



## **AU-EU Skills for Youth Employability Programme. Component 2: ‘Skills Initiative for Africa’ (Output 3 - SIFA – Skills Anticipation Project)**

ILO DC/SYMBOL: RAF/19/01/DEU

Type of Evaluation: Project

Evaluation timing: Final

Evaluation nature: Independent

Project countries: Regional, Cameroun, Ethiopia, Eswatini, Gabon, Ghana, Kenya, Namibia, Nigeria, South Africa, Tanzania, Zambia, Zimbabwe

P&B Outcome(s): P&B Outcome 5 “Skills and lifelong learning to facilitate access to and transitions in the labour market”

SDG(s): 8.5. 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.

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*Key Words: skills development, skills anticipation*

This evaluation has been conducted according to ILO’s evaluation policies and procedures. It has not been professionally edited, but has undergone quality control by the ILO Evaluation Office.

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# Abbreviations

AUC	African Union Commission
AUDA-NEPAD	African Union Development Agency
BMZ	German Federal Ministry for Economic Development Cooperation (Bundesministerium für Wirtschaftliche Zusammenarbeit)
EAC	East African Community
ECOWAS	Economic Community of West African States
EU	European Union
EQ	Evaluation Question
DAC	Development Assistance Committee
GIZ	German Agency for International Cooperation GmbH (Deutsche Gesellschaft für Internationale Zusammenarbeit GmbH)
ILO	International Labour Organisation
LMIS	Labour market information systems
M&E	Monitoring and Evaluation
OECD	Organisation for Economic Cooperation and Development
ProDoc	Programme / Project Document
ToC	Theory of Change
ToR	Terms of Reference
TVET	Technical and Vocational Training
UNSDCF	United Nations Sustainable Development Cooperation Framework
REC	Regional Economic Community
SADC	Southern African Development Community
SDG	Sustainable Development Goals
SIFA	Skills Initiative for Africa
SYEP	Skills for Youth Employability Programme



# Executive Summary

## Background & Context

### Summary of the project purpose, logic and structure

The evaluation focuses on a specific component of the ‘Skills Initiative for Africa’ (SIFA), namely its Output 3. The objective of Output 3 is: “Capacities of AUC, AUDA-NEPAD, RECs and national authorities for labour market forecasts and skills need anticipation systems are enhanced.”

Output 3 is being implemented on continental, regional, and country level, in two broad components. The first component focuses on raising awareness on skills anticipation and building capacity of labour market and skills experts. The second component strengthens skills anticipation systems at country level, by establishing tripartite task teams who then worked on national action plans.

SIFA was initiated by the African Union Commission (AUC) and the German Federal Ministry for Economic Development Cooperation in 2016. In 2019, with the co-funding of the Technical Component by the European Union, SIFA was extended from an AU-German into a multi-donor initiative. The SIFA-Skills Initiative for Africa is implemented by the ILO in cooperation with the African Union Development Agency (AUDA-NEPAD), while SIFA as a whole is managed by GIZ.

Key features of the project can be summarised as follows:

- Funder: European Union (through GIZ)
- Implementer: ILO
- Duration: 18 September 2019 - 30 September 2022 (planned) resp. 1 January 2020 – 30 November 2022 (actual)
- Budget: EUR 3,455,000 (revised budget, 2021)
- Geographic coverage: Eswatini, Gabon, Ghana, Zambia, Zimbabwe (in-country component), Cameroun, Ethiopia, Kenya, Namibia, Nigeria, South Africa, Tanzania (without in-country component)
- Target beneficiaries: AUC, AUDA-NEPAD, RECs, TVET organisations, public employment services, labour and skills development authorities, and other relevant education and labour market information bodies, relevant research centres and social partners (employers’ and workers’ organisations)
- Ultimate beneficiaries: Learners, young job seekers, migrants (potential and returning), workers and employers

### Present situation of the project

The project was formally closed at the end of November 2022.

Milestones of the projects were:



- Virtual Skills Anticipation Continental Conference in September 2021
- Rapid assessments for Cameroon, Ghana, Kenya, Namibia, Nigeria, South African, Uganda, and Zambia in 2021
- Capacity trainings on skills anticipation for 246 participants during 2021-2022
- National action plans for Eswatini, Ghana, Tanzania, Zambia, and Zimbabwe in 2022
- The adoption of a recommendation on skills anticipation by the Specialised Technical Committee of Ministers of Education-Meeting of Ministers of Education in AU Member State in September 2022

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

The objectives of the evaluation are to review the project based on the OECD-DAC criteria; document lessons learned and good practice and provide recommendations on sustainability and further development of the project outcomes.

The main clients of the evaluation are the ILO, the AUC, the AUDA-NEPAD, the AU Member States, the ILO's constituents, and the donors. The evaluation covers the entire project duration (2019-2022), and its components at the continental, regional, and country levels.

#### **Methodology of evaluation**

The methods and sources for data collection and analysis are briefly described in the following:

- Document and data review: As part of the evaluation, design documents, progress reports, and project outputs were reviewed.
- Online survey: An online survey was distributed to 118 stakeholders, of which 52 persons responded (46%).
- Interviews: We carried out 24 individual and group interviews with project participants and stakeholders, on continental, regional and country level. For the country level interviews, Gabon, Ghana, and Zimbabwe were selected, to represent different geographical regions where core activities of the project took place.
- Validation: The validation workshop on 1 November 2022 with more than 30 participants, as well as the review of the draft evaluation report provided opportunities for participation and feedback.

Apart from minor deviations the evaluation was implemented as planned.



## Main findings & Conclusions

### Relevance

The project is highly aligned with the AUC and AUDA-NEPAD's strategic goal of developing Africa's human capital and reorienting the education and training systems to meet required competencies and skills. Most stakeholders believe that the project addresses important issues of skills anticipation and LMI systems and contributes with its actions to reducing skills mismatches and youth employment.

The results logic of the project outlines the linkages between activities, (sub-)outputs, and the long-term impact of the SIFA on African youth employment. In our view, it would have strengthened the design and implementation if the causal pathways and the underlying assumptions would have been spelt out. It is, for instance, not immediately clear under which conditions improved anticipation leads to better policies or skills programmes, and who needs to be involved for this to happen. While such additional elements were likely part of the discussions, capturing them in (design) documents could have fostered common understanding and results orientation.

### Coherence

The vast majority of stakeholders believes that enough has been done to coordinate with other ILO interventions. The ratings for coherence with the AUC, the AUDA-NEPAD and the GIZ are positive too but includes more critical voices. National stakeholders interviewed in Gabon, Ghana, and Zimbabwe share the positive views on the synergies between the project and other programmes and projects in their countries. Yet it was seen as more challenging for the ILO team in Gabon to create synergies with other interventions without an official ILO representation and office. Likewise, where offices or representatives of the AUC, AUDA-NEPAD, and GIZ are not present, national stakeholders had similar concerns regarding coherence with initiatives of these organisations.

### Effectiveness

Looking at the M&E targets, the project has delivered on the planned Output 3 and over-delivered on two sub-outputs. Regarding project activities, although a continental conference and a peer-learning workshop for dissemination were not carried out due to the delays caused by the pandemic, the project was able to adapt effectively by incorporating dissemination into the virtual Continental Conference on Skills Anticipation (2021) and capacity building workshops for AU Member States, as well as through the production of a forthcoming continental guidance note synthesising all the project's lessons learnt for the AUDA-NEPAD.

Discussing the objectives more broadly, stakeholders believe that the project contributed to raised awareness about the importance of skills anticipation, putting it on the AU policy agenda, and enhanced capacities at both continental/regional and national levels. They appreciated ILO's expertise, the commitment of the project team, the quality of the technical support and trainings, the STED methodology, and the ILO's effort to instil ownership in national tripartite task teams. There is, however, an acknowledgement among national stakeholders that these results are quick gains, and "real change" will only occur once the national action plans are implemented effectively.



The project adapted well to Covid-19 in terms of quickly changing to online mode of working and training, developing a rapid skills assessment tool in response to stakeholders' emerging needs, and mobilising resources for catching up once face-to-face activities were allowed. All stakeholders consider the project has done very well in leveraging ILO's comparative advantages and cross-cutting issues. Stakeholders also believe that ultimately the improved skills anticipation systems will benefit all, including workers, employers, and learners/ young job seekers, migrants, women, and people with disabilities.

### **Efficiency**

Stakeholders consider the project as efficient, regarding the allocation of resources, and the quality of its services. There was slightly less satisfaction regarding the timeliness of delivery. Issues that undermined the efficiency include various delays brought by the pandemic, and the inflexibility for a no-cost extension, which lead to many activities being crammed into the late stages of the project.

Coordination within the ILO was rated very satisfactory. The teams in field offices and headquarters are committed to mutually support each other, especially during the adaptation period to Covid-19 and the in-country implementation.

The complex management arrangements between the AUC, AUDA-NEPAD, GIZ, EU, and the ILO is a specific feature of the project. Stakeholders raise some concerns such as challenges with the initial set-up process involving the AUDA-NEPAD and the ILO, as well as challenging logistics for the ILO – not least because the project was active in countries without an ILO office, and a lengthy period between the request for payments and actual transfers. Still, the management structure and processes ensured smooth implementation. Stakeholders mentioned that a more participatory decision-making process at steering level would have been beneficial for delivering and adapting the activities.

### **Impact**

Most stakeholders believe that the project has contributed to raising awareness, building evidence and expanding the knowledge base on skills anticipation, as well as to improving policies and measures adopted in the AU Member States for employment-oriented skills development. This is a good start leading to the desired objective of the SIFA programme to “improve occupational prospects of young Africans through the support of job-oriented skills programme”. Yet, it is too early to see the impact, and to what extent impact can be achieved depends significantly on the implementation of the actional plans and the institutionalisation of the skills anticipation approaches.

### **Sustainability**

Overall, stakeholders believe that both continental and national partners have the capacity and motivation to uphold the changes introduced by the project. They are not as optimistic, however, when it comes to financial capacity of the national partners in particular. At regional level, knowledge products produced by the projects such as the LMO concept note, rapid skills assessment, STED methodology, etc. are highly valued and seems likely to be sustained through the continuous work of the AUDA-NEPAD in knowledge management and sharing. Yet, the fact that little staff resources are



available at the AUDA-NEPAD for skills needs anticipation and related topics seems to be a key constraint. At country level, there is little financial capacity to continue the actions in most countries with a tripartite task team (except Eswatini, and some leads in Ghana and Zimbabwe). However, the national action plans can now be used by the task teams to seek potential internal and external financing.

## **Recommendations, Lessons Learned and Good Practices**

### **Recommendations**

- Recommendation 1: Support country task forces to implement measures deriving from the respective national action plans.
- Recommendation 2: Collect, assess, and disseminate evidence to support for knowledge sharing, to build trust and to leverage financial assistance.
- Recommendation 3: Use the political consensus forged among AU as a commitment device to mainstream and scale skills anticipation.

### **Main lessons learned and good practices**

- Lesson Learned No. 1: Leveraging internal and external partnerships facilitates access to key stakeholders and enhances the implementation.
- Lesson Learned No. 2: Allocating the role to lead the process to national constituents, in combination with a “pen-holder” approach, encourages ownership and contributes to effective implementation. Ownership is a necessary, but by itself insufficient condition to ensure sustainability.
- Good Practice No. 1: The inclusion of key ministries who play a central role in decision-making, planning, and fiscal policy, for instance Ministry of Finance and/or Ministry of Planning, is essential for securing funding and the realisation of follow-up action beyond for project implementation.





# 1. Introduction

The International Labour Organisation (ILO) commissioned an independent final evaluation of the ‘Skills Initiative for Africa’ (SIFA)-Skills Anticipation project. The evaluation was conducted between September and November 2022, in order to:

- Provide an independent assessment of the project through analysis of relevance, coherence, effectiveness, efficiency, impact, and sustainability
- Generate learning and document lessons learned and good practice
- Provide recommendations on sustainability and further development of the project outcomes

This report contains a project overview (chapter 2), an outline of the evaluation approach (chapter 3), the findings (chapter 4) and conclusions (chapter 5), as well as the recommendations of the evaluation team (chapter 6).

## 2. Project Overview

The evaluation focuses on a specific component of the ‘Skills Initiative for Africa’ (SIFA), namely its Output 3. The objective of Output 3 is: “Capacities of AUC, AUD-NEPAD, RECs and national authorities for labour market forecasts and skills need anticipation systems are enhanced.”

The wider context of the project is, first, SIFA as an initiative of the African Union Commission (AUC) and the African Union Development Agency (AUDA-NEPAD), and second, the AU-EU Skills for Youth Employability Programme (SYEP). SYEP is part of the DCI Pan-African Programme, financed from the general budget of the European Union (EU)<sup>1</sup>. SYEP, specifically its component 2, contributes to the ‘Skills Initiative for Africa’ (SIFA); they share a common objective, to improve employment prospects of young Africans. While SIFA is funded by the German government and implemented by GIZ, the evaluated Output 3 is financed by the European Union and implemented with ILO as technical partner.

Table 1 summarises key features of the intervention (Note: in the remainder of the report, the term “project” is used to refer to SIFA Output 3).

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<sup>1</sup> “Established in 2014, the Pan-African Programme constitutes one of the main EU financial instruments for the implementation of the Joint Africa-EU Strategy. The programme is funded under the EU’s Development Cooperation Instrument (DCI). The Pan-African Programme provides dedicated support to the Africa-EU Strategic Partnership. It supports projects with a trans-regional, continental or global added-value in areas of shared interest, and offers new possibilities for the EU and Africa to work together.” Source: [www.welcomeurope.com/en/programs/dci-development-cooperation-instrument-1-3-pan-african-programme/](http://www.welcomeurope.com/en/programs/dci-development-cooperation-instrument-1-3-pan-african-programme/)



Table 1: Key features of SIFA Output 3

Project	AU-EU Skills for Youth Employability Programme, Component 2: 'Skills Initiative for Africa' (Output 3 - SIFA – Skills Anticipation Project)
Funded by	European Union (through GIZ)
Implementer	ILO
Management structure	<ul style="list-style-type: none"> <li>SIFA Output 3 is implemented by the ILO in cooperation with the African Union Development Agency (AUDA-NEPAD), while SIFA as a whole is managed by GIZ.</li> <li>The Chief Technical Advisor (CTA) hired by the ILO is located in Pretoria, assisted by an administrative/finance staff. In selected countries, a national project coordinator implements activities, supported by administrative/finance staff, all supervised by the CTA.</li> <li>Technical backstopping is provided through the Skills Specialist in the ILO Decent Work Team in Pretoria and through Skills Specialists in Geneva.</li> </ul>
Duration	Planned: 18 September 2019 - 30 September 2022 Actual: 1 January 2020 – 30 November 2022
Budget	EUR 3,400,000 (2019). Revised: EUR 3,455,000 (2021)
Objectives	<ul style="list-style-type: none"> <li>SYEP Component 2/SIFA overall objective: To improve employment prospects of young Africans</li> <li>SIFA outcome: Project-addressed policies and measures adopted in the AU Member States for employment-oriented skills development are improved or strengthened</li> <li>SIFA, Output 3: Capacities of AUC, AUDA-NEPAD, RECs and national authorities for labour market forecasts and skills need anticipation systems are enhanced</li> </ul>
Intervention strategy	<ul style="list-style-type: none"> <li>Output 3 is being implemented on continental, regional, and country level, in two broad components:</li> <li>The first component focuses on raising awareness on skills anticipation and building capacity of labour market and skills experts.</li> <li>The second component strengthens skills anticipation systems at country level, by establishing tripartite task teams who then worked on national action plans.</li> </ul>
Geographic coverage	<ul style="list-style-type: none"> <li>With in-country component: Eswatini, Gabon, Ghana, Zambia, Zimbabwe</li> <li>Without in-country component: Cameroun, Ethiopia, Kenya, Namibia, Nigeria, South Africa, Tanzania</li> </ul>
Target beneficiaries	<ul style="list-style-type: none"> <li>Direct beneficiaries: AUC, AUDA-NEPAD, RECs, TVET organisations, public employment services, labour and skills development authorities, and other relevant education and labour market information bodies, relevant research centres and social partners</li> <li>Ultimate beneficiaries: Learners, young job seekers, migrants (potential and returning), workers and employers</li> </ul>
Key milestones	<ul style="list-style-type: none"> <li>Virtual Skills Anticipation Continental Conference in September 2021</li> <li>Rapid assessments for Cameroon, Ghana, Kenya, Namibia, Nigeria, South African, Uganda, and Zambia in 2021</li> <li>Capacity trainings on skills anticipation for 246 participants during 2021-2022</li> <li>National action plans for Eswatini, Ghana, Tanzania, Zambia, and Zimbabwe in 2022</li> <li>The adoption of a recommendation on skills anticipation by the Specialised Technical Committee of Ministers of Education-Meeting of Ministers of Education in AU Member State in September 2022</li> </ul>

Source: ToR, SIFA Main ProDoc, Annex 2- Technical Description, and Progress Report August 2021 –January 2022, the Grant Agreement 2019, and the Supplements to the Grant Agreement (2021, 2022)



## 3. Evaluation background

### 3.1. Purpose

The purpose of the final evaluation, as stated in the Terms of Reference (ToR), is to “provide an independent assessment of the progress achieved during the entire life of the project, through analysis of relevance, coherence, effectiveness, efficiency, sustainability and orientation to impact of the project”<sup>2</sup>.

