: Involvement of IOE and skills specialists in the field.</i>
	The likelihood of the future utilization of project results seems to be given at the global level due to the engagement with IOE. Survey results from Argentina, India, Indonesia and Mexico and at a regional level in Asia are also promising though involving ILO country offices.		
	The project has not developed an explicit exit strategy, and an indication of closure or any follow-up initiative would be welcome for stakeholders.	It is good practice to develop and communicate an explicit exit strategy to project stakeholders. Given the recent non-cost extension of the project, the project is still on time to act accordingly.	R 4: The project team should use the project extension to develop and communicate an explicit exit strategy including how the ILO uses project products. This could include a formal or soft launch of all project deliverables as one package, such as the planned project summary brochure. .

			Priority: Very high: Next 3 months.
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Annex 1: Terms of Reference



Terms of Reference

Final Independent Evaluation of Project *Skills that Work*

Project title: Improving the employability of low and middle-skilled workers; Skills that Work - GLO/16/34/JPM

1. INTRODUCTION AND JUSTIFICATION

The *Skills that Work* project is a 24-month, US\$1.037.238 million initiative funded by JPMorgan Chase Foundation and implemented by the ILO. The Project aims at supporting and monitoring the development of national apprenticeship systems in the framework of the G20 Initiative to Promote Quality Apprenticeships, by developing the capabilities of beneficiary countries to improve the delivery of demand-led training in the technical and vocational education and training system, working in close partnership with the private sector.

The project is scheduled to be completed in January 2019 after two years of implementation. As stipulated in the project document, it is subject to a mid-term review and an independent final evaluation. The mid-term review¹ was completed in January 2018. It provided a description of what was accomplished by the project team, in conformity with the terms of the grant. It included a description of the progress made toward the achievement of the goals of the project and lessons learned.

The purpose of the final evaluation is to indicate to the ILO, the JPMorgan Chase Foundation and its partners the extent to which the project has achieved its aims and objectives and to determine the relevance, effectiveness, efficiency, impact and sustainability of project outcomes.

2. BACKGROUND ON PROJECT AND CONTEXT

The project as it stands now is structured around the following results:

Immediate Objective:

Enhanced capacity of G20 member states to develop and implement effective quality apprenticeship systems.

Outputs:

- 1: Increased knowledge on national initiatives to promote quality apprenticeships
- 2: A global cost-benefit analysis methodology on quality apprenticeships proposed and piloted in South Africa
- 3: Guide and tools to design quality apprenticeship systems and programmes produced and disseminated

Since 2012, the ILO promotes and implement quality apprenticeships at the request of its member countries. The *Skills that work* project, with its immediate and the development objectives focusing on knowledge development and dissemination, is fully in line with the UN's Sustainable Development Goals (SDGs), notably SDG-8 and SDG-4, and the G20 Initiative to Promote Quality Apprenticeships.

The project aims to use ILO's technical capacity, expertise and network to leverage the G20 Initiative to Promote Quality Apprenticeships by facilitating knowledge exchange on apprenticeships through peer

¹ See the 'Impact report (January 2018)' submitted to the donor (amongst the project documents)

learning, practical tools and guidelines and methodological guidance. The field of intervention of Skills that work is *capacity building and knowledge dissemination*. The project implements a work-plan that seek to develop the capabilities of target countries to improve their quality apprenticeship systems, extend their capacity to better train those who need it the most, and thereby contribute to each country's competitiveness and economic growth by reducing skills mismatch.

By the end of the project, it is expected that, as a result of the project, G20 member states will enhance their commitment to promote quality apprenticeships at country level. In addition, it is also expected that at least 5 G20 member states take additional actions to promote quality apprenticeships, such as capacity building activities or awareness raising activities.

Project strategy and theory of change

The main knowledge dissemination approach of the project is based on peer-learning opportunities and dissemination of guides and tools to support policy makers and social partners involved in the formulation and implementation of quality apprenticeships programmes in G20 member countries. The ultimate beneficiaries of the project are enterprises that need skilled workforce and young people who transit from school to work.

A survey questionnaire is developed and disseminated among Ministries of labour, employers' and workers' organisations in 19 G20 member states, to determine progress against the ten agreed actions from the 2016 G20 Labour and Employment Ministerial Meeting Declaration and generate data on the experiences implemented by each country to promote quality apprenticeships. Surveys are implemented through ILO regional/country offices and the Director-General's Office. The information collected is used to produce a report, which analyses survey findings and compiles the national initiatives to take stock of and share good practices in quality apprenticeships. The report is shared with G20 member states and social partners in these countries, offering an opportunity to review survey findings and comment on the report. After validation from G20 member states the report will be made publicly available. A peer-learning event will be organised to share knowledge on good practices in quality apprenticeships with policy makers, social partners, ILO specialists, JPMorgan Chase Foundation staff, academia and civil society organisations from G20 member states. Discussions will be based on the results from the survey, as well as the main findings reflected in the report. In addition to knowledge dissemination and peer-learning, the project will encourage G20 member states organise similar capacity building events. As part of the project's extension, capacity building and knowledge dissemination initiatives are hosted in several countries, including national workshops on apprenticeship policy in Mexico, India and Indonesia, and a dissemination workshop in the Asia Pacific region.

In partnership with the University of Bremen, Germany, a desk review on existing methodologies to estimate the costs and benefits of apprenticeship systems and programmes is carried out, to identify strengths and weaknesses of existing methods and a revised methodology is proposed to allow systematic and comparable analysis of the financial implications of apprenticeships for firms, based on developing countries apprenticeship productivity rate. The results of the desk review will be applied in up to five selected economic sectors in South Africa. The focus of the desk review is on non-financial benefits in apprenticeship programmes. The review is piloted in selected companies in different economic sectors through the dissemination of a survey. The companies are identified through the network of partners of ILO office for South Africa in Pretoria, as well as through JPMorgan Chase Foundation partner organisations in South Africa. The results of the pilot are validated in an expert group meeting.

The ILO *Tools for Quality Apprenticeships: A Guide for Enterprises* consists on a step-by-step guide designed to help enterprises in the design, implementation and monitoring and assessment of quality apprenticeship programmes. The publication is reviewed and validated during an experts' meeting. An online training workshop is designed to familiarise key national stakeholders on the tools and guidelines presented in it. The e-course is designed in partnership with the ITC-ILO in Turin, Italy. As part of the project's extension, knowledge dissemination materials is prepared, including a policy brief on measuring the returns from apprenticeship training in English, French and Spanish, a research report on the role of intermediaries in apprenticeship systems, and short videos on quality apprenticeships based on the G20 international conference on quality apprenticeships.

The main underlying assumption is that the results of the project and the dissemination process of the knowledge generated will influence quality apprenticeship policies design and programmes developed at national level in G20 member states.

Institutional and Management Set-Up

Skills that work is funded by JPMorgan Chase Foundation. The project's funds and management are centralized and based in the ILO Headquarters in Geneva. The project is located within the ILO Employment Policy Department in Geneva, under the Skills and Employability branch.

The project management team² consists of:

- Senior Skills Specialist
- Technical Officer
- Programme and Communications Officer
- Project Interns
- Administrative Assistant

The head of the Skills and Employability branch is providing general oversight and management support.

The project collaborates with ILO Regional Offices, ILO Country Offices and ILO technical centres. It will also engage with G20 member states, the International Organisation of Employers, the International Trade Union Confederation and its national constituents members, the European Alliance for Apprenticeships, the Global Apprenticeship Network, the Organization of Economic Co-operation and Development, national ministries of labour and education involved in apprenticeship systems, and national industry skills councils and sector education and training authorities where possible.

Brief summary of project deliverables and progress to date

The project has been extended from October 2018 until the end of January 2019 to implement additional capacity building and knowledge dissemination activities at country level using surplus project funds saved during the implementation phase.