Furthermore, the evaluation is expected to result in the documentation of lessons learned and good practice and include recommendations on sustainability and further development of the project outcomes.

The purpose was further specified in the ToR with a preliminary set of evaluation questions. As a result of the inception phase, the evaluation questions were slightly reformulated, restructured, and prioritised to better align with the OECD-DAC evaluation criteria, and the primary learning interest by the ILO and stakeholders. The evaluation questions are shown in Table 2.

The main clients of the evaluation are the ILO, the AUC, the AUDA-NEPAD, the AU Member States, the ILO’s constituents, and the donors. The evaluation covers the entire project duration (2019-2022), and its components at the continental, regional, and country levels.

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<sup>2</sup> The full description of the objectives of the evaluation in the ToR is: (a) Assess the relevance and coherence of the project to the targeted countries’ needs, considering their national policy frameworks and those of the AU and AUDA-NEPA) and the targeted final beneficiaries and its synergy with related projects and programs in the target countries funded under any scheme. (b) Identify the contributions of the project to SDGs targets, UNSDCF’s, and ILO’s planning framework in the target Countries. (c) Assess the extent to which the project has achieved its stated objectives and results, identifying the supporting factors, and the constraints that have led to these objectives and results, including strategies and implementation modalities chosen, partnership arrangements and unexpected positive and negative results of the project, with special consideration of the COVID 19 situation. (d) Assess the implementation efficiency of the Project regarding the financial dimension and institutional management arrangements (e) Analyse the project achievements and potential impact at national and institutional levels and the extent to which the project outcomes will be sustainable. (f) Identify lessons learned and potential good practices, especially regarding models of interventions that can be applied further. (g) Provide recommendations to project stakeholders to promote sustainability and support further development of the project outcomes.



Table 2: Evaluation Questions

EQ No	Relevance
1	To what extent does the project align with the objectives of the AUC, AUDA-NEPAD, National governments, and relevant stakeholders?
2	To what extent does the project support the outcomes of the SIFA, the ILO Country Programme Outcomes well as the Countries' UNSDCFs and SDGs?
3	To what extent has the project created good relationship and cooperation with relevant continental, regional and national level institutions, and other relevant stakeholders? *
<b>Validity of Intervention Design</b>	
4	To what extent does the project address the major issues relating to skills anticipation and responsive skills development in the target organisations and member states? *
5	Is the project Theory of change comprehensive, integrating external factors and is based on systemic analysis?
6	Was the project design and implementation realistic (in terms of expected outputs, outcome, and impact) given the time and resources available, including performance and its M&E system, knowledge sharing and communication strategy? *
<b>Coherence</b>	
7	How does the project complement and fit with other ongoing AUC, AUDA-NEPAD and ILO programmes and projects in the target countries? *
8	What links have been established with other activities of the GIZ in the areas of skills anticipation labour market information and employment? *
<b>Effectiveness</b>	
9	To what extent has the project achieved the overall project objectives/outcomes? *
10	Have unexpected positive or negative results been identified, how have these contributed to project planned results achieved? *
11	To what extent have contextual and institutional risks, and positive external factors influenced the project results?
12	Has the knowledge sharing and communication strategy been effective in raising the profile of the project among Project partners, the donor, within target countries and among the cooperating partners as well as in terms of building collective knowledge,?
<b>Cross-cutting issues</b>	
13	To what extent did the project integrate crosscutting themes in the design and implementation (tripartism and social dialogue, gender and non-discrimination, international labor standards and fair transition on environment)?
14	To what extent does the project respond to the needs of the ultimate beneficiaries, specifically women, people with disabilities and other vulnerable groups? *
15	Has the project been able to leverage the ILO comparative advantages (including tripartism, international labour standards social dialogue etc.)? *
<b>Covid-19 Adaptation</b>	
16	To what extent has the project been adapted to the COVID-19 pandemic? *
17	Which (adapted) intervention models applied by the project are good practices for similar crisis response? *
18	Has the monitoring and evaluation system facilitated an adaptive project management?
<b>Efficiency</b>	



19	Were the resources (financial, human, technical support, etc.) strategically allocated to achieve the project outputs and specially outcomes? If not, why? *
20	To what extent have the disbursements and project expenditures been in line with expected budgetary plans? Has the rate of spending been acceptable?
21	Has the project received adequate administrative, technical and - if needed - policy and technical support from the ILO office and specialists in the field (Decent Work Team Cairo, Regional office), the responsible technical units (SKILLS) in HQ, and from ILO International Training Center? *
<b>Management arrangements</b>	
22	Has the management and governance structure put in place worked strategically with all key stakeholders and partners, including ILO Units and the donor to achieve project goals and objectives?
23	How has the complex project management with AUC and AUDA-NEPAD as partners, GIZ is overall management agency and the EU and BMZ as co-financer been played out? What are the lessons learned, especially on the upsides and downsides of such a management structure? *
24	How well did the project leverage partnerships (with constituents, with AU and AUDA-NEPAD, national institutions, GIZ, and other UN/development agencies) that enhanced its relevance and contribution to intended results?
<b>Impact</b>	
25	To what extent did the project contribute to expanding the knowledge base on skills anticipation and to building evidence to guide skills development?
26	To what extent has the project raised awareness about the importance of skills anticipation, its integration into national LMI systems and its contribution to the development of responsive skills policies, strategies and practices at continental and national levels? *
<b>Sustainability</b>	
27	Which project-supported tools were institutionalised, or have the potential to be institutionalised and replicated (by Project partners, the AU, AUDA-NEPAD and by national governments or other external organisations such as GIZ)? *
28	What contributions of the project will last, especially for women and people with disabilities?
29	Did the project develop and implement an exit strategy?
30	How was the sustainability approach of the project been affected by the Covid19 situation?
31	How likely is it that the project's strategic orientation will be used in the future, to systemically respond to the multifaceted crisis like the one induced by COVID-19?

*Note: Questions marked with \* are those of particular importance to ILO stakeholders. These questions received more attention than the others.*

## 3.2. Evaluation approach

The methods and sources for data collection and analysis are briefly described in the following:

- **Document and data review:** Design documents, progress reports, and project outputs were reviewed to find answers to the evaluation questions and to contextualise the findings, conclusions, and recommendations. The M&E framework was an important source of information to assess target achievement.



- **Online survey:** An online survey was distributed to 118 stakeholders, of which 52 persons responded (46%).<sup>3</sup> Responses stem predominantly from men (33% women; 67% men) which reflects the stakeholders involved in the project. The survey was open for four weeks and three reminders were sent to engage respondents and achieve a higher response rate.
- **Interviews:** We carried out 24 individual and group interviews with project participants and stakeholders, on continental, regional and country level. In these conversations, 8 women and 18 men participated<sup>4</sup>. For the country level interviews, Gabon, Ghana, and Zimbabwe were selected, to represent different geographical regions where core activities of the project took place. Annex 5 contains the list of the participants.
- **Validation:** The validation workshop on 1 November 2022 with more than 30 participants, as well as the review of the draft evaluation report provided opportunities for participation and feedback.

This approach, the use of the ILO evaluation guidance notes, checklists, and templates as well as the regular contacts with and guidance by the ILO Evaluation Manager ensured that the evaluation complies with ILO evaluation norms and standards. The ILO cross-cutting issues of gender equality, non-discrimination, social dialogue and tripartism, international labour standards, and just transition to environmental sustainability were discussed in the survey as well as the interviews and are documented in section 3.3 of this report. The UNEG guiding ethical principles – integrity, accountability, respect, and beneficence – as well as evaluation standards by the Swiss Evaluation Society SEVAL, were assured through a reflective clarification and design process, a team culture mirroring these principles, quality assurance, and appropriate data management.

Milestones of the evaluation were the kick-off meeting (12 August 2022), the approval of the Evaluation Concept (6 September 2022), the debriefing with the project partners (1 November 2022), the submission of the draft report (11 November 2022), and the submission of the final report (9 December 2022). Apart from minor deviations the evaluation was implemented as planned.

### 3.3. Challenges and limitations

The evaluation was implemented in accordance with the evaluation concept, with minor deviations. We have collected rich information from various sources and perspectives, and we believe that we have the basis for a thorough evaluation of the project. Notwithstanding, there are also some limitations that we wish to document transparently:

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<sup>3</sup> Among survey respondents, there were 6 ILO staff, 20 national government representatives, 11 employers' organizations, 3 workers' organizations, and 12 other stakeholders.

<sup>4</sup> The interviewees include 8 ILO staff, 1 AUC representative, 1 AUDA-NEPAD representative, 1 GIZ representatives, 3 representatives from Gabon (of which 2 government representatives and 1 employer), 7 representatives from Ghana (including 4 government representatives, 2 employers' associations, and 1 workers' organization), and 5 representatives from Zimbabwe (including 3 government representatives, 1 employers' association, and 1 academic partner).



- The project team was consulted on the selection of target countries and interviewees, and facilitated the contacts for many of the interviews, for which we are grateful. A concern could be that such facilitation undermines the independence of the evaluation. To address such concerns, we based the assessment of whether the achievement of targets is on track primarily on the M&E data, the progress reports, and the survey data. We then discussed how targets are achieved and challenges met in the interviews.
- It was much more difficult to reach the interviewees in Gabon than in the other two countries. The interviews in Gabon therefore started later than expected and it was not possible to conduct all the interviews as planned, despite reaching out to stakeholders up to twelve times, and leveraged the support from the ILO team in the country. This limited the input in Gabon to three interviews and one written response. Since this input is complemented by survey results, data from the M&E as well as documents, we believe there is still sufficient information for Gabon as well.

## 4. Findings

### 4.1. Relevance

Relevance, the first of six OECD DAC criteria to evaluate development interventions, is about whether interventions are doing the right thing. In the scope of this evaluation, the analysis is led by five evaluation questions. Three questions relate to whether the project is aligned with the objectives of stakeholders (Evaluation Question (EQ) 1) and issues relevant for target organisations and member states (EQ4), and finally, whether the project is contributing to other SIFA outcomes, as well as objectives contained in the ILO Country Programme Outcomes, the Countries' UNSDCFs and the SDGs (EQ 2). A second set of question explores whether the project's Theory of Change was comprehensive and based on evidence (EQ 5) and whether the project design and implementation were realistic (EQ 6).

#### Alignment

The project is well aligned with the overall strategic goal of “*developing Africa’s human and social capital*”<sup>5</sup> expressed in the Agenda 2063 of the African Union (2013) and the strategic framework set by the African Youth Charter (2006), acknowledging the pivotal role of education and skills development in building a more prosperous Africa. More concretely, the Continental TVET Strategy (2014) by AUDA-NEPAD emphasises the intent of “*ensuring the relevance of training and employability of trainees*”<sup>6</sup>. Likewise, the ten-year Continental education strategy for Africa (CESA 2016-2025) developed by the AUC seeks to “*reorient Africa’s education and training systems to meet the*

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<sup>5</sup> <https://au.int/agenda2063/aspirations>

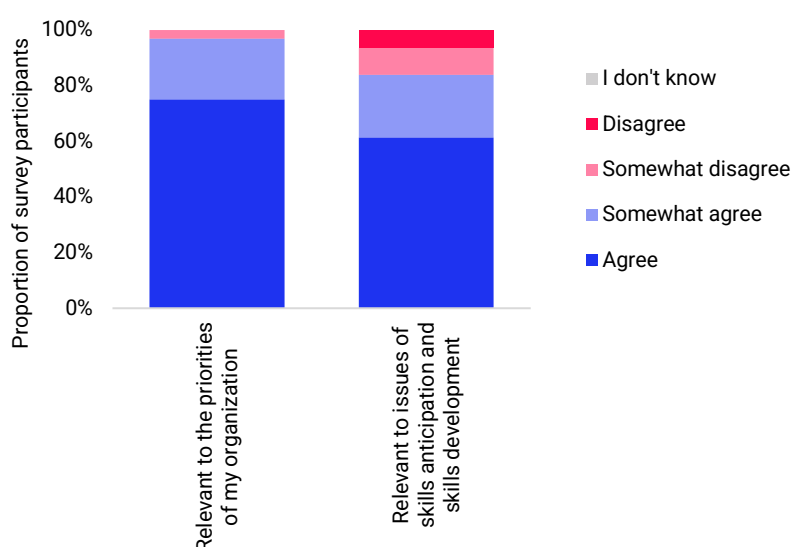
<sup>6</sup> See [https://au.int/sites/default/files/pressreleases/35308-pr-tvet-english\\_-\\_final\\_2.pdf](https://au.int/sites/default/files/pressreleases/35308-pr-tvet-english_-_final_2.pdf)



knowledge, competencies, skills, innovation and creativity required to nurture African core values and promote sustainable development at the national, sub-regional and continental levels<sup>7</sup>.

The survey mirrors these results. It shows in Figure 1 that most of the respondents (97%) affirm that the project is aligned with the objectives, priorities, and strategies of their organisations. More than 84% of them further believe that the project addresses the most important issues relating to skills anticipation and responsive skills development. Asked about why they consider the project relevant, respondents commonly referred to the existing challenges of skills mismatches and youth employment, as well as the importance of effective LMI and skills anticipation systems to address these challenges.

Figure 1: Relevance (survey result)



Question: Do you agree or disagree with the following statements? (i) The project is aligned with the objectives, priorities, and strategies of my organisation. (ii) The project has addressed the major issues relating to skills anticipation and responsive skills development in my country / my organisation (partner countries / partner organisations).

Number of responses: 34, 33

These aspects were probed and confirmed during the interviews with different stakeholders:

- Representatives from the AUC and AUDA-NEPAD emphasised the lack of forecasting capacities in AU Member States, and the urgency of bringing different stakeholders including the private sector into the ecosystem, to inform the education and training system in the provision of reskilling and upskilling. The unexpectedly high uptake and continuous demand for further support beyond the initial plan from countries such as Eswatini, Zambia, and Zimbabwe, were seen as an example of the project's relevance.
- In Ghana, stakeholders explained that the project is very important in addressing a mismatch between skills demand and supply, a major cause of

<sup>7</sup> See [www.edu-au.org/strategies/185-cesa16-25](http://www.edu-au.org/strategies/185-cesa16-25)





graduate unemployment in the country. The project was also considered as a means to help bridge the current lack of communication between academia and industry and inform training institutions how to render their curricula relevant for skills development.

- In Zimbabwe the project was considered as relevant since it contributed to the ongoing debate about skills and labour supply<sup>8</sup>. Interviewees mentioned that the project's tools helped identify skills mismatches in the horticulture sector which were not captured in the Labour Force Survey by the Zimbabwe National Statistics Agency. The tripartism and social dialogue mechanism were also mentioned as a relevant coordination mechanism for resolving labour supply and demand difficulties.
- In Gabon, interviewees shared that the project was adapted to the needs of the Gabonese labour market and in line with national policies, including the Transformation Acceleration Plan (PAT) 2021-20239.

#### **Links to the SIFA, the ILO Country Programme Outcomes, the Countries' UNSDCFs and SDGs**

According to the SIFA Main ProDoc, skills anticipation is considered as *“basis for demand-oriented TVET planning and implementation, improving labour mobility as well as capacity development of respective stakeholders”*. Thus, the project's focus on raising awareness and building capacity on skills need anticipation in the AU Member States, as well as its linkages to other SIFA's outputs including:

- Output 1 of building a stronger continental (regional) dialogue platform,
- Output 2 of establishing an inventory of best practices and TVET products, and
- Output 6 of strengthening capacities of AUC and AUDA-NEPAD to steer the continental and regional skills development agenda,

contribute to the SIFA's overall intended outcome of *“Project-addressed policies and measures adopted in the AU Member States for employment-oriented skills development are improved or strengthened.”*

From our document review we can say that the United Nations Sustainable Development Cooperation Framework (UNSDCF) are neither discussed in the SIFA Main ProDoc, nor the technical annex on Output 3 (Skills Anticipation), nor progress reports. However, alignment between project and UNSDCFs can be derived from the project's activities, especially with regard to three objectives of the framework: collective response to help countries; embodying the spirit of partnerships; and providing country teams with the tools to tailor responses to a Member State's specific needs and realities. Regarding the ILO Country Programme Outcomes and SDGs, all the progress reports duly note and map these linkages in the descriptions.

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<sup>8</sup> One interviewee, for instance, related to the fact that around 300,000 people enter the labour market but are unable to find work, and regardless of the notion that Zimbabwe has an excess of talents, sector-specific assessments revealed that the country lacked important skills in other sectors, such as surgeons.

<sup>9</sup> The PAT aims at accelerating the transition of the Gabonese economy to the "post-oil era" by boosting the development of new growth engines and rethinking the social model.



## Validity of Intervention Design

The intervention logic is described in a general change statement for SYEP<sup>10</sup>, as well as in graphical illustrations for SIFA as a whole (see Annex 7 of the evaluation report) and SIFA Output 3 (see Annex 8). We observe that Output 3 and its sub-outputs and activities – all of which are outlined in SIFA Main ProDoc and the technical annex on Skills Anticipation – generally fit with the outcome and overall objective of the SIFA. While the change statement and the results logic provide the “core” of a Theory of Change, they fall short of explaining how the causal chains from chosen outputs to outcomes and then to impact are meant to work, and how the stated assumptions (mentioned in SIFA Logframe matrix) are linked to the causal relations.

The results logic for Output 3 explains the desired change in more detail, outlining the linkages between activities, sub-outputs, Output 3, and the long-term impact on employment prospects of young African. While the results logic maps out well the sequences of the activities, it does not explain whether the chosen activities are always the ones that collectively will best lead to the outputs, and hence the intended outcomes/impact or whether additional or other activities or outputs would be needed or could lead to the outcomes quicker. It also does not contain further information on assumptions, and support activities the project would have to undertake to increase the chances that the assumptions hold true.

Interviewees commonly stated that the design and implementation of the interventions were realistic in light of time and resources made available. Oftentimes, interviewees referred to the fact that targets were fully achieved (see discussion of results in section 4.3). At the same time, there was a strong view from some interviewees that allocating resources also on supporting the implementation of the national action plans and demonstrating the positive effects, for instance of curricula based on identified skills need, would have been desirable and would have had greater impact. This desire can be interpreted as the stakeholders’ appreciation for the project’s high relevance, but also a wish to increase the scope of the design.

Furthermore, this information was shared (which contains statement on both relevance and effectiveness, as it is related to the design and implementation of the approach):

- In Ghana interviewees found the development process of the national action plan to be participatory. The ‘pen-holder’ approach by the ILO<sup>11</sup>, as interviewees called it, created a conducive environment for stakeholders to take control of the discussions and own the process, strengthening their ownership of the action plan. As a result, the national action plan is perceived as the “*brainchild*” of all the stakeholders who participated in the process.

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<sup>10</sup> “Market-oriented skills development systems, based on multi-stakeholder engagement and buy-in and active engagement of the private sector, will strengthen the transitions of young African women and men to the decent jobs. A market-oriented approach requires labour market information that allows countries to align skills demand and supply, addressing issues of skills mismatch. This will create the environment for evidence-based TVET reform at the sectoral, national, regional and continental levels. (impact).” (SIFA Main ProDoc)

<sup>11</sup> According to the interviewees, the ‘pen-holder’ approach is where the ILO provides experts for guidance and direction of the discussions among the national stakeholders and hires national consultants to support the drafting of the action plans. The national task teams deliberate, make decisions, and “dictate” the content of the action plans.

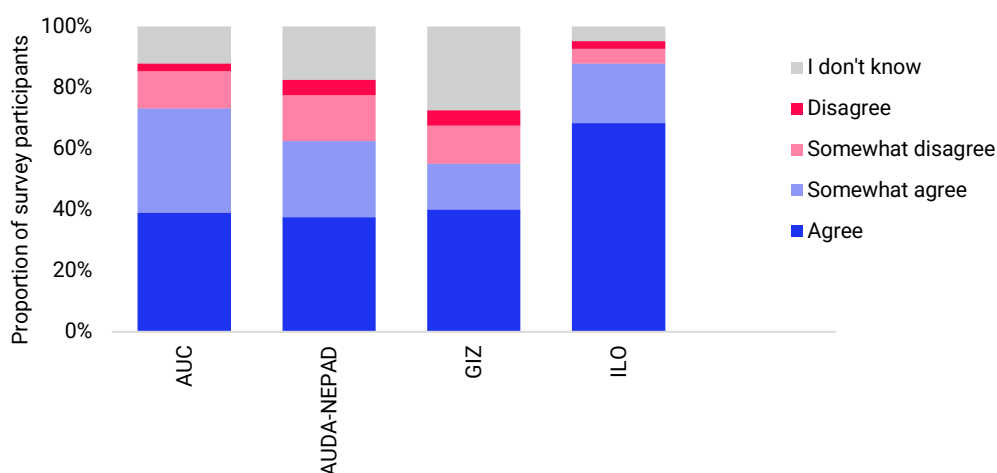


- In Zimbabwe extensive work was done to incorporate country-specific content into the project design (an example being the utilisation of a skills audit report that was developed by the Government of Zimbabwe). Establishing a Tripartite National Team was critical to the project implementation. It oversaw the mapping and took ownership of a national action plan, and the process was considered highly participatory. One interview explained that the Tripartite National Team was “...wide enough to make sure that everyone, almost everyone who has relevance within the state was involved.”
- In Gabon, one interviewee shared concerns about the feasibility of the project design, specifically the assumption around the availability of offices and staff. In the interviewee’s view, the design did not take sufficiently into account that the ILO did not have an office in Gabon and the extent of management costs in the country.

## 4.2. Coherence

This section covers coherence with other projects by the AUC, AUDA-NEPAD, and the ILO in the target countries (EQ 7) as well as linkages to other projects of GIZ (EQ 8).

Figure 2: Coherence with the interventions of ... (survey result)



Question: Do you agree or disagree with the following statements? Enough has been done to coordinate with other thematically and geographically related interventions of (i) the African Union Commission (AUC). (ii) the African Union Development Agency (AUDA-NEPAD). (iii) the German Development Agency GIZ. (iv) the International Labour Organization (ILO)

Number of responses: 41, 40, 40, 41

The majority of respondents (88%) agreed/somewhat agreed that SIFA was coherent with other ILO projects (Figure 2; Note: all percentage values are based on those who provided a rating, without “I don’t know” responses). The synergies with ongoing ILO projects, including the Global Programme on Skills and Lifelong Learning GPSL3 (2020-2022); ILO’s SKILL-UP programme and STED projects in Ethiopia, Ghana, Tanzania, and Tunisia; the AfDB funded Skills Project in Gabon; and the ILO EU Skills



Development for Increased Employability Project in Zambia<sup>12</sup> were mentioned as examples. Interviewees referred to operational and technical aspects such as joint-offices and joint-trainings, for instance that the project was able to deliver in Tanzania thanks mainly to staff and logistical support from the SKILL-UP programme. Finally, it can also be noted that the project is aligned with the ILO's global ambitions, as framed in the Programme and Budget 2020-21 Outcome 5 "Skills and lifelong learning to facilitate access to and transitions in the labour market". With its focus on skills anticipation, the project is consistent with the respective Decent Work Country Programmes (DWCP) in target countries.

Looking beyond the ILO, the agreement rate is also high in relation to synergies with other interventions funded and/or implemented by the AUC (83%), AUDA-NEPAD (75%), and GIZ (75%). Feedback from interviews sheds light on these high ratings: Representatives from continental and international bodies acknowledged that the project was the flagship intervention of the AU in skills anticipation, and there was an interest to have more Member States become aware of its importance and increase their technical capacity. Many stakeholders believed that the project brings added-value and complementarity to the current work of AUC, AUDA-NEPAD, and GIZ, specifically in terms of (1) raising awareness about the importance of responding to employer demands, and how to incorporate such demands into VET systems; (2) at continental level, building up a toolbox with skills anticipation and forecasting tools to influence the skills development ecosystem; (3) disseminating such tools and knowledge products to Member States at project and network levels.

In the three countries where we carried out interviews, following observations were shared:

- Interviewees in Ghana mentioned the World Bank and GIZ Skills4Jobs project which seeks to equip youth with relevant skills for employment. National stakeholders were able to draw on the experience of this project when developing the national action plan, which is why interviewees assessed coherence positively.
- In Zimbabwe the project is inextricably related to Zimbabwe's education transformation plan, including the TVET policy, national programs on employment, and national action plans. The horticulture strategy (developed under SIFA) links to the Education 5.0 Strategy, the Agricultural Transformation 8.0 Strategy, the National Development Strategy 1, and other public policies in Zimbabwe that deal with labour demand and supply.
- In Gabon some interviewees indicated synergies between the project and the Seed Program Phase I (PAPG1), a continuation of the GRAINE programme<sup>13</sup>. Sharing similar objectives, these two projects pooled resources to hire an office,

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<sup>12</sup> See Progress Report, August 2019- January 2020; Progress Report, 01 February – 31 July 2020; Progress Report, 01 August 2020 – 31 January 2021; Progress Report, 01 February – 31 July 2021; and Progress Report, 01 August 2021 – 31 January 2022.

<sup>13</sup> The GRAINE program, launched by Gabon and Olam (a global agribusiness player) in 2014, aims to reduce poverty, ensure food security, accelerate economic diversification, and contribute to the fight against youth unemployment through the provision of technical and vocational trainings in rural areas. Source: [www.afdb.org/en/documents/document/gabon-graine-programme-support-project-phase-i-papg1-appraisal-report-99377](http://www.afdb.org/en/documents/document/gabon-graine-programme-support-project-phase-i-papg1-appraisal-report-99377)



and organised joint activities including a training session on the STED methodology in September 2022.

One additional point raised in several countries relates to the presence or absence of the ILO and partner offices in the country. For instance, it was considered challenging for the project team in Gabon to co-ordinate and create synergies with other interventions without an official ILO representation and office. Likewise, some national stakeholders had similar concerns with the AUC, AUDA-NEPAD, and GIZ where offices or representatives are not present in their countries.

### 4.3. Effectiveness

The section covers questions on whether the project achieved its objectives (EQ 9), whether unexpected positive or negative results can be observed (EQ 10), and how results were influenced by external factors (EQ 11). Additional questions touch on the project's knowledge sharing and communication strategy (EQ 12), on the cross-cutting issues and comparative advantages of the ILO (EQ 13 / 15), whether the project will benefit women, people with disabilities and other vulnerable groups (EQ 14), and finally how the projects responded to the Covid-19 pandemic (EQ 16 / 17).

#### Target achievement

To assess the extent to which the project has reached its objectives, we draw on the ILO progress reports, survey results, and interviews. The project, part of the larger SIFA programme, is accountable for SIFA's Output 3 on enhancing capacities of AUC, AUDA-NEPAD, RECs and national authorities on skills anticipation. It shall contribute directly to the achievement of SIFA's outcome indicator on "*number of countries that have applied/implemented skills needs anticipation approaches during project implementation time.*"<sup>14</sup>

*Results framework:* The results framework for SIFA's Output 3 contains two sub-outputs with three indicators, and twelve related activities which are reported on. The indicators measure the project results only at output level, rather than reflecting qualitative changes or improvements at higher result level. Table 3 provides the current status for each of the original targets formulated in the design document (technical annex on Skills Anticipation), as well as a new activity (Activity 3.2.7) and corresponding Indicator 2 which were added in response to the shifted needs of Member States during the pandemic.

Output 3 and its two sub-outputs are considered achieved by project management. All three sub-output indicators – number of representatives trained and capacitated on skills anticipation; number of countries with analysis of skills demand and supply; and number of countries which implemented skills anticipation approaches – are significantly over-achieved.

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<sup>14</sup> Logframe matrix of AU-EU Skills for Youth Employability Programme Component 2: 'Skills Initiative for Africa' (SIFA) Technical Cooperation.