Summary of project deliverables:



² During the extension phase from 01 October 2018 to 31 January 2019 the project team was composed only by the Senior Skills Specialist and a Technical Officer (20% of working time).

JANUARY 2017

JANUARY 2019

Increased knowledge on quality apprenticeships:

- Survey on the current and planned initiatives to promote quality apprenticeships completed by G20 member states;
- International conference convening policy makers and social partners from G20 member states organised;
- Report of the G20 international conference produced and published.

Global cost-benefit analysis methodology on quality apprenticeships:

- Discussion paper reviewing existing methodologies and proposing a new method produced;
- Expert Group Meeting convened to discuss the review and new methodology;
- New methodology is piloted in South Africa and a research paper on the pilot produced and published.

Guide and tools for quality apprenticeships in enterprises:

- The ILO Guide and Tools for Quality Apprenticeships is produced and published;
- The online training course to develop capacity of policy makers and social partners designed in partnership with ITC-ILO is launched;
- Capacity building and knowledge dissemination activities take place at country level.
- Policy brief on measuring the returns from apprenticeship training is produced and published in English, French and Spanish;
- Research report on the role of intermediaries in apprenticeship systems is produced and published;
- Short videos on quality apprenticeships are produced.

Summary of progress to date:



JANUARY 2017

NOVEMBER 2018

Increased knowledge on quality apprenticeships:

- Survey on the current and planned initiatives to promote quality apprenticeships completed by 19 G20 member states;
- International conference convening policy makers and social partners from G20 member states organised;
- Report of the G20 international conference produced.

Global cost-benefit analysis methodology on quality apprenticeships:

- Discussion paper reviewing existing methodologies and proposing a new method is produced;
- Expert Group Meeting convened to discuss the review and new methodology;
- New methodology piloted in South Africa in 48 firms and a research paper on the pilot produced.

Guide and tools for quality apprenticeships:

- The ILO Guide and Tools for Quality Apprenticeships is produced.

3. PURPOSE AND SCOPE OF THE FINAL INDEPENDENT EVALUATION

Purpose

The purpose of the final evaluation is to prove the impact of the project, while assessing the overall performance of the project in meeting its objectives, based on the standard evaluation criteria of relevance, impact, effectiveness, efficiency and sustainability of project outcomes.

The knowledge generated by the evaluation will also feed in the design of future intervention models and contribute to documenting management and delivery approaches.

Objectives

The main objectives of the evaluation are to:

- a. Assess the relevance of the project design, theory of change and the validity of the assumptions in light of the results achieved;
- b. Identify the supporting factors and constraints that have led to achievement or lack of achievement;
- c. Assess the management and implementation of the project including approach to delivery and partnerships;
- d. Identify lessons learned, especially regarding models of interventions that can be applied further; and
- e. Provide recommendations relevant to the future development and implementation of projects of this type.

Scope

The evaluation will cover the entire duration of the project since its inception. All the stakeholders involved in the project will be assessed.

4. EVALUATION CRITERIA AND QUESTIONS

The evaluation follows the ILO Evaluation Policy Guidelines³ and utilises the Organisation for Economic Co-operation and Development Assistance Committee (OECD DAC) evaluation criteria as defined below:

- Relevance and strategic fit – the extent to which the objectives are in keeping with sub-regional, national and local priorities and needs, the constituents' priorities and needs, and the donor's priorities for the project countries;
- Validity of design – the extent to which the project design, logic, strategy and elements are/ remain valid vis-à-vis problems and needs;
- Effectiveness - the extent to which the project can be said to have contributed to the development objectives and the immediate objectives and more concretely whether the stated outputs have been produced satisfactorily; in addition to building synergies with national initiatives and with other donor-supported projects and project visibility;
- Efficiency - the productivity of the project implementation process taken as a measure of the extent to which the outputs achieved are derived from an efficient use of financial, material and human resources;
- Effectiveness of management arrangements; and
- Impact - positive and negative changes and effects caused by the Project at the subregional and national levels, i.e. the impact with social partners and various implementing partner organisations;
- Sustainability – the extent to which adequate capacity building of social partners has taken place to ensure mechanisms are in place to sustain activities and whether the existing results are likely to be maintained beyond project completion.

Evaluation questions

³ The ILO Evaluation Policy Guidelines are available at https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_571339.pdf

The evaluation will examine the project on the basis of the questions listed below and against the standard evaluation criteria mentioned above. The evaluators will start from the proposed set of questions and develop a more detailed analytical structure of questions and sub-questions. Gender equality concerns will always be taken into account.

1. Relevance and strategic fit

- Are the needs addressed by the project still relevant?
- How did the project align with and support priorities of the ILO constituents?
- Was the demand for the project outcomes, which provides the rationale for the project intervention, relevant at global and national levels?

2. Validity of design

- Was the results framework appropriate, given the expectations of the ILO and the donor?
- Was the intervention logic, coherent and realistic?
- How realistic were the risks and assumptions upon which the project logic was based? How far did the project control them?
- To what extent have the outputs, outcomes and KPI metrics set at the outset of the project been achieved?⁴

3. Effectiveness

- Has the project achieved its objective?
- How have the project's products and knowledge been used by national policy makers and social partners in countries that have participated to the project or been involved in capacity building activities?
- How effective has the project been, within the limits of its resources and work-plan, in ensuring that its results are utilized in the most appropriate manner for policy dialogue, engagement and improvement?
- Are there lessons to be learned from countries that have been more engaged in the project? Can such lessons be replicated in other countries in similar projects?
- How effective has the communication strategy been at disseminating the project's products and knowledge? What evidence exists regarding its reception?
- In which area did the project have the greatest achievements and the least achievements?
- To what extent did the implementation of the project influence policy formulation on quality apprenticeship systems?

4. Efficiency of resource use

- Have activities supporting the project been cost effective?
- Given the distribution of project's human and financial resources across outputs and the progress made on each of them, are such resources efficiently allocated?
- Has the project's budget structure and financial planning process ever represented an obstacle to efficiently use, allocate and re-allocate financial resources?

⁴ Check the 'Performance Benchmark 13-10-2016' in the project's documents for additional information on the outputs, outcomes and KPI metrics included in the grant agreement with the donor.

5. Effectiveness of management arrangements

- Did the project receive adequate political, technical and administrative support from its partners? Did it receive adequate support from the ILO offices in the field and the responsible HQ units in Headquarters?
- How effective was the communication between the project team, the donor and other stakeholders?
- How effectively did the project monitor project performance and results?
- How effective was the management approach?

6. Impact and sustainability of results

- What contribution did the project make towards achieving its long term objective?
- Have the stakeholders taken ownership of the recommendations of the project?
- How effective and realistic is the exit strategy of the project?
- What is the likelihood that the results of the project will be sustained and utilized after the end of the project?
- What needs to be done to enhance the sustainability of the project, strengthen the uptake of the project outcomes by stakeholders?

5. METHODOLOGY

The evaluation methodology will use a qualitative method, to be defined and approved as part of the evaluation methodology to be submitted by the selected consultant.

Envisaged steps include the following:

1. Desk Review: Review of project materials, publications, data, etc.
2. Inception meeting with the project team and technical backstopping unit in ILO HQ.
The objective of the consultation is to reach a common understanding regarding the status of the project, the priority assessment questions, available data sources and data collection instruments and an outline of the final evaluation report. The following topics will be covered: project background and materials, key evaluation questions and priorities, list of stakeholders, outline of the inception and final report.
3. Submission of an inception report with the final methodology.
4. Consultation and discussions with key project stakeholders as required.
5. Debriefing with the ILO and JPMorgan Chase Foundation after submission of the draft final report.