Table 3: Target achievement

No.	Deliverable / indicator	Baseline (2018)	Target (Oct 2022)	Achieved (Oct 2022)	Comments / examples by project management
<b>Output 3</b>	<b>Capacities of AUC, AUDA-NEPAD, RECs and national authorities for labour market forecasts and skills need anticipation systems are enhanced.</b>				
<b>Sub-Output 3.1</b>	<b>Capacity is built of AU, AUDA-NEPAD, RECs and 11 target countries on skills anticipation systems</b>				
<b>Indicator 3.1A</b>	<i>Representatives of responsible bodies participated in trainings on application of approaches and tools for skills anticipation</i>	0	200	246	<ul style="list-style-type: none"> <li>35% women</li> </ul>
<b>Activity 3.1.1</b>	Continental level conference to raise awareness on skills anticipation approaches and systems			Yes	<ul style="list-style-type: none"> <li>Virtual event from 15-17 September 2021.</li> <li>Conference Communique was produced and shared officially with the AU, putting skills anticipation on the policy agenda, beyond raising awareness.</li> </ul>
<b>Activity 3.1.2</b>	Capacity building workshops for AU, AUDA-NEPAD, selected RECs and 11 focus countries and development of action plans			Yes	<ul style="list-style-type: none"> <li>Skills Anticipation training programme available in English and French</li> <li>3 training types: (1) general training on Skills Anticipation and Matching; (2) Measuring skills mismatch; (3) STED methodology</li> </ul>
<b>Activity 3.1.3</b>	Follow-up technical support on REC and on country level action plans for monitoring and sustainability			Yes	<ul style="list-style-type: none"> <li>SIFA supported the SADC Secretariat regarding the operationalisation and implementation of Labour Market Observatory in collaboration with the ILO-led Southern Africa Migration Project.</li> </ul>
<b>Activity 3.1.4</b>	Dissemination through the SYEP digital knowledge-sharing platform			Yes	<ul style="list-style-type: none"> <li>All project products, including the rapid assessment reports for six of the eight countries are available on the ASPYEE portal and on the ILO website.</li> <li>ILO conducted a comparative study on the impact of Covid-19 in 9 countries. It will be published on the ILO website end of October 2022, and also will be published on the ASPYEE platform.</li> </ul>
<b>Activity 3.1.5</b>	Continental level conference on lessons learnt from country level implementation of skills anticipation approaches and systems			a) see 3.1.1 b) in progress	<ul style="list-style-type: none"> <li>a) Due to Covid-19, the first conference took place 1.5 years after the project start, in 2021. Hence, instead of having two continental conferences as initially planned, experience sharing was incorporated in this conference. Experience and lessons learned were also shared through different workshops where structure and design were conducive for sharing learnings formally and informally.</li> <li>b) A continental guidance note (i.e., how-to document for the AUDA-NEPAD) drawing all the lessons learnt from the project is in progress.</li> </ul>



Sub-Output 3.2 Strengthen skills anticipation system at country level (2 target countries)					
<b>Indicator 2</b>	Analysis of skills demand and supply is developed (integrated on the ASPYEE platform)	0	2 countries	8 countries	See Activity 3.2.7
<b>Indicator 3</b>	Skills anticipation approaches have been applied/implemented	0	2 countries	4 countries	See Activity 3.2.5
<b>Activity 3.2.1</b>	Mapping of existing LMI institutions, data infrastructure, capacities and approaches			Yes	Conducted in Eswatini, Ethiopia Gabon, Ghana and Zambia, and Zimbabwe.
<b>Activity 3.2.2</b>	Form country level tripartite and inter-ministerial task force on skills anticipation, with a lead institution in 2 countries			Yes	Skills Anticipation task teams were established in 5 countries: Eswatini, Ghana, Tanzania, Zambia, and Zimbabwe.
<b>Activity 3.2.3</b>	Build capacities of national level actors and institutions to improve LMI system			Yes	Capacities were built for the national task teams through the development process of national action plan on skills anticipation system.
<b>Activity 3.2.4</b>	Develop and agree on national level action plan to build skills anticipation system			Yes	Developed in 5 countries: Eswatini, Ghana, Tanzania, Zambia, and Zimbabwe. The action plans have been very well received and will be adopted by the Member States.
<b>Activity 3.2.5</b>	Conduct pilot surveys / analysis for selected priority sectors/ methodologies/ tools			Yes	STED approach was used to conduct skills anticipation surveys in agreed sectors in Zimbabwe, Ghana, Eswatini, and Tanzania.
<b>Activity 3.2.6</b>	Results dissemination and validation workshop including peer learning for other countries			In progress	Dissemination happened continuously through different training workshops and the continental conference. A workshop on results dissemination is planned in November 2022. Yet, the priority is on finalising all the training workshops.
<b>Activity 3.2.7</b>	Support Member States to conduct rapid skills assessments on impact of COVID 19 on labour market			Yes	Conducted in Cameroon, Ghana, Kenya, Namibia, Nigeria, South African, Uganda, and Zambia.

Source: The achievement status is based on the Progress Report 01 February 2022 – July 2022 which was updated in October 2022 together with SIFA's Chief Technical Advisor. Dark green: already achieved; light green: on track.



Regarding the project activities, the results framework does not contain indicators to monitor progress. Instead, the ILO directly reports whether the result has been achieved or not. At the time of the evaluation, most of the activities were completed. Activity 3.1.5 and 3.2.6 that respectively aim at disseminating results and learning in a continental conference as well as in a peer-learning workshop, were adapted to the Covid-19 context.

The dissemination activities, instead, were incorporated into

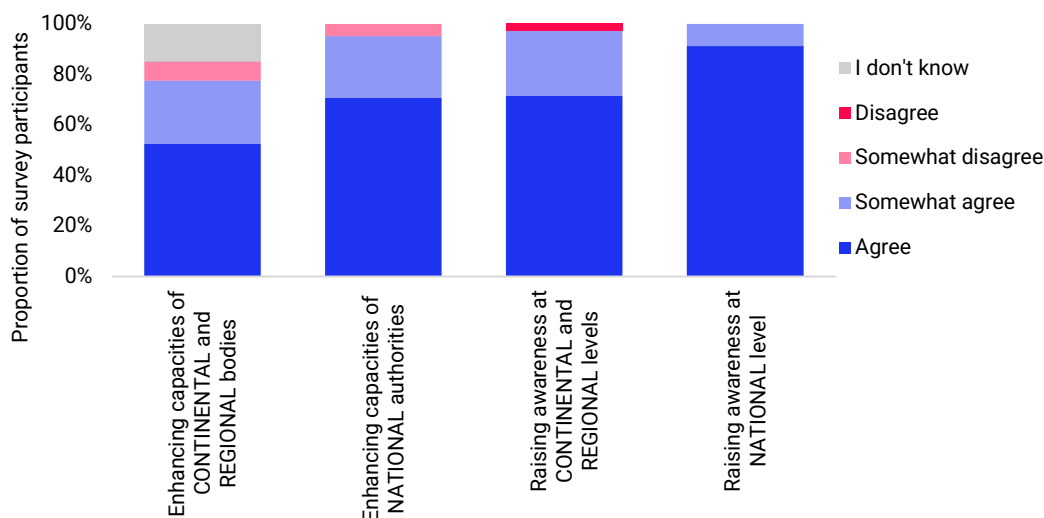
- a virtual fair, part of the September 2021 Skills Anticipation Continental Conference, where countries, programmes and organisations showcased good practice and knowledge products related to skills development, networked, and shared experiences.
- capacity building workshops for Member States. One example is the 5-day in-person Skills for Trade and Economic Diversification (STED) training workshop in Tanzania in April 2022 which brought together stakeholders from Eswatini, Ghana, Tanzania, Zambia, Zimbabwe. Another example is the recent in-person STED training workshop in Gabon where Senegalese stakeholders were invited to participate and share their experience with recent progress in skills anticipation.
- a continental guidance note which draws all the lessons learnt from the project and will be handed over to the AUDA-NEPAD as a how-to document to train and capacitate other Member States. In the following we supplement the assessment with the findings from the online survey and interviews, which do not refer to the target figures as captured in the M&E table above, but rather to the qualitative dimension of these targets.

*Survey:* Almost all respondents agreed / somewhat agreed that the project has raised awareness about the importance of skills anticipation, and enhanced capacities at both continental/regional and national levels, as shown in Figure 3. Interestingly, the view on the project raising awareness on skills anticipation at national level is unanimously positive. The project's effectiveness in enhancing capacities was rated lower compared to that in raising awareness – but still very high. Similarly, the satisfaction level is a bit lower with progress on regional level compared to that on national level.





Figure 3: Achievements on the level of outputs and sub-outputs (survey result)



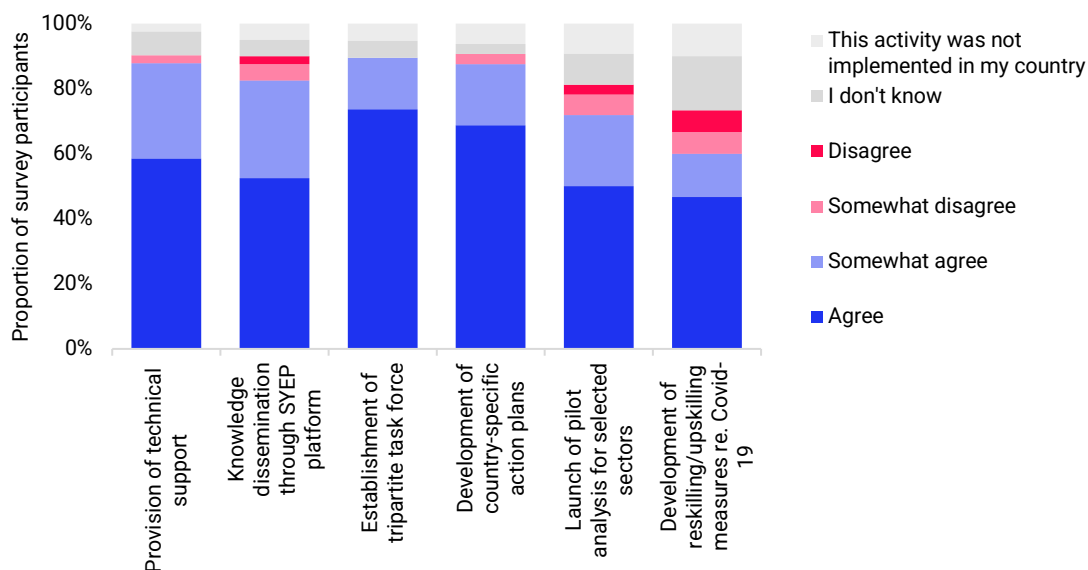
*Question:* Do you agree or disagree with the following statements? (i) The project has enhanced the capacities of CONTINENTAL and REGIONAL bodies (AUC, AUDA-NEPAD, Regional Economic Communities) for skills anticipation systems. (ii) The project has enhanced the capacities of NATIONAL authorities for skills anticipation systems. (iii) The project has raised awareness about the importance of skills anticipation at CONTINENTAL and REGIONAL levels. (iv) The project has raised awareness about the importance of skills anticipation at NATIONAL level.

*Number of responses:* 40, 41, 35, 34

Figure 4 looks at which project activities have contributed significantly to the goal of strengthening skills anticipation systems. All respondents were positive about the establishment of country level tripartite and inter-ministerial task forces on skills anticipation. There was also substantial agreement among respondents that other supports provided by the ILO were beneficial. It is interesting to see that responses regarding the development of country- and institution-specific action plans (96%), the provision of follow-up technical support on RECs and on country level action plans (97%), and the dissemination of tools, good practices, and knowledge through the SYEP digital platform (91%) were rated particularly positive. The launch of pilot surveys and analysis for selected priority sectors (88%), and the development of actionable reskilling and upskilling measures in responding to Covid-19 (82%), were also rated highly, albeit slightly less so than the actions mentioned above.



Figure 4: Achievements on the level of activities (survey result)



**Question:** Do you agree or disagree with the following statements? The following project activities have contributed significantly to the goal of strengthening skills anticipation systems: (i) Provision of technical support to Regional Economic Communities and on country level action plans for monitoring and sustainability. (ii) Dissemination of tools, good practices, innovative approaches and country-level project outputs through the Skills for Youth Employability Programme (SYEP) digital knowledge-sharing platform. (iii) Establishment of country level tripartite and inter-ministerial task force on skills anticipation. (iv) Development of country- and institution-specific action plans. (v) Launch of pilot surveys / analysis for selected priority sectors. (vi) Development of actionable reskilling and upskilling measures in responding to Covid-19.

Number of responses: 41, 40, 38, 32, 32, 30

**Interviews:** The interviewees commonly provided very positive feedback regarding the project and the results that were achieved. They appreciated the ILO’s expertise, the commitment of the project team, the quality of the technical support and trainings, the innovation (the STED methodology was named as example), and the ILO’s effort to facilitate and instil ownership in national tripartite task teams in particular and Member States in general.

At continental level, achievements that were commonly stated in the interviews include:

- The success of the Continental Conference in raising awareness on skills anticipation and matching across AU Member States. The production of the Conference Communique highlighting the conclusions and recommendations from the conference.
- The conclusions and recommendations from the Conference Communique were presented officially to the Specialised Technical Committee of Ministers of Education-Meeting of Ministers of Education in AU Member State<sup>15</sup> and resulted in the adoption of a recommendation which requests “the Commission, AUDA-NEPAD and Partners, to support Member States in strengthening capacities for collecting, analyzing, interpreting and disseminating skills anticipation-related data”. Several interviewees mentioned that this outcome surpassed

<sup>15</sup> The Meeting took place from 29 August to 2 September 2022, gathering representatives from 45 AU Member States and 4 Regional Economic Communities among others.



expectations, putting skills anticipation on the AU policy agenda, gaining more Member States' attention, and motivating constituents to take action. It might also lead to opportunities to scale up the work.

At country level, the following positive results were highlighted by the interviewees:

- The newly established national tripartite task team in Eswatini, Ghana, Zambia, and Zimbabwe took ownership of the national action plans. This was attributed, among other things, to the ILO's "pen-holder" approach (see also Validity of Intervention Design, section 4.1). That these project documents were adopted and, in the words of one interviewee, "*institutionalised as national documents*", is seen as a great achievement.
- Using a tripartite approach across various project activities helped break silos and strengthened collaboration both within the government and between different constituents. In Ghana, for instance, the Ministry of Employment and Labour Relations cooperated with the Statistical Service in developing labour market-related survey tools. In Zimbabwe the project provided a platform for better collaboration with the Ministry of Higher and Tertiary Education and gave space to constituents' voices in skills development and training issues which were previously tackled only with a top-down approach. According to the interviewees, this also shifted the current skill development approach where each individual industry pushes their own skills development models towards an integrated planning framework across sectors. In Gabon, similarly, the inclusion of multiple stakeholders from constituents during the trainings helped "*breaking down the barriers between rigid administrations*", leading to "*de-compartmentalisation*".
- Improved capacity of targeted Member States in skills anticipation, notable in the implementation of STED methodology. Many interviewees confirmed the value of the STED methodology in identifying and anticipating the strategic skills needs in their selected priority sectors, namely woods and forestry in Gabon, textiles and garment in Ghana, beef in Tanzania, and horticulture in Eswatini and Zimbabwe.

It was noted by several interviewees that these results are quick gains from the project and "real change" on addressing skills mismatch will occur once the national action plans are implemented.

### **Unexpected results**

From the desk-study and interviews, we identify three unexpected or unplanned results which originated either as a shift to better responses to Member States' specific needs and realities due to the Covid-19 pandemic; as an opportunity to drive change and build evidence on skills anticipation at the regional level; or are the result of an unexpected interest from some Member States.

- During the pandemic, the project received requests from other ILO and GIZ projects<sup>16</sup> to conduct rapid skills assessments on the impact of Covid-19 on

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<sup>16</sup> Specific requests were from Zambia (ILO), Namibia and South Africa (GIZ). Source: Progress Report, 01 February 2020 – 31 July 2020.



labour markets, supporting the development of actionable reskilling and upskilling measures. Assessments were done in eight countries<sup>17</sup>, shedding light on the current situation of the labour markets, and contributing to the governments' responses during and post-pandemic. One interviewee noted that *“The pandemic showed the Member States the importance of skills anticipation in upskilling and reskilling, and heightened the need for Member States, and different stakeholders to come together”*, generating demand from Member States in terms of capacity building, convening task teams, and developing meaningful responses. Recommendations of the rapid assessments were used in the development of South Africa's economic recovery plan and in designing reskilling and upskilling measures in Namibia, for instance.

- The project collaborated with the Southern Africa Migration Management (SAMM) Project<sup>18</sup> in providing support to the Southern African Development Community (SADC) in the development of a concept note, and later a road map for the establishment of a regional Labour Market Observatory (LMO) that integrates critical labour market information to track regional labour migration and skills trends in addition to tracking general labour market trends.
- Finally, Eswatini, Ghana, Zambia, and Zimbabwe were repeatedly mentioned as success stories of unexpected willingness from the governments in taking leadership and ownership to develop national action plans and institutionalise skills anticipation beyond what was planned. One interviewee emphasised that this demonstrated the potential of interventions focussing on skills anticipation when ownership, leadership, and self-organisation are fostered and strengthened within Member States.

### External factors

Discussing the delay in the project implementation and results, the ILO and interviewees referred to the following limiting factors:

- **Covid-19:** with its implications for the implementation period, procedures (face-to-face meetings, travel restrictions) and financial delivery capacity of the project.<sup>19</sup> There was a six-month lag between the project's official and actual start, which ILO representatives considered as quite typical for an ILO project. Yet, it became problematic since the delay meant that the project started just before the pandemic in March 2020, paralysing the implementation of most of the planned face-to-face activities for almost two years. For instance, in Gabon, the government did not create favourable conditions for teleworking, which led to significant delay in the implementation. This, coupled with the fact that only a two-month no-cost extension was possible, put the project team under pressure to *“catch up with the delay”*. Furthermore, the resulted adaptation from face-to-

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<sup>17</sup> Nigeria and Uganda were not part of the project target countries but expressed interest. They could nonetheless be included through an internal agreement among project partners and were funded through GIZ's bilateral partnership with the countries.