6. CONTRACTOR'S RESPONSIBILITIES AND DELIVERABLES

The contractor will be responsible for:

- The design, planning and implementation of the evaluation and the write-up of the evaluation report, using an approach agreed with ILO, and for delivering in accordance with the ILO's specifications and timeline;
- Consulting and liaising, as required, with ILO and any partners to ensure satisfactory delivery of all deliverables;

- Making themselves available, if required, to take part in briefings and discussions, online or, if judged necessary, at the ILO Geneva Office or other venue, on dates to be agreed, in line with the work outlined in these ToRs.

The contractor should provide the following deliverables:

Deliverable 1: Inception report with methodology

The inception report should detail the evaluators' understanding of what is being evaluated and why, showing how each evaluation question will be answered by way of: proposed methods; proposed sources of data; and data collection procedures. The inception report should also include an evaluation matrix, proposed schedule of tasks, activities and deliverables.

Guidance is available at the following link:

http://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_165972.pdf

Deliverable 2: Draft evaluation report

To be submitted to the evaluation manager in the format prescribed by the ILO

http://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_165967.pdf

Deliverable 3: Presentations of draft report

A presentation should be prepared for the ILO and JPMorgan Chase Foundation on the draft report, to be used during the debriefing (via videoconference)

Deliverable 4: Final evaluation report with executive summary

To be submitted to the evaluation manager. The quality of the report will be determined based on quality standards defined by the ILO Evaluation Office. The report should be professionally edited; The vendor will be responsible for scheduling all meetings with stakeholders.

7. ILO RESPONSIBILITIES

The ILO evaluation manager will have the following responsibilities:

- Review the evaluation questions with the independent evaluator and liaise with concerned stakeholders as necessary.
- Monitor the implementation of the evaluation methodology, as appropriate and in such a way as to minimize bias in the evaluation findings;
- Review the evaluation report and provide initial comments;
- Circulate the draft evaluation report to all concerned stakeholders;
- Collect comments on the draft from all stakeholders and forward to the evaluator;
- Liaise with Skills that work project staff whenever their engagement is needed to fulfil the requirements above.

The project team will have the following responsibilities:

- Provide all necessary information, documents and contact lists available;
- Facilitate the scheduling of meetings with key stakeholders when necessary.

8. COMPLETION CRITERIA

Acceptance will be acknowledged only if the deliverable(s) concerned are judged to be in accordance with the requirements set out in the contract, to reflect agreements reached and plans submitted during the contract process, and incorporate or reflect consideration of amendments proposed by ILO

Completion and acceptance of the final report will be based on the criteria set out by the ILO Evaluation Unit which are outlined in a note accessible at the following link:

http://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_165968.pdf

Gender equality issues shall be explicitly addressed throughout the evaluation activities of the consultant and all outputs including final reports or events need to be gender mainstreamed as well as included in the evaluation summary. The ILO guidelines on Gender and Evaluation are outlined in a note accessible at the following link:

https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_165986.pdf

Deliverables will be regarded as delivered when they have been received electronically by the Evaluation Manager and confirmed acceptance of them.

9. SPECIAL TERMS AND CONDITIONS

This evaluation will comply with UN norms and standards for evaluation and ensure that ethical safeguards concerning the independence of the evaluation will be followed. Please refer to the UNEG code of conduct: <http://www.unevaluation.org/document/detail/100>

All draft and final outputs, including supporting documents, analytical reports and raw data should be provided in electronic version compatible with Word for Windows. All data and information received from the ILO for the purpose of this assignment will be treated confidentially and are only to be used in connection with the execution of these Terms of Reference. All intellectual property rights arising from the execution of these Terms of Reference are assigned to the ILO. Use of the data for publication and other presentation can only be made with the agreement of ILO. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.

10. SCHEDULE OF DELIVERABLES

Time	Steps / Deliverable	Responsible	W/days
Weeks 1-2	<ul style="list-style-type: none"> - Initial Desk review and key informant interviews with project team - Elaboration of draft inception report - Review and comments by ILO and key stakeholders - Finalization of inception report and evaluation plan By end of week 1: Deliverable 1: Inception report with methodology	Consultant	5
Weeks 3 – 4	<ul style="list-style-type: none"> - Detailed document Review - Interviews with key project's stakeholders - Evaluation report writing 	Consultant	10
Week 5	<ul style="list-style-type: none"> - Evaluation report writing By end of week 5: Deliverable 2: Submission of draft evaluation report Deliverable 3: Presentation of draft	Consultant	5

Week 6	Review and comments by ILO and key stakeholders	Evaluation manager	
Week 7	- Report writing and integration of comments By end of week 7: Deliverable 4: Submission of final evaluation report	Consultant	5
TOTAL:			25 days

Annex 2: Documentation reviewed

Engelhardt, A./ILO 2018: Independent Midterm Evaluation. ILO Projects. 1) Improving Indigenous peoples' access to justice and development through community-based monitoring (GLO/16/24/EUR), and 2) Promoting indigenous peoples' human development and social inclusion in the context of the implementation of the 2030 Agenda for Sustainable Development (GLO/16/23/EUR).

Genesis, 2018: Understanding the non-marketable benefits of apprenticeships in South African enterprises

ILO 2009: Public-private partnerships. Director-General announcement. IGDS Number 81

ILO, 2009: Public-private partnerships. Office procedure. IGDS Number 83

ILO, 2014: Engagement with the private sector. Office procedure. IGDS Number 398

ILO 2014: Engagement with the private sector. Director-General announcement. IGDS Number 400

ILO, 2017: Concept Note: Skills that work Project

ILO, 2018: Terms of Reference. Terms of Reference^[1] Final Independent Evaluation of Project Skills that Work

ILO, 2018: ILO Survey Report on the National Initiatives to Promote Quality Apprenticeships in G20 Countries

ILO, 2019: Guidelines for developing Public Private Partnerships

ILO, 2019: Project status JPM, 15 March 2019

Websites consulted

<https://sustainabledevelopment.un.org/?menu=1300>

<https://sustainabledevelopment.un.org/sdg8>

<https://sustainabledevelopment.un.org/sdg4>

https://www.ilo.org/wcmsp5/groups/public/---dgreports/---dcomm/documents/statement/wcms_499403.pdf

UN Evaluation Group Norms and Standards (2016):
<http://www.unevaluation.org/document/detail/1914>

UN Evaluation Group code of conduct (2008):
<http://www.unevaluation.org/document/detail/100>

<https://www.ilo.org/skills/areas/skills-training-for-poverty-reduction/lang--en/index.htm>

https://www.ilo.org/skills/areas/skills-training-for-poverty-reduction/WCMS_564498/lang-en/index.htm

https://www.ilo.org/employment/Whatwedo/Publications/WCMS_633677/lang-en/index.htm

Annex 3: List of people interviewed

Surname	Name	Role	Organisation	Email
Cuatle Segovia	Marcelo	Project team (Full time until 30 September 2018; part time (20 per cent) from 07 October 2018 to 07 February 2019).	Skills Branch, ILO Employment Policy Department - Programme and Communication Officer	segovia@ilo.org
Comyn	Paul	Project team	Skills Branch, ILO Employment Policy Department - Sr Skills Specialist	comyn@ilo.org
Boldemann	Hanka	Vice President - JPMorgan Chase Foundation	JPMorgan Global Philanthropy, Vice-president	hanka.boldemann@Jpmorgan.com
Asfaha	Samuel Ghebretensae	Principal Officer - Relations/TC (Africa)	ILO ACT/EMP	asfaha@ilo.org
Morni	Akustina	Policy advisor	International Organisation of Employers (IOE)	morni@ioe-emp.com
Ursel	Hauschildt	Consultant SKILLS THAT WORKS	University of Bremen	uhaus@uni-bremen.de
Klein	Jean-Francois	Sr Administrator	ILO Employment Policy Department	kleinj@ilo.org
Liliana	Rossells Lovera	Development Partners Relations	ILO	rossells@ilo.org
Jamie	Robertson	Consultant SKILLS THAT WORKS	Genesis Analytics	jamier@genesis-analytics.com
Lee	Sangheon	Director of Employment Policy Department	ILO	lees@ilo.org
Ho	Hang	Head EMEA	JPMorgan Chase Foundation	

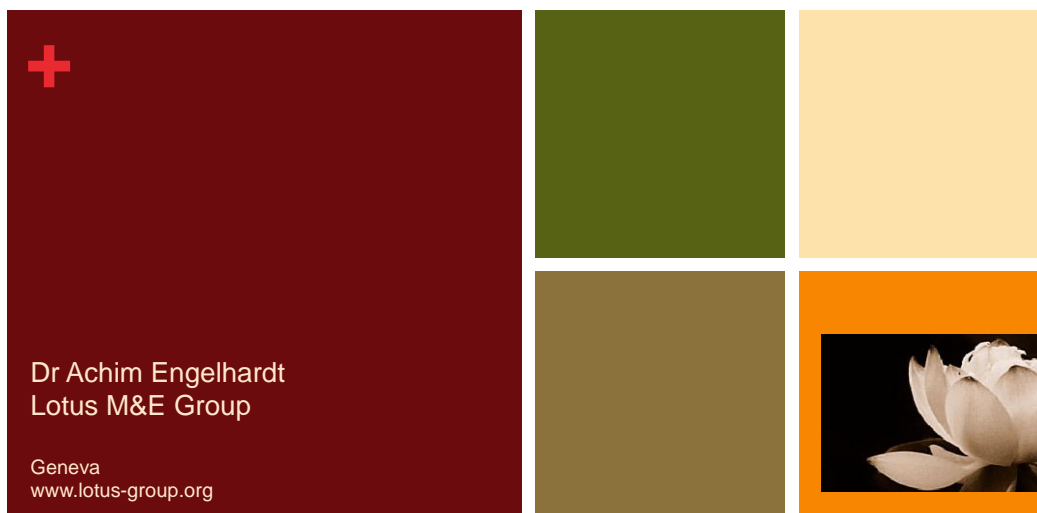
Workshop focal points

Sleiman	Cecilia	Skills Development Systems Specialist	Unión Industrial Argentina	www.uia.org.ar
Feix	Noemie	Employment Officer based in Mexico City	ILO Mexico City	Feix@ilo.org
Chatani	Kazotoshi	Employment Specialist based in Jakarta. Part of project team (until 5 July 2018)	ILO Jakarta	chatani@ilo.org
Bordado	Gabriel	ILO Skills Specialist based in Delhi	ILO New Delhi	Bordado@ilo.org

Panel of experts meeting, 23 May 2017, Geneva

NAME	POSITION	INSTITUTION	E-MAIL
Clemens Wieland	Senior Project Manager	Bertelsmann Foundation	Clemens.Wieland@bertelsmann-stiftung.de

Annex 4: Evaluation inception report



Final Independent Evaluation of Project “Skills that Work”

Revised inception report

Prepared for the
International Labour Organization

February 2019

A. Introduction

This document constitutes the inception report of the independent final evaluation of the ILO projects: Improving the employability of low and middle-skilled workers; “Skills that Work” (GLO/16/34/JPM). The project is a 24-month⁵⁷, US\$1.037.238 million initiative funded by JPMorgan Chase Foundation and implemented by the ILO. The Project aims at supporting and monitoring the development of national apprenticeship systems in the framework of the G20 Initiative to Promote Quality Apprenticeships, by developing the capabilities of beneficiary countries to improve the delivery of demand-led training in the technical and vocational education and training system, working in close partnership with the private sector.

For the ILO, this project constitutes the first partnership with the JPMorgan Chase Foundation⁵⁸. For the JPMorgan Chase Foundation, the project seems to be the first of its nature with an United Nations organization⁵⁹.

The inception report is one deliverable of this evaluation and has the following objective: “to reach a common understanding regarding the status of the project, the priority assessment questions, available data sources, and data collection instruments and an outline of the final evaluation report⁶⁰.”

i. Evaluation purpose and scope

The evaluation Terms of Reference (ToR)⁶¹ outline the **evaluation purpose** as follows:

“The purpose of the final evaluation is to prove the impact of the project while assessing the overall performance of the project in meeting its objectives, based on the standard evaluation criteria of relevance, impact, effectiveness, efficiency, and sustainability of project outcomes. The knowledge generated by the evaluation will also feed in the design of future intervention models and contribute to documenting management and delivery approaches”.

During the kick-off meeting with the project team, the consultant and EVAL clarified that this evaluation is a final project evaluation rather than an impact evaluation and that expectation need to be managed accordingly. Given the number of consultancy days and budget available for the evaluation, as well as the evaluation design refraining from field visits, only progress towards or likelihood of impact will be assessed.

The **evaluation scope** is to cover the entire duration of the project since its inception. All the stakeholders involved in the project will be assessed.

The evaluation manager for this evaluation is Ms. Luisa De Simone, Junior Professional Officer in the ILO’s Youth Employment Programme, under the guidance and supervision of Mr. Jean-François Klein, Departmental Evaluation Focal Point in the ILO’s Employment Policy Department and Mr. Peter Wichmand, Senior Evaluation Manager in EVAL of the ILO. Dr. Achim Engelhardt, an independent evaluation consultant, undertakes the evaluation,

⁵⁷ Subject to a non-cost extension which is being negotiated at the time of the evaluation.

⁵⁸ Given the focus of the ILO’s Evaluation Office (EVAL) on Public-Private Partnerships (PPP) in 2019 as part of a High-Level Evaluation, project evaluation results on PPP appear timely

⁵⁹ The evaluator will validate this fact as part of the evaluation process.

⁶⁰ ILO, 2018: Terms of Reference. Terms of Reference^{SEP} Final Independent Evaluation of Project Skills that Work. Page 7.

⁶¹ Ibid, page 4-5.

selected through a competitive process and with no prior engagement neither in the design nor implementation of the project.⁶²

ii. Project background

The ToR summarize the project background as follows⁶³:

“Since 2012, the ILO promotes and implement quality apprenticeships at the request of its member countries. The Skills that work project, with its immediate and the development objectives focusing on knowledge development and dissemination, is fully in line with the UN’s Sustainable Development Goals (SDGs)⁶⁴, notably SDG-8⁶⁵ “Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all” and SDG-4⁶⁶ “Ensure inclusive and equitable education and promote lifelong learning opportunities for all” and the G20 Initiative to Promote Quality Apprenticeships⁶⁷.

The project aims to use ILO's technical capacity, expertise and network to leverage the G20 Initiative to Promote Quality Apprenticeships by facilitating knowledge exchange on apprenticeships through peer learning, practical tools, and guidelines and methodological guidance. The field of intervention of Skills that work is capacity building and knowledge generation and dissemination. The project implements a work-plan that seeks to develop the capabilities of target countries to improve their quality apprenticeship systems, extend their capacity to better train those who need it the most and thereby contribute to each country's competitiveness and economic growth by reducing skills mismatch.

By the end of the project, it is expected that, as a result of the project, G20 member states will enhance their commitment to promote quality apprenticeships at country level. In addition, it is also expected that at least five G20 member states take additional actions to promote quality apprenticeships, such as capacity building activities or awareness-raising activities”.

The project has the following Immediate Objective: “Enhanced capacity of G20 member states to develop and implement effective quality apprenticeship systems”.