<sup>18</sup> The SAMM project is a collaborative effort between four UN development and humanitarian agencies - the ILO, the IOM, UNODC and UNHCR – and is funded by the EU. Its overall objective is to improve migration management in the Southern Africa and Indian Ocean region.

<sup>19</sup> Also see Progress Report, 01 August 2021 – 31 January 2022



face to online conference and trainings heavily affected the project's financial disbursements (see also findings discussed in section 4.4 on Efficiency).

- **Slow political approval and collaboration processes:** Another challenge was getting project activities started in Tanzania, Gabon, Tunisia, Mauritania, Mali, and Zimbabwe as government political approval processes took longer than anticipated. For instance, while Gabon and Tanzania were initially chosen to receive full project support in strengthening skills anticipation system, the progress was minimal. In Gabon, interviewees referred to the government's reservation to foreign assistance, which coupled with lengthy political and administrative decision-making procedures led to the slow uptake. In Tanzania, an unexpected political change<sup>20</sup> prolonged the introduction of the project and hence, delay in implementation.
- **Personnel changes:** In Ghana, multiple personnel changes in the national task team, including changes in the representatives from the Commission for Technical and Vocational Educational Training (CTEVT) and the Chairperson of the task team, hampered the workflow, and caused a delay in the launch of the national action plan.

### Knowledge sharing and communication strategy

The survey results show that many respondents believe that the project has done enough to share knowledge and experience at continental/regional level (78% agreed/somewhat agreed), between countries (85%), and within countries (80%) (see Figure 5). The survey feedback further suggests that while the project effort in promoting good practices and sharing experience was appreciated and considered effective, there is much more work to be done in knowledge sharing and dissemination, since many countries in Africa are only at the beginning of building effective systems of skills anticipation and matching.

Various elements of the project's knowledge sharing, and communication approach were identified by the interviewees as effective:

- The September 2021 Skills Anticipation Continental Conference, where over 200 delegates from more than 40 AU Member States attended, was beneficial in raising the awareness on skills anticipation and increasing the visibility of the project.
- Knowledge products from the project<sup>21</sup> were published on the [ASP YEE-African Skills Portal for Youth Employment and Entrepreneurship](#) and on the ILO website.
- The project contributed to building a “continental toolbox” / knowledge repository which the AUDA-NEPAD, under a common SIFA communication

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<sup>20</sup> After the sudden death of Tanzania's President John Pombe Magufuli on 17 March 2021, Vice-president, Samia Suluhu Hassan, was sworn in as his successor. The political uncertainty and change of a new government led to delay in the project implementation, according to the interviewees.

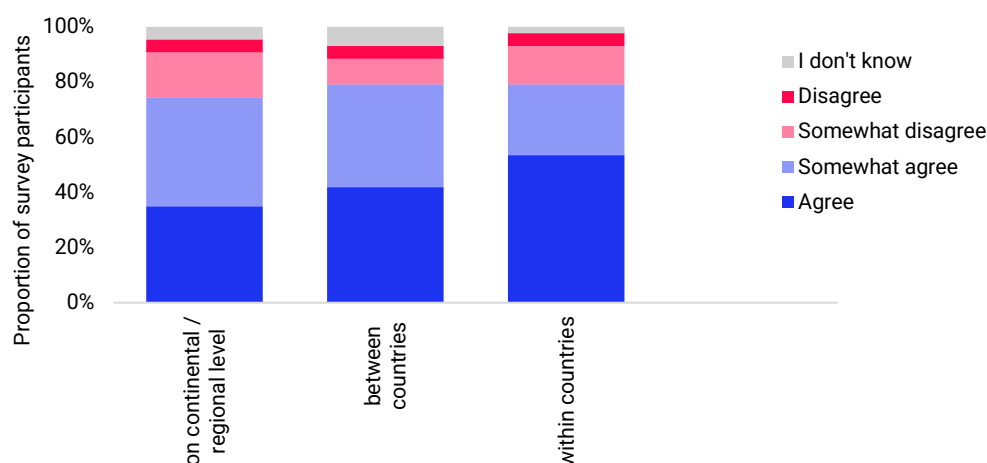
<sup>21</sup> These products include including national action plans on strengthening skills anticipation practices, the Rapid Skills Assessment reports and infographics, and the skills anticipation awareness and orientation videos, to name a few.



approach, shared and disseminated through multiple communication channels such as social media, newsletters, and webinars to engage more audiences.<sup>22</sup>

- While the website helps policymakers to better engage with useful employment-related knowledge and tools, challenge in increasing and maintaining high website traffic remains. This is because many policy makers are not acquainted or lack necessary IT skills to using online tools and resources in policymaking, and membership to the site and usage is voluntary. A stronger focus on interactive webinars is currently deployed to create more engagement and facilitate knowledge sharing.
- A comparative study was conducted by the project based on the Rapid Skills Assessments, highlighting how COVID 19 pandemic has affected African Labour Markets.
- In Gabon, several interviewees positively mentioned the ILO's effort in ensuring smooth communication with the creation of a WhatsApp SIFA platform. In Zimbabwe, stakeholders emphasised that the workshop structure was conducive for experience sharing.

Figure 5: Knowledge sharing (survey result)



Question: Do you agree or disagree with the following statements? Enough has been done to share knowledge and experience (resources, documentation, field visit, seminars, digital platform, etc.) (i) on continental / regional level. (ii) between countries. (iii) within countries.

Number of responses: 43, 43, 43

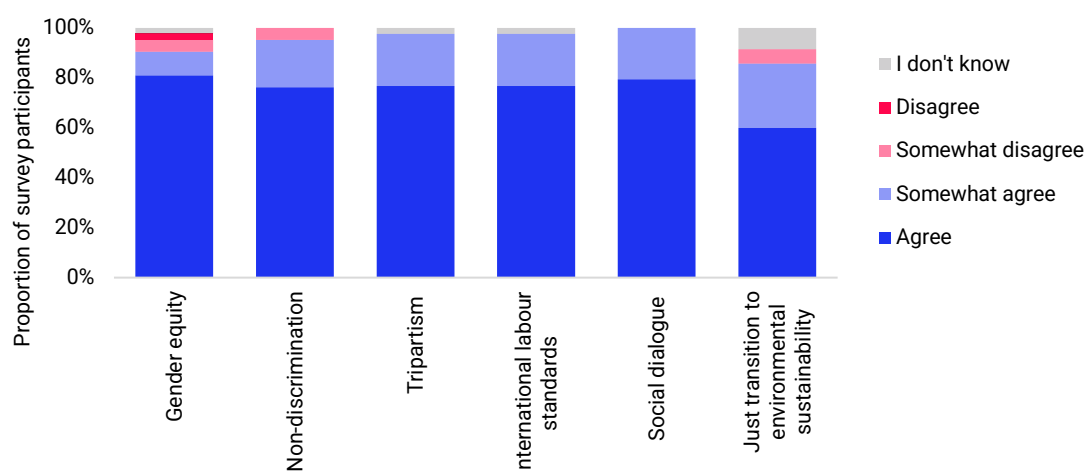
<sup>22</sup> Analytics of the ASPYEE webpage shows, for instance, that from November 2021 to October 2022 there have been around 46,000 visits of the website with an average duration of roughly 2 minutes per visit. With 615 visits, the Skills Anticipation is one of fifteen activities that created most traffic. Source: Information shared by AUDA-NEPAD on 01 November 2022.



## Cross-cutting issues

The survey results (see Figure 6) highlight that the respondents were unanimous in their view that the project has been able to leverage the ILO's cross-cutting issues and comparative advantages in tripartism, international standards, and social dialogue. Regarding other crosscutting themes of gender equality, non-discrimination, and just transition to environmental sustainability, there was also a very strong level of agreement that the ILO did leverage and integrate them successfully in the project's design and implementation.

Figure 6: Cross-cutting issues (survey result)



Question: Do you agree or disagree with the following statements? The project has been able to leverage the ILO comparative advantages with regard to: (i) Gender equity. (ii) Non-discrimination. (iii) Tripartism. (iv) International labour standards. (v) Social dialogue. (vi) Just transition to environmental sustainability.

Number of responses: 42, 42, 43, 43, 39, 35

**Tripartite issues and social dialogue:** The tripartism approach is one of the core cross-cutting principles of the SIFA-Skills Anticipation project. At a country level, it focused on (1) supporting tripartism by establishing national task teams in Eswatini, Ghana, Tanzania, Zambia, and Zimbabwe to lead the process of strengthening country LMI and skills anticipation systems, and (2) involving social partners in the capacity building activities in other countries. The project was commended by many interviewees for establishing effective social dialogue platforms that include all relevant social partners. Furthermore, the project introduced the ILO's STED process as a practical means of supporting tripartite engagement and conducting skills anticipation surveys in selected sectors in Eswatini, Ghana, Tanzania, and Zimbabwe<sup>23</sup>. One respondent highlighted: *"The project raised the awareness of ILO's tripartite constituents about the importance of skills anticipation and by doing so, there is a lot of interest to further disseminate skills anticipation and in particular the ILO STED methodology."*

<sup>23</sup> See Progress Report, 01 August 2021 – 31 January 2022.

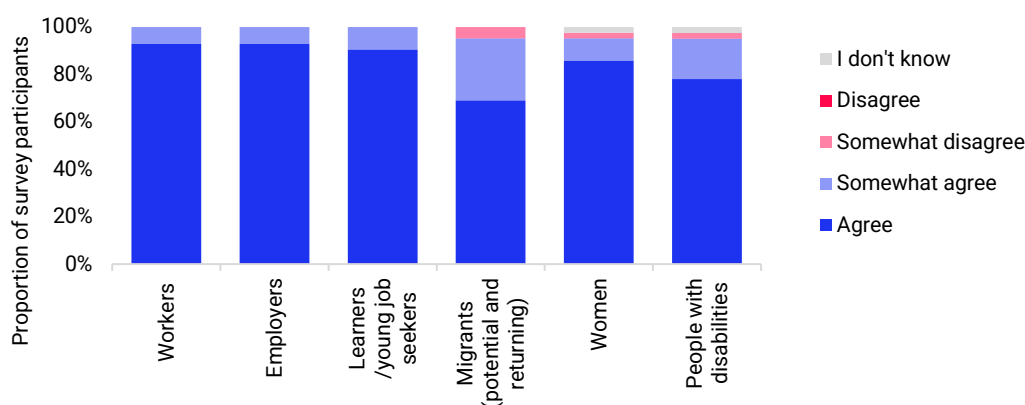


**International labour standards (ILS):** While there is no obvious link between the project's specific activities and the ILS, in the interviews, there was an understanding that strengthening skills anticipation systems would also contribute to the broader ILO agenda, including the ILS.<sup>24</sup>

**Non-discrimination and gender equality:** Interviewees observed that these principles were upheld through (1) the inclusion of different constituents and different sociological groups (women, people with disability, other vulnerable groups) in capacity building, (2) the focus on equality of opportunity and treatment in skills development, and (3) the expectation that everyone will benefit from improved skills anticipation systems, including women, migrants, people with disabilities, and other vulnerable groups. This sentiment is confirmed by the survey results (see Figure 7).

**Just transition to environmental sustainability:** According to the interviewees, this principle was embedded into the training workshops on Anticipating Skills for Future Green Jobs<sup>25</sup>, and generally in the discussions, by understanding the importance of skills anticipation for adaptation to climate change. This has led to increased awareness by stakeholders. More than a third of all employers, workers, and job seekers surveyed in the rapid skills assessments mentioned skills for green jobs are needed, according to the ILO SKILLS unit.

Figure 7: Beneficiaries of improved skills anticipation (survey result)



Question: Do you agree or disagree with the following statements? Through promoting skills anticipation, the project will be able to address important needs and priorities of these ultimate beneficiaries: (i) Workers (ii) Employers (iii) Learners / young job seekers (iv) Migrants (potential and returning) (v) Women (vi) People with disabilities

Number of responses: 42, 42, 42, 42, 42, 41

## Covid-19 Adaptation

<sup>24</sup> As part of the feedback to the draft evaluation report, one or several stakeholders pointed to the linkages to the R195 Human Resources Development Recommendation on prioritising education, training, and lifelong learning 2004, and the Human Resources Development Convention 1975 (No 142) focusing on vocational guidance and vocational training. Furthermore, the project aims to promote the three other instruments of the ILO, namely the ILO Centenary Declaration for the Future of Work (2019), the ILO Declaration on Social Justice for a Fair Globalization (2008), and the conclusions on skills for improved productivity, employment growth and development adopted by the International Labour Conference in 2008).

<sup>25</sup> An example is a 4-day face-to-face workshop in Ghana, with participants from Eswatini, Ghana, Tanzania, Zambia, Zimbabwe in September 2022.





The survey respondents were generally positive (96%) about the project's ability to effectively adapt to the pandemic, yet it was highlighted that the implementation of the project has been slow as in-person trainings and meetings were not permitted during the lockdown, which created serious impediments for project delivery (also see discussion above, under "external factors").

These good practices in the ILO's response were highlighted in the progress reports and by interviewees:

- Ensuring availability of data for better communication across the ILO different office structures and in different countries.
- Adopting swiftly a teleworking mode, both internally (e.g., virtual report validation processes) and externally (e.g., online trainings and conferences). Some ILO interviewees also referred to the overall working style, stating that the pandemic forced them to react fast, in a flexible manner, and deliver quick results.
- Adapting the activities with a view to assist the Member States to cope with the consequences of the pandemic (i.e., developed and conducted rapid skills assessments on impact of Covid-19).
- Revamping how data is collected during rapid skills assessment: (1) shortening and adapting the questionnaire to country-specific context while maintaining the core for comparability; (2) triangulating from different sources (in-depth interview with key stakeholders such as employers, workers, etc.) when lacking representative samples; (3) working closely with ILO colleagues in the field, partners and networks, and hiring consultants to "*nudge potential responses*". This resulted in 6,000 individuals and thousands of companies from 9 countries responding to the rapid skills assessments questionnaire. These experiences are considered useful also for the ILO's implementation of skills gap surveys in the post-pandemic setting.
- Recruiting part-time or full-time personnel and running project activities in parallel to enhance delivery capacity. An example is the additional staff member recruited in Zimbabwe in January 2022 after more face-to-face interactions were allowed.