Three outputs constitute the project:

- Output^[1]_{SEP}1: Increased knowledge on national initiatives to promote quality apprenticeships^[1]_{SEP}
- Output 2: A global cost-benefit analysis methodology on quality apprenticeships proposed and piloted in South Africa^[1]_{SEP}
- Output 3: Guide and tools to design quality apprenticeship systems and programmes produced and disseminated.

⁶² Monitoring and evaluation specialist with expertise in supporting the ILO in M&E related work since 2006.

⁶³ ILO, 2018: ILO, 2018: Terms of Reference. Terms of Reference^[1]_{SEP}Final Independent Evaluation of Project Skills that Work. Pages 1-2.

⁶⁴ <https://sustainabledevelopment.un.org/?menu=1300>

⁶⁵ <https://sustainabledevelopment.un.org/sdg8>

⁶⁶ <https://sustainabledevelopment.un.org/sdg4>

⁶⁷ https://www.ilo.org/wcmsp5/groups/public/---dgreports/---dcomm/documents/statement/wcms_499403.pdf

B. Evaluation approach and methodology

iii. Overall methodological approach and design

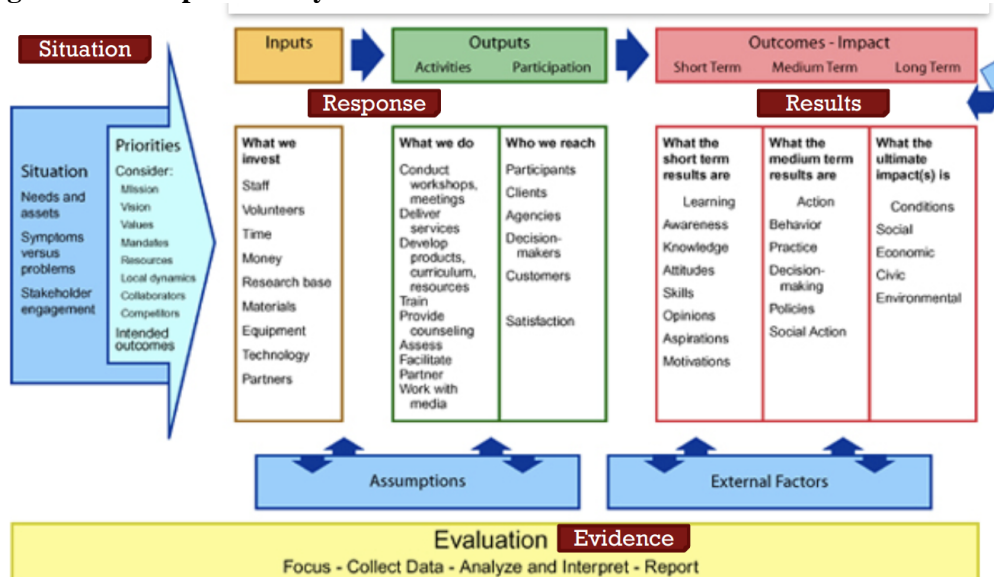
The evaluation consultant proposes to use a **theory-based evaluation approach** for this final evaluation. The suggested approach addresses the expected time-lag between the mainly research-based results of the project and the outcome level changes concerning G20 member states commitments to promote quality apprenticeships and related pledges.

The approach was successfully used in recent evaluations for international organizations, including the ILO in 2018⁶⁸. “A theory-based evaluation specifies the intervention logic, also called “theory of change” that is tested in the evaluation process. The theory of change is built on a set of assumptions around how the project designers think a change will happen. This includes a pathway from quality research to effective research dissemination and capacity building, followed by ultimate uptake at the policy and practical level.

Logically the theory of change is linked to the project logframe, which exists in a basic format as part of the project document. . From an analytical viewpoint, the theory of change goes beyond the requirements of a standard logframe and allows for more in-depth analysis.

The added value of theory-based evaluation is that it further elaborates the assumptions behind the project, as well as linkages between outputs, outcomes, and impact, including respective indicators. Besides, the approach highlights stakeholder needs as part of situation analysis and baseline. The situation analysis also identifies barriers to achieving commitments to promote quality apprenticeships at country level.

Figure 1: Concept of theory-based evaluation



Source: University of Wisconsin, **modified**

The approach includes analyzing the projects’ response (activities and outputs) to the problem followed by a results analysis⁶⁹. Figure 1 above outlines the theory-based evaluation approach, using a concept developed by the University of Wisconsin.

⁶⁸ Engelhardt, A./ILO 2018: Independent Midterm Evaluation. ILO Projects. 1) Improving Indigenous peoples’ access to justice and development through community-based monitoring (GLO/16/24/EUR), and 2) Promoting indigenous peoples’ human development and social inclusion in the context of the implementation of the 2030 Agenda for Sustainable Development (GLO/16/23/EUR).

⁶⁹ Ibid, page 6.

iv. Data collection and analysis methods

The final evaluation is based on a rigorous triangulation of data. For this purpose, the following selection of tailored evaluation tools and processes are suggested. Annex 1 presents the evaluation matrix.

- a. **Kick-off meeting** with the evaluation manager, EVAL, the Departmental evaluation focal point and the project team to discuss:
 - Project background,
 - Uniqueness of the projects concerning the partnership with a new donor for the ILO,
 - Project stakeholders,
 - Key documentation,
 - Revisions in the suggested evaluation work plan, including new deadlines for evaluation deliverables.
- b. **Desk review** of project documentation and relevant materials such as i) the project document; ii) the key performance indicators and outcomes, iii) the mid-term evaluation; and iv) monitoring and other progress reports;
- c. **Theory of Change validation meeting** with the evaluation manager and the project team in Geneva to clarify the intervention logic;
- d. **Telephone & face-to-face interviews** with the project team and other relevant ILO staff in Geneva;
- e. **On-line survey** for participants of workshops held in Argentina, Mexico, Indonesia, India, and Cambodia;
- f. **Telephone/ Skype interviews** with a panel of technical experts (previously engaged in the project), the donor, and ILO staff based in decentralized offices;
- g. **Presentation of emerging evaluation findings** to the evaluation manager and the project team in Geneva following data analysis;
- h. **Draft report** for feedback to the project team (factual validation) and the evaluation manager (quality assurance). The [sharing of the draft is via the evaluation manager and after approvals of the draft report for circulation](#);
- i. **Finalization of evaluation report** and presentation in person to the evaluation manager and the project team focus on conclusions, recommendations, lessons learned and best practices.

Primary stakeholders for this evaluation are the project staff, the evaluation manager, the Departmental Evaluation Focal Point in the ILO's Employment Policy Department, EVAL and the donor. Those stakeholders will receive the first full draft of the evaluation report for comments.

v. Sampling strategy

The final evaluation aims to consult all project stakeholders to cover all components of the project. This approach seems feasible given the number of stakeholders, the proposed data collection tools and the number of days available for the evaluation. As such, no sampling strategy will be required.

vi. Limitations to the evaluation

At the inception stage, the evaluation does not face any major limitations.

Minor limitations concern delays in contracting with knock-on effects on the contracting process and the start date of the final evaluation. However, given the more generous timeframe for the final evaluation emerging from the kick-off meeting, this limitation should be managed at the expense of reduced time for feedback on evaluation deliverables such as the inception and draft report.

Another minor limitation concerns project-funded workshop reports including participants lists that were not yet available at the time of producing this inception report. Also, the project logframe is presented in a basic format lacking assumptions and using a terminology which lacks a clear distinction between outputs and outcomes⁷⁰.

Due to a large number of evaluation questions, which further increased as part of the inception process for this evaluation, the evaluation will have to focus on breadth rather than depth in the analysis of issues. This caveat was communicated to the evaluation manager during the kick-off meeting.