## 4.4. Efficiency

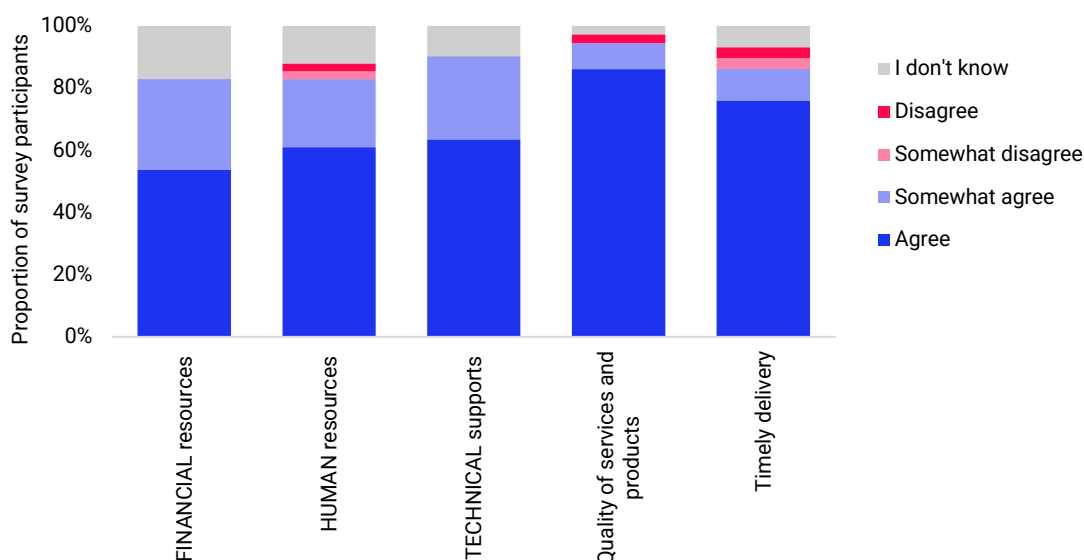
In order to assess efficiency, we respond to questions on resource allocation (EQ 19), disbursements and project expenditures (EQ 20), and the monitoring and evaluation system (EQ 18). We analyse whether the project received adequate support from the ILO offices and specialists in the field, the responsible technical units at headquarters, and from the ILO International Training Center (EQ 21). We then explore the relationship with continental, regional and national level institutions, and other relevant stakeholders (EQ 3), whether partnerships enhanced relevance and effectiveness of the project (EQ 24); and finally, how well the governance and project management worked (EQ 22/ 23).



## Resource Allocation

We focus on the stakeholders' perception on different dimensions of efficiency, namely efficient allocation of resources, quality of services, and timeliness.

Figure 8: Dimensions of efficiency (survey result)



*Question:* Do you agree or disagree with the following statements? (i) The FINANCIAL resources of the project were strategically and effectively allocated to achieve the intended results. (ii) The HUMAN resources of the project were strategically and effectively allocated to achieve the intended results. (iii) The TECHNICAL supports of the project were strategically and effectively allocated to achieve the intended results. (iv) The project delivered its services and products in good quality. (v) The project delivered its services in a timely manner; delays were justified.

*Number of responses:* 41, 41, 41, 36, 29

There were almost exclusively positive views expressed by survey respondents (see Figure 8) that the project has strategically and effectively allocated its financial, technical, and human resources, delivered high-quality services and products. There is also positive feedback to the question whether delivery was timely, but a few survey respondents (7%) indicated some dissatisfaction.

In the interviews, this was further explored:

- Delays due to Covid-19 shortened the implementation period of the activities. The inflexibility for a no-cost extension (beyond the two months granted) due to the complex management arrangements (see below) was also highlighted as an important reason why the project had to squeeze many activities into the late stages of the project. This also led many national stakeholders feel unsatisfied, as the end of the project seems “*abrupt*” and “*sudden*”. For instance, in Gabon, the implementation started late, and the project only delivered about 50% of planned activities.



- Many interviewees praised the efficiency of the ILO team in the organisation and coordination of the project activities. Constituents in many countries also believed that human and technical resources were allocated well.<sup>26</sup>
- The project's monitoring and evaluation system was considered both efficient and flexible, allowing the project to respond quickly to unexpected situations. Examples given include (1) quick approval from the GIZ for changing target countries and extending activities to other countries when the delay and difficulties in Gabon and Tanzania were reported; (2) decision to deliver support on the analysis of skills demand and supply to many more countries (from two to eight) when demand surged during the pandemic; (3) and similarly for broadening the target countries for support on the development of sector skills inventory from two to four countries.

The project's financial absorption capacity was significantly affected by the pandemic: More than half (57%) of the spending was used during the last year of the project's implementation. The low disbursement in the first two years were partly due to the delays in the delivery of outputs, and partly due to significantly lower cost of switching from face-to-face to online trainings and conference. The project management argued that the approved 2-month extension "*does not provide the project with enough time to request, receive, and utilise the remaining project fund on the approved project budget*"<sup>27</sup>, and therefore decided not to request the last instalment of 0.4 million EUR. Regarding fund disbursement, as of October 2022, the project was operating with a total budget of 3.35 million USD, excluding the last instalment<sup>28</sup>. The fund disbursement reached 77% of actual spending and 15% commitments, leaving residual funds of 8% or 0.26 million USD of the budget<sup>29</sup>. Project management expects this remaining budget to be spent by the end of the project (November 2022).

### **ILO internal cooperation**

The internal collaboration among different ILO departments and offices was rated as very satisfactory (Figure 9). This was confirmed during the interviews with ILO staff. Interviewees mentioned that the teams in field offices and headquarters were committed to mutually support each other operationally, technically, and administratively. Various examples were given, including support from the technical units at headquarter level (SKILLS) and the ILO International Training Center during the first phase of the pandemic, when activities had to be moved online; support with technical challenges during the development and implementation of a rapid skills assessment tool<sup>30</sup>; effective engagement of the ILO country offices in leveraging their privileged access to tripartite partners to introduce the project, and in ensuring its smooth implementation; and finally the project's ability to access resources and

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<sup>26</sup> It should be noted that the interviewees and survey participants were mostly not aware of budget resources and cost; their statements have to be interpreted as broad perceptions of efficiency.

<sup>27</sup> Progress Report 01 February – July 2022

<sup>28</sup> The approved grant made available to the ILO was 3.455 million EUR in total. Each instalment from the GIZ to the ILO for project expenditures was converted to USD at the applicable UN exchange rate.

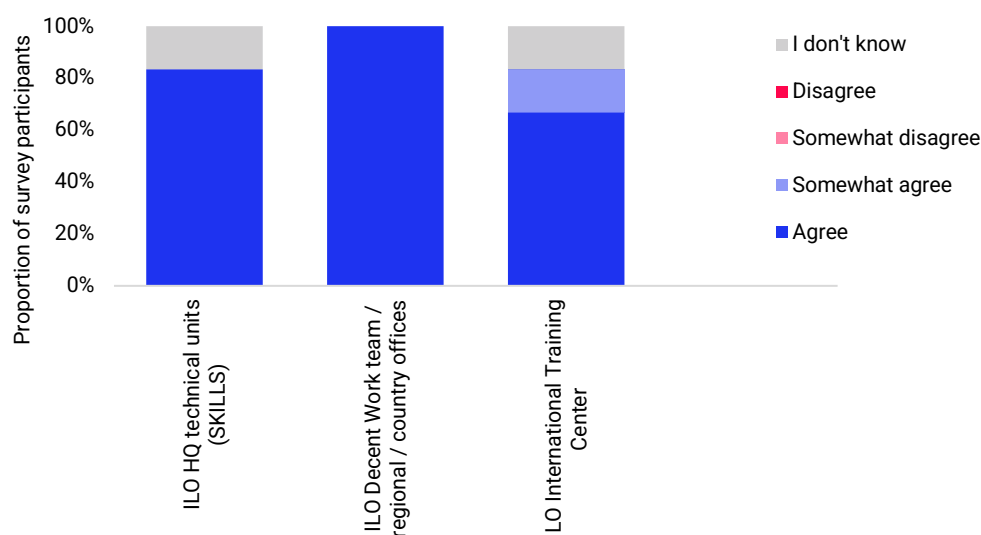
<sup>29</sup> SIFA-Skills Anticipation Project BUDGET Report Summary as of 11.10.2022

<sup>30</sup> The tool is called "Guidelines on Rapid Assessment of reskilling and upskilling needs in response to the COVID-19 crisis", with instruments including two survey questionnaires (for employers and individuals), aiming to triangulate information from various sources to arrive at robust findings.



expertise of other relevant units and specialists (e.g., statistics and migration) in capacity building. The ILO country offices commended that they received extensive support from the ILO office in Pretoria.

Figure 9: ILO internal cooperation (survey result)



Question: Do you agree or disagree with the following statements? The project received adequate administrative, technical and – if needed – policy and technical support from: (i) ILO HQ technical units (SKILLS). (ii) ILO Decent Work team / regional / country offices. (iii) ILO International Training Center.

Number of responses: 6, 6, 6

## Management arrangements

*Project management:* The SIFA was initiated by the AUC and BMZ in 2016, consisting of two components: a Finance Facility and a Technical Component. In 2019, with the co-funding of the Technical Component by the EU, SIFA was extended from an AU-German into a multi-donor initiative. The ILO and the European Training Foundation (ETF) joined the initiative as new technical partners, to implement activities relating to labour market information systems in selected AU member states and the development of an African Continental Qualification Framework. Hence, the project, a SIFA-Skills Anticipation component, was funded by the EU, and implemented by the ILO in cooperation with the AUDA-NEPAD, and under the overall management of the GIZ. The complex structure and management could be seen as a specific feature of the project.

The interviewees stated that management structure and arrangements were overall effective in terms of the division of work among the partners (AUC, GIZ, AUDA-NEPAD, and ILO), and were adequate to ensure smooth operation and implementation of the project. However, a few concerns were raised:

- At steering level, some interviewees suggested that a more participatory decision-making process among the AUC, the AUDA-NEPAD, the EU, and the GIZ would have been more effective. For instance, the decision-making process

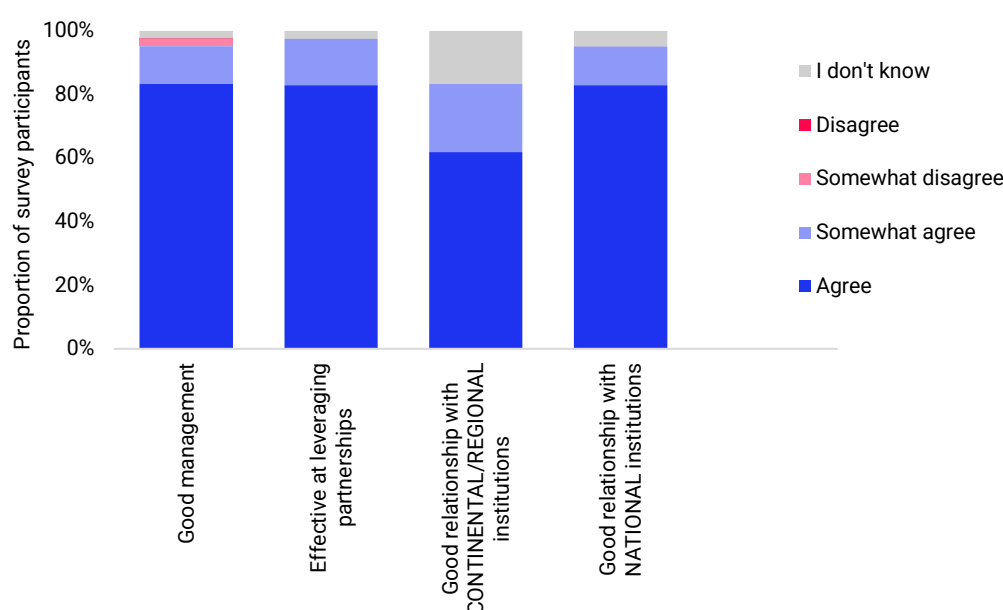


around the project's no-cost extension and the design of the SIFA phase II caused some frustration<sup>31</sup>.

- At operational level, other issues brought up include: (1) initial challenges in identifying and agreeing on the respective roles of AUDA-NEPAD and ILO, and finding good working processes at the very beginning, (2) complicated logistics for the project in countries without an ILO office, a result of country selection<sup>32</sup>, (3) the lengthy period between the request for payments and actual transfers, and (4) the inflexibility for a no-cost extension mentioned above.

The survey results mirror these positive findings with an approval rate of 98% on good management among those who gave a rating (see Figure 10).

Figure 10: Management arrangements (survey result)



Question: Do you agree or disagree with the following statements? (i) The project was well managed. (ii) The project has been effective at leveraging partnerships that enhanced its relevance and contribution to intended results. (iii) The project has created good relationship with CONTINENTAL/ REGIONAL institutions. (iv) The project has created good relationship with NATIONAL institutions.

Number of responses: 42, 41, 42, 41

**Regional and national partnerships:** All respondents shared positive views on partnerships, both with continental/regional institutions, as well as with those at national level (see Figure 10). From the interviews, the working relations between the ILO, AUDA-NEPAD, and AUC were viewed as positive and based on a common sense of trust and mutual support, while strengthening the ownership of the AUDA-NEPAD over

<sup>31</sup> As the EU is not planning on funding the SIFA phase II, and the project was not allowed a no-cost extension beyond the two months, it was required to close the project in alignment with the closure of the SIFA phase I on November 2022.

<sup>32</sup> For instance, Gabon and Tanzania were selected by the AUDA-NEPAD for in-country support on skills anticipation approaches to “create a regional balance” and extend the scope of the project also to West and Central Africa. Yet the ILO did not have offices in these two countries. Different choices of francophone countries would have improved the logistics and management of the project.

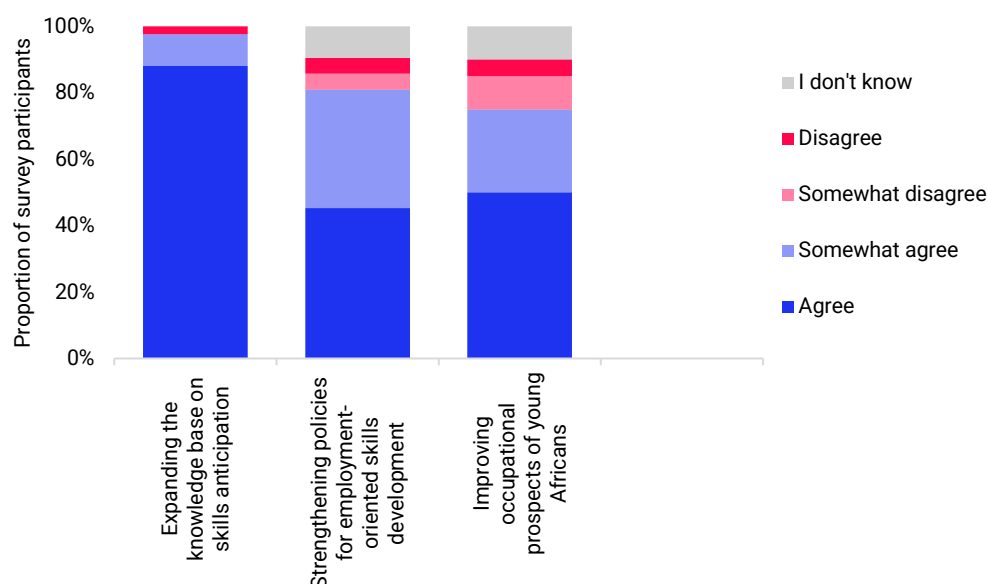


the project. One interviewee expressed that more engagement between the AUC and the ILO could be beneficial for the knowledge transfer, especially specific in-country implementation experiences. At country level, many respondents referred to the ILO's focus on tripartism and social dialogue, and especially the establishment of the task teams in some countries as an effective way to create buy-in, and foster engagement with national partners.

## 4.5. Impact

This section covers the extent to which the project has contributed to the expansion of knowledge on skills anticipation (EQ 25), to awareness as well as to the development of responsive skills policies, strategies, and practices at continental and national levels (EQ 26). We use the survey and interview feedback to further assess the possibility of impact on occupational prospects of young Africans - the intended impact of the SIFA as a whole (see chapter 2).

Figure 11: Impact (survey result)



Question: Do you agree or disagree with the following statements? (i) The project has contributed to expanding the knowledge base on skills anticipation and to building evidence to guide skills development. (ii) The project has improved or strengthened policies and measures adopted in the AU Member States for employment-oriented skills development. (iii) The project has improved occupational prospects of young Africans.

Number of responses: 42, 42, 40

Most survey respondents (98%) indicated that, in general, they agreed or somewhat agreed that the project contributed to raising awareness, expanding the knowledge base on skills anticipation and building evidence to guide responsive skills development. The rating was also positive, if slightly less so with 89% approval, for the project's contribution to improve policies and measures adopted in the AU Member States for employment-oriented skills development. Many these concepts have been discussed in the effectiveness section of the report; in fact, the way the project's overall



goal is phrased, it is very closely linked to the project's sub-outputs, instead of focusing on higher-level, society-wide changes.

A similar positive perception emerged from the interviewees, who referred to the project succeeded in the development of national action plans on skills anticipation, the implementation of the STED methodology in chosen sectors in some target countries, supporting the SADC's Labour Market Observatory – all creating a momentum, and setting the necessary conditions for more effective LMI and skills anticipation systems at regional and national levels. While the impact of these actions is not yet visible, almost all stakeholders believe that this was a good start leading to the desired objective.

Regarding the SIFA as a whole, its impact statement is to “*improve occupational prospects of young Africans through the support of job-oriented skills programme*”<sup>33</sup>. The majority of survey respondents (83%) believe that effective skills anticipation will contribute to reducing the problem of skills mismatch, which will have positive effects on African youth; yet they survey participants and interviewees also acknowledge again that it is too early to tell at this point. Whether impact is generated will depend, to a large degree, on the implementation of the action plans, and the institutionalisation of skills anticipation more broadly, which is only at the beginning in some countries, and yet to be started in others.

## 4.6. Sustainability

Sustainability, the final OECD DAC criteria, is to assess the extent to which the net benefits of the intervention continue or are likely to continue. We focus on five evaluation questions, looking at which project-supported tools were institutionalised, or have the potential to be institutionalised and replicated (EQ 27), and more broadly, which contributions are likely to last (EQ 28). Further topics are the sustainability strategy (EQ 29) and how this strategy was affected by the Covid-19 situation (EQ 30), and the likelihood that the project's strategic orientation with multifaceted crisis like the Covid-19 pandemic will be used again in the future (EQ 31).

The sustainability chapter is based on the findings from the interviews, the survey, and the document review. We assess sustainability on the basis of three areas related to the capacity of stakeholders to uphold changes and results; technical and financial capacity; as well as motivation.

Regarding the sustainability strategy, the project itself does not implement a separate exit strategy but plays a part of a larger SIFA's exit strategy. The key element for sustainability, as perceived by the interviewees familiar with the strategy, is the embedment of the project into AUDA-NEPAD and the AUC' structures so that the African regional partners will “*drive the skills development initiative (SIFA) in their own name and with own resources*”<sup>34</sup>. While their financial capacity is limited and remains a challenge, the SIFA is expected to continue to support attracting other funding sources for these regional partners. Regarding the Skills Anticipation component, the

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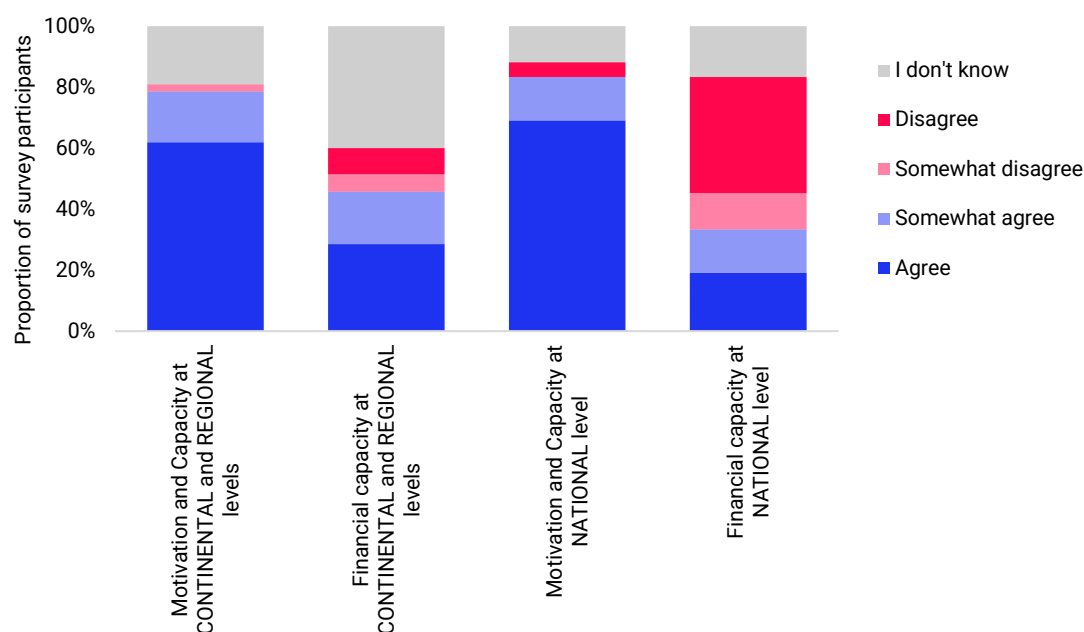
<sup>33</sup> SIFA Main ProDoc

<sup>34</sup> SIFA Main ProDoc



sustainability is expected to be realised through the learning-by-doing approach and the follow-up implementation of action plans developed at country and regional level by the partner organisations.

Figure 12: Sustainability (survey result)



Question: Do you agree or disagree with the following statements? (i) Labour market and skills development experts and practitioners in CONTINENTAL and REGIONAL bodies (AUC, AUDA-NEPAD, Regional Economic Communities) are MOTIVATED and CAPACITATED to develop and strengthen the skills anticipation systems. (ii) Labour market and skills development experts and practitioners in CONTINENTAL and REGIONAL bodies (AUC, AUDA-NEPAD, Regional Economic Communities) have sufficient FINANCIAL CAPACITY to develop and strengthen the skills anticipation systems. (iii) The tripartite and inter-ministerial task forces in your country (Labour market and skills development experts and practitioners in AUC MEMBER STATES) are MOTIVATED and CAPACITATED to build and strengthen the skills anticipation systems. (iv) The tripartite and inter-ministerial task forces in your country (Labour market and skills development experts and practitioners in AUC MEMBER STATES) have sufficient FINANCIAL CAPACITY to implement the action plan to build and strengthen skills anticipation systems.

Number of responses: 42, 35, 42, 42

In the survey results, there is a very strong level of agreement that the continental and regional bodies, as well as the AUC Member States have the competency and willingness to sustain the changes initiated by the project (97% and 95% respectively). Their financial capacity, however, is rated much lower: 76% on the continental and regional institutions' capacity and only 40% on the national authorities (Figure 12). Some respondents mentioned that lack of financial resources was the root problem facing their countries regarding skills anticipation. One respondent elaborated: "As for the financial resources there is still need for strong support as there were a number of gaps that were identified. In most case the LMIS is fragmented to such an extent that there is need for support in coordination efforts. There is a lack of the necessary information, hardware, and software to create central repository for labour data management. Labour information tools are different for the actors and [there is a need for] resources to standardise collection tools. Data analysis skills also need to be enhanced so that informed decisions could be made from such information."





These issues were explored further during the interviews:

- At continental level, while funding is important, the interviewees believed that the institutional sustainability lies with the AUC and AUDA-NEPAD's capability for knowledge management and sharing among Member States. The project's contribution on skills anticipation- and skills development-related tools, knowledge products, and experiences was highly valued and is seen as sustained through the work of the AUDA-NEPAD. Yet, there was some sustainability concerns related to resource mobilisation and the staffing of the AUDA-NEPAD where the team is perceived as understaffed and stretched too thin. Insufficient financial resources can hinder the institutions' ability to continue and scale up the nascent work on skills anticipation; staff constraints can also undermine the quality of the services provided by the AUDA-NEPAD to Member States, and the coordination effort with different partners and donors. Interviewees believe that engaging with long-term partners like the GIZ, the EU, and potentially the AfDB will be essential in this regard.
- At country level, the interview feedback echoed the survey results. The project is seen as having achieved institutional sustainability, through the development of national task teams and effective social dialogue for collaboration to sustain skills anticipation. In terms of financial resources, funding for the implementation of the action plan has been secured in Eswatini. In Ghana and Zimbabwe, leads are currently being explored. In Ghana, there was caution that similar interventions in the past were not sustained because of lack of funding. Several interviewees emphasised the need for the establishment of a skills development fund by the government of Ghana and continued financial support from international donors, in this case with the World Bank, for the implementation of the national action plan and other changes initiated by the project. In Zimbabwe, it was mentioned that the Ministry of Education has a budget to support skills development, which could be directed to the implementation of the national action plan. Still, further funding and technical support for the national task team, not least in terms of M&E, is needed. In Gabon, where no action plan was developed, interviewees pointed to an increased interest for constituting a group of trainers to maintain the dynamics and implementation of the STED methodology; and again, interviewees believe that this would require external support.

#### **Tools with potential to be institutionalised and replicated**

Achieving wider impact beyond the one defined in project can take various forms. These SIFA tools with potential for institutionalisation and replication were discussed by stakeholders:

- The establishment of tripartite task teams has worked well, in terms of bringing constituents together, sourcing relevant expertise and knowledge related to skills anticipation and development, as well as developing and implementing action plans and strategies. The national action plans serve as a blueprint for the implementation of skill anticipation system and responsive skills development, but also for mobilising internal and external resources.
- The STED methodology – which is also based on a tripartite process, anticipating sectors' development and growth opportunities – can be used in AU



Member States for engaging social partners and bridging skills development strategies across sectors, as countries “*aspire to increase productivity, exports and eventually being competitive while moving towards regional integration after the ratification of the AfCFTA*”, according to a survey respondent.

- In response to the pandemic, the additional rapid skills assessment tool was developed and tested. The successful application of the tool has shown that the ILO, the AUDA-NEPAD, and the Member States can use these methods in similar crisis situations to get quick results. The ILO can also use this experience to complement other types of data collection.
- The regional LMO concept was developed as a replicable model; interviewees believe that AUDA-NEPAD could facilitate the scaling up and replication by other African Regional Economic Communities.

## 4.7. Lessons learned and Good Practices

One of the purposes of the evaluation is to identify learnings and good practice. The three learnings below are based on the responses in the interviews as well as information from the progress reports:<sup>35</sup>

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<sup>35</sup> The ILO defines lessons learned as “an observation from project or programme experience which can be translated into relevant, beneficial knowledge by establishing clear causal factors and effects. It focuses on a specific design, activity, process, or decision and may provide either positive or negative insights on operational effectiveness and efficiency, impact on the achievement of outcomes, or influence on sustainability. The lesson should indicate, where possible, how it contributes to 1) reducing or eliminating deficiencies; or 2) building successful and sustainable practice and performance. A lesson learned may become an emerging good practice when it additionally shows proven results or benefits and is determined to be worthwhile for replication or up-scaling.”



### Lesson Learned No.1

#### **Leveraging internal and external partnerships facilitates access to key stakeholders and enhances the implementation.**

It emerges from the reports and interviews that leveraging the influence and privileged access of both internal and external partners to key stakeholders and constituents were important factors in the project's smooth implementation. For instance, to mitigate the political challenges in Gabon and Tanzania, the ILO and AUDA-NEPAD wrote joint letters to the Ministries of Foreign Affairs asking for assistance in facilitating country level processes. In other cases, the project worked with ILO Country Offices to reach out to the responsible government ministries and were introduced at very high level. An example of this approach is the Director of the ILO Country Office in Zambia writing to the Minister of Labour to introduce the project. The ILO Countries Offices also took ownership after the initial introductions to synchronise the project with related ILO interventions.

### Lesson learned No.2

#### **Allocating the role to lead the process to national constituents, in combination with a “pen-holder” approach, encourages ownership and contributes to effective implementation. Ownership is a necessary, but by itself insufficient condition to ensure sustainability.**

The development of the national action plans in the project followed a clearly defined process which started with the mapping and assessment of the countries' LMI and skills anticipation systems and practices, and lead onward to the establishment of national task teams. The key lesson drawn from this process was that allowing the task teams to own and lead the process, with the ILO supporting and giving direction as a “pen-holder”, helped secure strong national ownership of both the process and its output in form of the national action plans. In Eswatini, Ghana, and Zimbabwe, the task teams were able to secure ownership also on the level of management and political leadership, by involving the principal secretaries in the Ministries of Labour and Ministry of Education. While ownership adds value to the institutionalisation and implementation, it is itself insufficient to ensure sustainability of an intervention or its results.

### Good Practice No. 1

#### **The inclusion of key ministries who play a central role in decision-making, planning, and fiscal policy, for instance Ministry of Finance and/or Ministry of Planning, is essential for securing funding and the realisation of follow-up action beyond for project implementation.**

Ensuring the participation of key government ministries and departments, in particular the Ministry of Planning and/or the Ministry of Finance in the tripartite task teams and in the development of the national action plan were critical for a successful implementation. Most importantly, the involvement allowed them to develop an



understanding of the interlinkages between skills anticipation, human capital, and economic development, which led to further political buy-in and support, not least in terms of funding follow-up actions, leading to the institutionalisation and implementation of skills anticipation. For example, the involvement of Ministry of Economic Planning and Development in Eswatini helped the process of officialising the government action plan and obtaining central funding.

Other lesson learned and good practices mentioned by stakeholders and the project managements include, in addition to elements highlighted elsewhere in the report: the ILO’s flexibility in initiating the staff recruitment process before concluding the contractual agreements, in order to minimise the time lag between receipt of funds and start of project operation; and online forms of capacity training which helped the project with scale and distribution.

## 5. Conclusions

The evaluation was guided by 31 evaluation questions, which address various aspects of the DAC evaluation criteria. Taking these aspects into account, we provide a rating for each of the criteria according to the rating scale the ILO uses in its Progress Reports, namely “*Highly Satisfactory*”, “*Satisfactory*”, “*Unsatisfactory*”, and “*Very unsatisfactory*”:

Criteria / Rating	Explanation
Relevance: Highly Satisfactory	<p>The project is highly aligned with the AUC and AUDA-NEPAD’s strategic goal of developing Africa’s human capital and reorienting the education and training systems to meet required competencies and skills. Most stakeholders believe that the project addresses important issues of skills anticipation and LMI systems, and contributes with its actions to reducing skills mismatches and youth employment.</p> <p>The results logic of the project outlines the linkages between activities, (sub-)outputs, and the long-term impact of the SIFA on African youth employment. In our view, it would have strengthened the design and implementation if the causal pathways and the underlying assumptions would have been spelt out. It is, for instance, not immediately clear under which conditions improved anticipation leads to better policies or skills programmes, and who needs to be involved for this to happen. While such additional elements were likely part of the discussions, capturing them in (design) documents could have fostered common understanding and results orientation.</p>
Coherence: Satisfactory	<p>A majority of stakeholders (88%) believes that enough has been done to coordinate with other ILO interventions. The ratings for coherence with the AUC (83%), the AUDA-NEPAD (75%) and the GIZ (75%) is positive too but includes more critical voices. National stakeholders interviewed in Gabon, Ghana, and Zimbabwe hold positively views on the synergies between the project and some other programmes and projects in their countries. It was seen as more challenging for the ILO team in Gabon to create synergies with other interventions without an official ILO representation and office. Likewise, where offices or representatives of the AUC, AUDA-NEPAD, and GIZ are not present, national stakeholders had similar concerns regarding coherence with initiatives of these organisations.</p>