Given the institutional importance of this first partnership engagement between the JPMorgan Chase Foundation and the ILO, the expectations for this evaluation need to be carefully managed. The research and capacity building nature of the project and the final launch of some projects outputs during the duration of evaluation determine that the possibilities for assessing impact, i.e., long term results will be limited⁷¹. Impact measures such as changes in knowledge, awareness, and practice (KAP), including policy change are unlikely to be fully applicable. As such, the evaluation will focus on the likelihood of changes.

Due to the same limitation, three out of seven effectiveness-related evaluation questions about the use of project outputs (question 3.2, 3.3 and 3.7) are unlikely to encounter a strong evidence base.

⁷⁰ During the inception phase, the evaluation found that outcomes are in fact mixed with activities and outputs in the right hand column of the logframe format titled « outcomes » in Appendix B of the project document.

⁷¹ While the evaluation could usefully include suggestions for further analysis of impact, at the inception stage the required baselines and benchmarks seem to be missing for a purposeful impact assessment. Particularly the project output titled “Understanding the non-marketable benefits of apprenticeships in South African enterprises” seems of limited value for such a purpose, given that the analysis for apprentices is based on a sample size of 17 (seventeen) persons, lacking any kind of representativeness at national level.

C. evaluation questions

The ToRs for this final evaluation originally contained the 26 evaluation questions. During the inception process for this evaluation, stakeholders proposed additional evaluation questions and suggested a prioritisation of evaluation questions. As a result, some evaluation questions of the original ToR were subsumed by new evaluation questions, partly due to their similar nature⁷².

The final section of 27 evaluation questions are shown below. The evaluation questions are further elaborated for the interviews and surveys, as presented in the Annexes.

1. Relevance and strategic fit

1.1 Are the needs addressed by the project still relevant? ^[L]_[SEP]

1.2 How does the project link to ILO policies and strategies at the departmental, global level?

1.3 How the project fits into the ILO results framework and metrics – e.g. contribution to CPOs/DWCPs in selected countries, to Policy Outcomes, to relevant SDGs?

2. Validity of design ^[L]_[SEP]

2.1 Was the intervention logic, coherent and realistic? ^[L]_[SEP]

2.2 How realistic were the risks and assumptions upon which the project logic was based?
How far did the project control them? ^[L]_[SEP]

2.3 ☐ To what extent did the project use existing or similar PPP approaches or evolutions of these as previously used in the ILO?

2.4 To what extent did the project design include social dialogue and tripartism?

2.5 To what extent did the project design address ILO standards and gender?

3. Effectiveness ^[L]_[SEP]

3.1 To what extent have the outputs, outcomes and KPI metrics set at the outset of the project been achieved, including the project's overall project?

3.2 How have the project's products and knowledge been used by national policy makers and social partners in countries that have participated in the project or been involved in capacity building activities? ^[L]_[SEP]

3.3 How effective has the project been, within the limits of its resources and work-plan, in

⁷² How did the project align with and support priorities of the ILO constituents?

Was the results framework appropriate, given the expectations of the ILO and the donor? ^[L]_[SEP]

Has the project achieved its objective? ^[L]_[SEP]

Was the demand for the project outcomes, which provides the rationale for the project intervention, relevant at global and national levels?

ensuring that its results are utilized in the most appropriate manner for policy dialogue, engagement, and improvement? ^{[[L]]}_{SEP}

3.4 Are there lessons to be learned from countries that have been more engaged in the project? Can such lessons be replicated in other countries in similar projects? ^{[[L]]}_{SEP}

3.5 How effective has the communication strategy been at disseminating the project's products and knowledge? What evidence exists regarding its reception? ^{[[L]]}_{SEP}

3.6 In which area did the project have the most significant achievements and the least achievements? ^{[[L]]}_{SEP}

3.7 To what extent did the implementation of the project influence policy formulation on quality ^{[[L]]}_{SEP} apprenticeship systems? ^{[[L]]}_{SEP}

3.8 To what extent has the project been successful in a PPPs context and facilitates this type of partnership?

4. Efficiency of resource use ^{[[L]]}_{SEP}

4.1 Have activities supporting the project been cost-effective? ^{[[L]]}_{SEP}

4.2 Given the distribution of the project's human and financial resources across outputs and the ^{[[L]]}_{SEP} progress made on each of them, are such resources efficiently allocated? ^{[[L]]}_{SEP}

4.3 Has the project's budget structure, and financial planning process ever represented an obstacle to efficiently use, allocate and re-allocate financial resources? ^{[[L]]}_{SEP}

5. Effectiveness of management arrangements

5.1 Did the project receive adequate political, technical and administrative support from its partners? Did it receive adequate support from the ILO offices in the field and the responsible HQ units in Headquarters? ^{[[L]]}_{SEP}

5.2 How effective was the communication between the project team, the donor and other stakeholders? ^{[[L]]}_{SEP}

5.3 How effectively did the project monitor project performance and results? ^{[[L]]}_{SEP}

5.4 How effective was the management approach?

6. Progress towards impact and sustainability of results ^{[[L]]}_{SEP}

6.1 What contribution did the project make towards achieving its long term objective?

- 6.2 How effective and realistic is the exit strategy of the project? ^{[[]]}_[SEP]
- 6.3 What is the likelihood that the results of the project will be sustained and utilized after the end of the project? ^{[[]]}_[SEP]
- 6.4 What needs to be done to enhance the sustainability of the project, strengthen the uptake of the project outcomes by stakeholders? ^{[[]]}_[SEP]

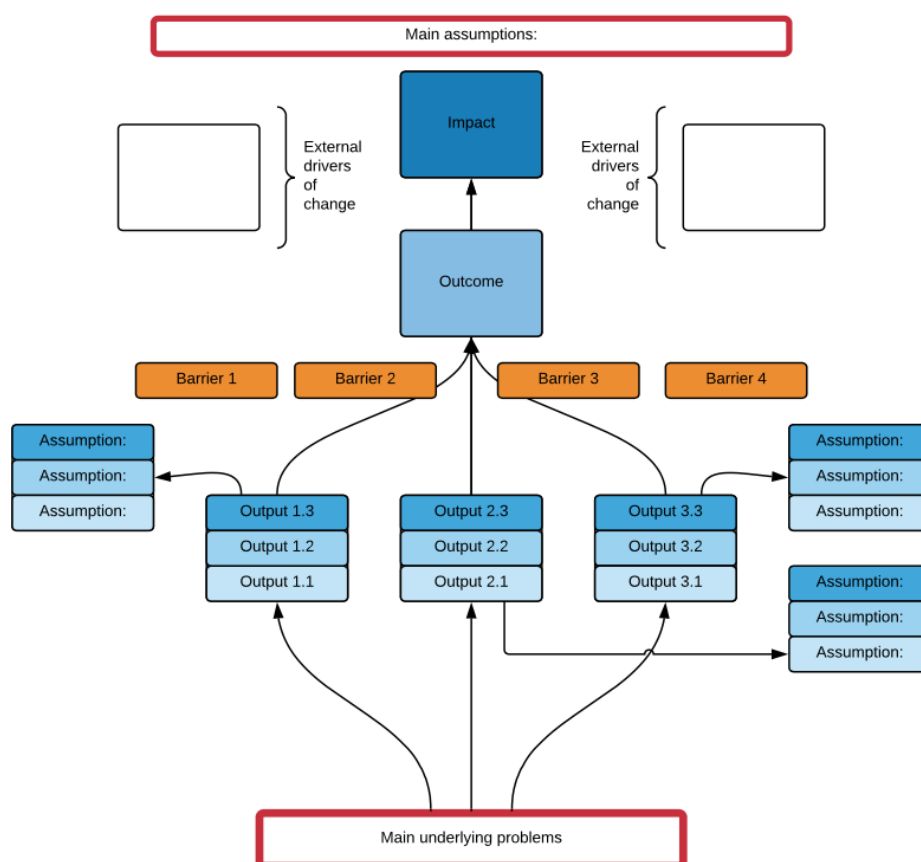
D. Theory of Change

The projects' theory of change will be reconstructed based on the project documentation and validated with the project team in a theory of change workshop. Given the quality of the logframe, such a complementary approach seems highly valuable to clarify the project design⁷³. Figure 2 outlines a generic template to be used for the Theory of Change.

The evaluator suggests to address the following elements of the theory of change:

- Underlying problems to be addressed by the project
- Change pathways from outputs to impact level, based on the problem identification
- Main assumptions for change to happen
- Detailed assumption per project output
- Barriers to change that are beyond the scope of the project but still need to be observed
- Drivers of change external to the project that can catalyse project performance

Figure 2: Theory of Change template proposed for the final evaluation



⁷³ EVAL commented that “it should also be recognised that producing a ToC from scratch in an evaluation should be seen as exceptional and that the design and planning of the project should have produced such a ToC. It should also be clearly verified that no ToC has been attempted or used, including possibly one used at departmental level”.

E. work plan

The evaluation workplan in Figure 3 reflects an amendment of the initial workplan suggested in the ToR, following discussions during the kick-off meeting about the deadline for the delivery of the final evaluation report.

Figure 3: Revised evaluation workplan ILO “Skills that work”

Milestone	Responsibility	Date	Status
Signature of contract	ILO/consultant	23 January 2019	Expected
Kick-off meeting with project staff and evaluation manager	ILO/consultant	22 January 2019	Accomplished
Project documentation shared with the consultant	ILO	21 January 2019	Accomplished
Initial desk review	Consultant	4 to 8 February 2019	Accomplished
Inception report outlining evaluation methodology and data collection tools	Consultant	8 February 2019	Accomplished
Scheduling interviews	Consultant	11 February 2019	Expected
Feedback on inception report	ILO	9 to 13 February 2019	Accomplished
Finalization of the inception report	Consultant	14 February 2019	Accomplished
Detailed document review	Consultant	18 to 22 February 2019	Expected
Theory of Change meeting with project staff	Consultant	8 March 2019	Expected
Evaluation interviews: face-to-face in Geneva, telephone, and Skype	Consultant	25 February to 8 March 2019	Expected
Online survey	Consultant	25 February to 8 March 2019	Expected
Data analysis and reporting	Consultant	11 to 15 March 2019	Expected
Presentation of emerging evaluation findings	Consultant	20 March 2019	Expected
Draft report ⁷⁴	Consultant	20 March 2019	Expected
Feedback on the draft report	ILO	21 to 31 March 2019	Expected
Revision of report	Consultant	1 to 5 April 2019	Expected
Final report ⁷⁵	Consultant	8 April 2019	Expected

This report concludes with the following Annexes:

- Annex 1: Evaluation matrix with evaluation questions, proposed evaluation tools, and data sources. Indicators data is referred to where applicable.
- Annex 2: Evaluation interview guide: project implementation partners
- Annex 3: Evaluation survey: project workshop participants
- Annex 4: Stakeholder list

The final evaluation will follow the ILO Evaluation Policy Guidelines

⁷⁴ The draft report will be submitted to the evaluation manager and departmental evaluation focal point.

⁷⁵ The report from the evaluation consultant should include the required templates for any lessons learned and good practices.

Annex 5: Evaluation matrix

	Evaluation questions/issues	Proposed evaluation tools	Data source
1. Relevance: Was the project doing the right thing?			
	1.1 Are the needs addressed by the project still relevant?	Document review Interviews with ILO project staff Online survey (for question 1.3)	Project documentation; project stakeholders.
	1.2 How does the project link to ILO policies and strategies at the departmental, global level?		
	1.3 How does the project fits into the ILO results framework and metrics – e.g. contribution to CPOs/DWCPs in selected countries, to Policy Outcomes, to relevant SDGs?		
2. Validity of project design: Was the project designed realistically?			
	2.1 Was the intervention logic, coherent and realistic? ⁽¹⁾ _{SEP}	Document review Interviews with ILO project staff Theory of change validation meeting	Project documentation; project stakeholders.
	2.2 How realistic were the risks and assumptions upon which the project logic was based? How far did the project control them?		
	2.3 To what extent did the project use existing or similar PPP approaches or evolutions of these as previously used in the ILO?		
	2.4 To what extent did the project design include social dialogue and tripartism?		
	2.5 To what extent did the project design address ILO standards and gender?		

3. Effectiveness: were project results achieved and how?			
	3.1 To what extent have the outputs, outcomes and KPI metrics set at the outset of the project been achieved, including the project's overall project?	Document review Interviews with ILO project staff Online-survey (for question 3.2, 3.3, 3.4, 3.5, 3.6 and 3.7) Telephone interviews with stakeholders (for question 3.2, 3.3, 3.4, 3.5, 3.6 and 3.7) For questions 3.2, 3.3 and 3.7 the evidence base is likely to be low, given the recent launch of project outputs	Project documentation; project stakeholders.
	3.2 How have the project's products and knowledge been used by national policy makers and social partners in countries that have participated in the project or been involved in capacity building activities?		
	3.3 How effective has the project been, within the limits of its resources and work-plan, in ensuring that its results are utilized in the most appropriate manner for policy dialogue, engagement, and improvement?		
	3.4 Are there lessons to be learned from countries that have been more engaged in the project? Can such lessons be replicated in other countries in similar projects? ^[L] _[SEP]		
	3.5 How effective has the communication strategy been at disseminating the project's products and knowledge? What evidence exists regarding its reception? ^[L] _[SEP]		
	3.6 In which area did the project have the most significant achievements and the least achievements? ^[L] _[SEP]		
	3.7 To what extent did the implementation of the project influence policy formulation on quality ^[L] _[SEP] apprenticeship systems? ^[L] _[SEP]		
	3.8 To what extent has the project been successful in a PPPs context and facilitates this type of partnership?		
4. Efficiency: Were resources used appropriately to achieve project results?			
	4.1 Have activities supporting the project been cost-effective?	Document review Interviews with ILO project staff	Project documentation; project stakeholders.
	4.2 Given the distribution of the project's human and financial resources across outputs and the ^[L] _[SEP] progress made on each of them, are such resources efficiently allocated?		
	4.3 Has the project's budget structure, and financial planning process ever represented an obstacle to efficiently use, allocate and re-allocate financial resources?		

5. Effectiveness of management arrangements			
	5.1 <input type="checkbox"/> Did the project receive adequate political, technical and administrative support from its partners? Did it receive adequate support from the ILO offices in the field and the responsible HQ units in Headquarters? <small>[1] [SEP]</small>	Document review Interviews with ILO project staff Telephone interviews with stakeholders	Project documentation; project stakeholders
	5.2 How effective was the communication between the project team, the donor and other stakeholders? <small>[1] [SEP]</small>		
	5.3 How effectively did the project monitor project performance and results? <small>[1] [SEP]</small>		
	5.4 How effective was the management approach?		
6. Progress towards impact and sustainability of results: are results likely to have an effect and likely to last? <small>[1] [SEP]</small>			
	6.1 What contribution did the project make towards achieving its long term objective, the development or implementation of Quality Apprenticeship systems or programmes? <small>[1] [SEP]</small>	Document review Interviews with ILO staff Online-survey Telephone interviews with stakeholders For questions 6.2 and 6.4 the evidence base is likely to be low, given the recent or on-going launch of project outputs	Project documentation; project stakeholders.
	6.2 How effective and realistic is the exit strategy of the project? <small>[1] [SEP]</small>		
	6.3 What is the likelihood that the results of the project will be sustained and utilized after the end of the project?		
	6.4 What needs to be done to enhance the sustainability of the project, strengthen the uptake of the project outcomes by stakeholders?		

Annex 6: Evaluation Interview guide project implementation partners: ILO project team, ILO staff at central and decentralized levels, expert meeting members and other partners

Name	Position	Organization	Date

(A) Relevance

1. To what extent are the needs addressed by the project still relevant?

	Highly satisfactory	Satisfactory	Moderately satisfactory	Moderately unsatisfactory	Unsatisfactory	Highly unsatisfactory
Reflection of G20 needs on global quality apprenticeships						

Please explain "highly satisfactory" and "satisfactory" with examples:

(B) Effectiveness: achievement of project results

2. Please answer the following questions:

	Highly satisfactory	Satisfactory	Moderately satisfactory	Moderately unsatisfactory	Unsatisfactory	Highly unsatisfactory
To what extent have the project's products and knowledge been used by national policy makers and social partners?						
Please provide one example how the results were used:						
To what extent are results utilized in the most appropriate manner for policy dialogue, engagement, and improvement?						
How would you judge the project's communication strategy to facilitate the uptake of project results?						
Please provide one example to justify your assessment:						
To what extent did the implementation of the project influence policy formulation on quality apprenticeship systems?						
Overall, how satisfied are you with						

the project results?						
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3. What are the main positive and limiting factors that have influenced the project results?

4. Are there lessons to be learned from countries that have been more engaged in the project? Can such lessons be replicated in other countries in similar projects? ^[11]_[SEP]

5. To what extent has the project been successful in a PPPs context and facilitates this type of partnership?

(C) Progress towards sustainability and impact: effective and lasting results?

6. How would you rate the following criteria?

	Highly satisfactory	Satisfactory	Moderately satisfactory	Moderately unsatisfactory	Unsatisfactory	Highly unsatisfactory
Contribution to the development or implementation of Quality Apprenticeship systems or programmes?						
Stakeholder ownership of the recommendations of the project						
Likelihood that project results will be utilized after the end of the project?						
Effectiveness of the project's exit strategy						

7. What needs to be done to enhance the sustainability of the project, strengthen the uptake of the project outcomes by stakeholders?

(D) Validity of project design (for project team only)

8. To what extent did the project use existing or similar PPP approaches or evolutions of these as previously used in the ILO?

9. To what extent did the project design include social dialogue and tripartism?

10. To what extent did the project design address ILO standards and gender?

Annex 7: Evaluation survey: project workshop participants

Name	Position	Organization	Date

(A) Relevance

1. To what extent reflected the workshop objectives the needs and priorities of your institution?

	Highly satisfactory	Satisfactory	Moderately satisfactory	Moderately unsatisfactory	Unsatisfactory	Highly unsatisfactory
Reflection of your institutions' needs						
Reflection of your institutions' priorities						

Please explain "highly satisfactory" and "satisfactory" with examples:

(B) Effectiveness

2a. To what extent did the workshop deliver expected results:

	Highly satisfactory	Satisfactory	Moderately satisfactory	Moderately unsatisfactory	Unsatisfactory	Highly unsatisfactory
1. (to be completed)						
2. (to be completed)						
3. (to be completed)						

Please explain "highly satisfactory" and "satisfactory" with examples:

3. Would you recommend that same workshop to colleagues?

Yes	No

4. To what extent has the workshop increased your knowledge in one of the following areas?

Knowledge in:	Highly satisfactory	Satisfactory	Moderately satisfactory	Moderately unsatisfactory	Unsatisfactory	Highly unsatisfactory
1. (to be completed)						
2. (to be completed)						
3. (to be						

completed)						
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5. To what extent has the workshop helped you to do things differently in your job in one of the following areas?

Doing things differently in: ⁷⁶	Highly satisfactory	Satisfactory	Moderately satisfactory	Moderately unsatisfactory	Unsatisfactory	Highly unsatisfactory
1. (to be completed)						
2. (to be completed)						
3. (to be completed)						

Please explain why do can/can't do things differently using 1-2 examples.

6. To what extent has the workshop helped you and your organization to achieve the following:

Changes in: ⁷⁷	Highly satisfactory	Satisfactory	Moderately satisfactory	Moderately unsatisfactory	Unsatisfactory	Highly unsatisfactory
1. Self-confidence based on your increased know how						
2. Increased responsibilities in your job						
3. Increased satisfaction of line management						

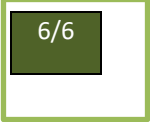


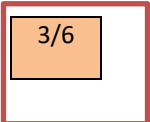
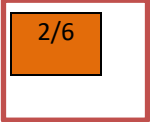
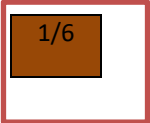
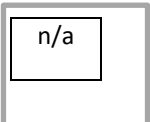
Please explain your assessment in cases of “highly satisfactory” ratings and areas where you are personally disappointed about the lack of change.

7. Overall, how useful was/were the workshop for you as a representative of your institution?

⁷⁶ Items will be identified once workshop reports become available to the evaluator.

⁷⁷ Changes identified are proxy indicators along the lines of behaviour change.

Annex 8: Legend for color coding used for results assessment

Colour coding	Description
	Highly satisfactory
	Satisfactory
	Moderately satisfactory
	Moderately unsatisfactory
	Unsatisfactory
	Highly unsatisfactory
	No assessment possible

Annex 9: Follow-up actions of the “Skills that Work” project (International Conference on Innovations in Apprenticeships, ILO, Geneva 2018)

Theme	Action Point: Implementation activities and tools
Improving the image of apprenticeships	A global research on the attitude and cultural perceptions about apprenticeships, development of an advocacy and communication strategy and digital tools for communicating the benefits of apprenticeeships
	Stocktaking of policy initiatives taken by countries (other than G20 countries on regional basis) for promoting apprenticeships
	Collection of case studies on the positive outcomes of apprenticeship training and life changing stories of apprentices
	Research on good practices on career guidance and counselling
	Policy guidance note on promoting the attractivess of apprenticeships for employers, youth, communities and governments

Theme	Action Point: Implementation activities and tools
<i>Future of work (FoW) and lifelong learning (LLL)</i>	A global research on new approaches in apprenticeships to meet the needs of adults, and workers in the gig economy
	Working paper on apprenticeships for the industry 4.0
<i>Financing apprenticeships</i> of	Economic analysis on the benefits of apprenticeships for various stakeholders (Employers, apprentices, government)
	Policy guidance note on financing of apprenticeships
<i>Policy development on other key issues</i>	A global research on apprenticeships in Small and Medium Enterprises: Enabling through Intermediary Organisations
	Working paper on pre-apprenticeships as a means to improve the integration of NEET, disadvantaged groups, migrant workers and refugees.
	Policy guidance note on distinction between apprenticeships and other forms of work based learning
	Working paper on work-based learning in school-based educational system
	Paper on regulatory frameworks and quality assurance mechanisms for apprenticeships

Theme	Action Point: Implementation activities and tools
	Working paper on higher-level apprenticeships
<i>Policy reform, Capacity development and pilot demonstration programmes at country level</i>	<p>Provide technical and financial support to countries in reforming or developing national policy, regulatory and institutional frameworks, and programmes for apprenticeships. It includes assisting government and social partners in contextualizing recently developed Toolkits for Quality Apprenticeships to strengthen national apprenticeship systems and programmes. (some of the countries are:</p> <ol style="list-style-type: none"> 1. India 2. Bangladesh 3. Cambodia 4. Vietnam 5. Indonesia 6. Myanmar 7. Tanzania 8. Uganda 9. Malawi 10. Burkina Faso 11. Costa Rica 12. Dominican Republic 13. Jordan 14. Yemen