<p>Effectiveness: Highly Satisfactory</p>	<p>Looking at the M&amp;E targets, the project has delivered on the planned Output 3 and over-delivered on two sub-outputs. Regarding project activities, although a continental conference and a peer-learning workshop for dissemination were not carried out due to the delays caused by the pandemic, the project was able to adapt effectively by incorporating dissemination into the virtual Continental Conference on Skills Anticipation (2021) and capacity building workshops for AU Member States, as well as through the production of a forthcoming continental guidance note synthesising all the project's lessons learnt for the AUDA-NEPAD.</p> <p>Discussing the objectives more broadly, stakeholders believe that the project contributed to raised awareness about the importance of skills anticipation, putting it on the AU policy agenda, and enhanced capacities at both continental/regional and national levels. They appreciated ILO's expertise, the commitment of the project team, the quality of the technical support and trainings, the STED methodology, and the ILO's effort to instil ownership in national tripartite task teams. There is, however, an acknowledgement among national stakeholders that these results are quick gains, and "real change" will only occur once the national action plans are implemented effectively.</p> <p>The project adapted well to Covid-19 in terms of quickly changing to online mode of working and training, developing a rapid skills assessment tool in response to stakeholders' emerging needs, and mobilising resources for catching up once face-to-face activities were allowed. All stakeholders consider the project has done very well in leveraging ILO's comparative advantages and cross-cutting issues. Stakeholders also believe that ultimately the improved skills anticipation systems will benefit all, including workers, employers, and learners/ young job seekers, migrants, women, and people with disabilities.</p>
<p>Efficiency: Highly Satisfactory</p>	<p>Stakeholders consider the project as efficient, regarding the allocation of resources, and the quality of its services. There was slightly less satisfaction regarding the timeliness of delivery. Issues that undermined the efficiency include various delays brought by the pandemic, and the inflexibility for a no-cost extension, which lead to many activities being crammed into the late stages of the project.</p> <p>Coordination within the ILO was rated very satisfactory. The teams in field offices and headquarters are committed to mutually support each other, especially during the adaptation period to Covid-19 and the in-country implementation.</p> <p>The complex management arrangements between the AUC, AUDA-NEPAD, GIZ, EU, and the ILO is a specific feature of the project. Stakeholders raise some concerns such as challenges with the initial set-up process involving the AUDA-NEPAD and the ILO, as well as challenging logistics for the ILO – not least because the project was active in countries without an ILO office, and a lengthy period between the request for payments and actual transfers. Still, the management structure and processes ensured smooth implementation. Stakeholders mentioned that a more participatory decision-making process at steering level would have been beneficial for delivering and adapting the activities.</p>
<p>Impact: N/A</p>	<p>Most stakeholders believe that the project has contributed to raising awareness, building evidence and expanding the knowledge base on skills anticipation, as well as to improving policies and measures adopted in the AU Member States for employment-oriented skills development. This is a good start leading to the desired objective of the SIFA programme to "improve occupational prospects of young Africans through the support of job-oriented skills programme". Yet, it is too early to see the impact, and to what extent impact can be achieved depends significantly on the implementation of the national action plans and the institutionalisation of the skills anticipation approaches.</p>
<p>Sustainability: Satisfactory</p>	<p>Overall, stakeholders believe that both continental and national partners have the capacity and motivation to uphold the changes introduced by the project. They are not as optimistic, however, when it comes to financial capacity of the national partners in particular.</p> <p>At regional level, knowledge products produced by the projects such as the LMO concept note, rapid skills assessment, STED methodology, etc. are highly valued and seems likely to be sustained through the continuous work of the AUDA-NEPAD in</p>



knowledge management and sharing. Yet, the fact that little staff resources are available at the AUDA-NEPAD for skills needs anticipation and related topics seems to be a key constraint.

At country level, there is little financial capacity to continue the actions in most countries with a tripartite task team (with the exception of Eswatini, and some leads in Ghana and Zimbabwe). However, the national action plans can now be used by the task teams to seek potential internal and external financing.

A successful project is one which fulfils all DAC criteria; a project that is aligned with needs and priorities of its target beneficiaries, generates meaningful results both in the short- and longer term and spends its resources wisely. Based on our observations, we believe that the project is indeed a successful project.

We would like to include some additional reflections related to key strengths of the project as well as some views regarding the scale-up and sustainability of skills anticipation and matching in the wider context of the African continent.

- Government ownership and political support are often difficult to ensure. The project, however, was able to leverage and/or produce the political momentum in several countries and on a regional and continental level. This is a great asset which is a result, at least in parts, of bringing several implementing partners together, each with their own set of complementary strengths (even though this collaboration also led to complex management arrangements).
- The fact that progress was challenging in some countries was not out of the ordinary, not least in light of the pandemic. It does, however, pose some questions on the selection of partner countries and whether the selection should have been more linked to their interests and commitments.
- While the term “skills anticipation” could entail lofty aspirations which even high-income countries find difficult to fulfil, the project has a pragmatic approach, and focus on important procedural aspects, including (1) improving the current LMI basis rather than on complex modelling, and (2) bringing different relevant parties to the table; the ILO’s three constituents on the one hand, but also suppliers or users of LMI data on the other hand.
- The project’s focus was well aligned to the specific implementation contexts (i.e., national statistical capacities, governance structures, and policy goals) and the interventions have worked well. Given the AUC ambition of disseminating knowledge products, tools, and learnings originated from the project to other AU Member States who are not part of the project, it is prudent to be mindful about the pertinence and appropriateness of these learnings to new context. For instance, some countries emerging from conflict might have different needs and do not have a perquisite statistical capacity or infrastructure to employ a particular skills anticipation method; there might also be lack of trust between constituents to meaningfully engage; hence approaches need to be adapted.
- Finally, the extent to which skills anticipation findings can influence policymakers’ decisions, or the institutionalisation of the findings, depends on many factors such as *clear policy aims; use and ownership of results by all stakeholders; dissemination to ensure wide-ranging impact; and sustainable*



*financing*<sup>36</sup>. Reliance on financial support of limited duration may set an ‘expiry date’ for skills anticipation activities. This can lead to fragmented, ad hoc initiatives with limited, short-term effects. Hence, the closure of the project’s being “*abrupt*” and “*sudden*” might be an impediment to building stakeholder trust in the usefulness and sustainability of skills anticipation. There might be leads to further external support in other countries, but they are currently vague. Still, the national action plans could be seen as a stepping-stone, serving as a roadmap, and supporting the task teams to reach financial sustainability.

## 6. Recommendations

SIFA’s Output 3 will be formally closed at the end of November. In light of this impending closure, the Terms of Reference of the evaluation defined the task to “provide recommendations to project stakeholders to promote sustainability and support further development of the project outcomes.” In the following we therefore concentrate on these two aspects.

In the case of Output 3, and SIFA in general, there are many project stakeholders: AUC as project owner, the AUDA-NEPAD the GIZ as co-implementer of SIFA, ILO as implementer of Output 3, EU as funder of Output 3, and the various national government institutions and social partners from the thirteen countries who were either involved in capacity building or in a task force. These stakeholders can all play a role in promoting sustainability and supporting further development – yet this role is likely to differ given their different mandates, capacities, and resources to engage in future actions. In addition, the discussions on SIFA’s phase 2 are still ongoing and its thematic priorities and modalities are yet to be clarified.

This setting makes it difficult to formulate specific recommendations that reflect the different situations of the stakeholders as well as scenarios for SIFA. Instead, we formulate recommendations relating to elements that commonly contribute to sustainability and to which several if not all of the project stakeholder can contribute.

These recommendations go beyond the current phase of SIFA. For the project’s remaining time, there is no need for course corrections. The project team is already in the process of finalising knowledge products and disseminate learnings as priority actions, which we believe is the right focus. In this context it seems particularly important to finalise the knowledge products which form part of AUC/AUDA-NEPAD’s toolbox, and generally disseminate learnings on the ASPYEE platform, during the project’s remaining time.

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<sup>36</sup> See: CEDEFOP (2017): Skills Anticipation: Looking to the Future. [www.cedefop.europa.eu/files/9124\\_en.pdf](http://www.cedefop.europa.eu/files/9124_en.pdf)



**Recommendation 1: Support country task teams to implement measures deriving from the respective national action plans.**

Addressee	Priority	Resources	Timing
Tripartite task teams Tripartite constituents ILO Country Offices Development partners	High	Medium to high	Medium-term

Justification: The ILO methodology and support on skills anticipation had many beneficial effects already. Yet according to many interviewees, most countries only start to understand the importance of skills anticipation and are at the beginning of building an effective skills anticipation system. It seems most important to keep the “flame” going in the countries which have established task teams and developed action plans. It is of great importance that these action plans are implemented, at least in parts – not just because most project resources have been spent there, but also because there is a desire shared by many stakeholders to (better) see and show why skills anticipation matters. These platforms are also core to the ILO’s values and approach.

Examples of support could be as follows:

- Country-internally, for the tripartite constituents (including their management and political leadership), this could relate to political support but also a push, “*to get the work done*”. For long-term sustainability, this would need to include country-internal funding for the development and implementation of skills anticipation systems.
- Support could be commitment devices such as soft or hard timelines and regional platforms, where results are shared, provided by the AUC and the AUDA-NEPAD.
- Support could be of technical and financial nature, support by development partners where that this is possible – for instance as part of SIFA Phase 2, or other projects by the partners. During the project the ILO has leveraged other ILO projects such as SKILL-UP or the EU Skills Development for Increased Employability project to support parallel and complementary activities to widen impact – it might be possible to do so again in the medium-term.

What is appropriate and possible would have to be explored by the addressees themselves – but it seems to us that all parties have a responsibility and an ability to contribute.





**Recommendation 2: Collect, assess, and disseminate evidence to support for knowledge sharing, to build trust and to leverage financial assistance.**

Addressee	Priority	Resources	Timing
Tripartite task teams Tripartite constituents ILO Country teams AUC, AUDA-NEPAD	Medium	Low to medium	Medium to long-term

Justification: In terms of dissemination and future knowledge sharing, the implementation efforts should be closely followed, documented and shared, particularly on how the implementation unfold and to analyse the changes that they yield, or the bottlenecks that they encounter going forward. This can be and should be done in various ways, by creating a Community of Practice, adding to AUC/AUDA-NEPAD’s toolbox and the ASPYEE platform (but also to those of other stakeholders and partners). Once elements of the national actions plans with direct effects on the employment prospects of young Africans have been implemented, it might be worthwhile to consider an in-depth assessment of such effects, to broaden the evidence base for skills anticipation (interventions) further.

From a development partner’s perspective, a useful tool could also be a Theory of Change showing how actions on skills anticipation work to create the intended impact, depending on specific contexts. It could also articulate under what assumptions and with which activities/outputs impact will be achieved. This way, the Theory of Change can serve as a blueprint for justifying and leveraging additional development partner support and funding. It could also help with providing arguments where to pilot certain activities, what kind of support activities are needed, how additional resources could be sourced, etc., as well as strengthen institutional learning for all implementing partners.

**Recommendation 3: Use the political consensus forged among AU as a commitment device to mainstream and scale skills anticipation.**

Addressee	Priority	Resources	Timing
Tripartite constituents AUC, AUDA-NEPAD	High	Medium to low	Medium-term

Justification: Many results of the project align well with strategic and operational goals of the AU and its Member States. We recommend continuing efforts to signal the relevance and benefits of skills anticipation, mainstream skills anticipation and to reconfirm the political commitment to invest into related activities. This will include setting skills-anticipation on the agenda in future high-level event such as the AU Summit and sharing experience and learning from the implementation of the LMO and the national action plans at continental level. At country level, this includes the tripartite constituents’ putting pressure on the task teams to deliver – or motivating and supporting them to implement the national action plans.



# Annex 1: Evaluation ToR

## TERMS OF REFERENCE (TOR) INDEPENDENT FINAL EVALUATION

Version 6 June 2022

Project title	AU-EU Skills for Youth Employability Programme Component 2: 'Skills Initiative for Africa' (Output 3 - SIFA – Skills Anticipation Project)
Project Code	RAF/19/01/DEU
Administrative Unit	ILPO Country Office Pretoria
Donor	Germany – GIZ
Budget	USD 3,683,082
Implementation period	18 September 2019- 30 September 2022
ILO Technical Units	SKILLS
Type of evaluation	Independent Final Evaluation
Date of the evaluation	September-November 2022
Evaluation Manager	Ricardo Furman

### 1.0 Background

The skills development landscape in most African Countries typically consists of public and private providers and is often highly fragmented and poorly coordinated. Skills development programmes on the other hand normally is not demand-orientation and lack the desired quality and neither meet labour market demand for skills nor social demand for accessible skills development that can lead to better employability. The lack of accepted labour market relevant skills development outcomes and provision standards means that comparability and quality assurance of programmes and certificates is often not possible. This has a negative impact on the reputation of skills development and hinders articulation in the education and training system as well as labour mobility. As a result, a shortage of skilled workers and at the same time high unemployment, even among graduates from skills development programmes is a very common phenomenon in most African countries.

This coupled with tensions between a rapidly growing young population and the relatively low pace of job creation calls for more determined action and partnerships for more informed skills development approaches in order to create quality jobs for young African. The high number of youths not in education employment or training, and the estimated 95 million of youth in sub-Saharan Africa who are uneducated, unemployed or engaged in precarious jobs represent a serious challenge for African decision makers and practitioners.

On the other hand, globalization offers opportunities to accelerate economic development, increasing output and incomes, and to diversify in economic sectors offering opportunities for growth in productive and higher value-added employment. It also brings challenges where investment in human capital becomes vital for workers and enterprises to adjust to change and remain competitive in global and regional markets. Skills development is also instrumental for access to productive employment



and in ensuring that no one is left behind. The International Labour Conference concluded in 2008 that connecting skills development to broader growth, employment and development strategies requires that “governments, working with the social partners, build policy coherence in linking education and skills development to today’s labour markets and to the technology, investment, trade and macroeconomic policies that generate future employment growth”.

The tripartite representation of International Labour Organization (ILO) agrees that countries that have succeeded in linking skills to gains in productivity, employment and development have targeted skills development policy towards three main objectives:

- matching supply to current demand for skills.
- helping workers and enterprises adjust to change.
- building and sustaining competencies for future labour market needs.

### 1.1 The SIFA-Skills Anticipation Project

The SIFA -Skills Anticipation Project (Component 3 of SIFA) is part of the AU-EU Skills for Youth Employability Programme (SYEP) which is part of the DCI Pan-African Programme 2018 financed from the general budget of the European Union (EU). SYEP contributes to the **Skills Initiative for Africa (SIFA)** of the African Union and AUDA-NEPAD. SYEP Action Document calls for a collaborative engagement with the ILO to conceive and implement relevant activities in the selected output of component 2: on skills anticipation and forecasting, as integral part of labour market information systems (LMIS). The project conducted activities in the following countries

#	Country	#	Country
1	Cameroun	7	Namibia
2	Ethiopia	8	Nigeria
3	Eswatini *	9	South Africa
4	Gabon *	10	Tanzania
5	Ghana*	11	Zambia *
6	Kenya	12	Zimbabwe *

Note: \* Core countries with direct in-country work, others have participated in multi-country project training only.

### 1.2 Project Objectives and Expected Outcomes

The component 2 of the AU-EU Skills for Youth Employability Programme focuses on improving the conditions for a continental framework for employment-oriented skills development.

The **overall objective** of SYEP is to improve employment prospects of young Africans and through strengthened, capacities, Pan-African platforms for dialogue and sharing of best practices. Under the overall Programme log frame, the ILO, is responsible for implementation of **Output 3 on enhancing capacities of AUC, AUDA-NEPAD, RECs and national authorities for labour market forecasts and skills need anticipation systems**. The ILO supported component was also expected to contribute to implementation of the following SYEP outputs.



- **Output 1:** Stronger continental (regional) dialogue platforms and/or formats for learning, innovation, and cooperation are established.
- **Output 2:** Knowledgebase and inventory of best practices and TVET products is established
- **Output 6:** Capacities of AUC and AUDA-NEPAD to steer the continental and regional skills development and youth employment agenda are strengthened.

The indicators of achievement for the skills anticipation project component are as follows:

***Indicator 3.1:** Number of representatives of RECs, AUDA-NEPAD, AUC and national institutions) participating in task-related training on labour market forecasts and skills needs anticipation whose skills in these domains have improved and benefitted those Organisations (disaggregated by country)*

***Indicator 3.2:** Number of countries having developed a skills inventory to analyse skills demand and supply built on project common framework*

Output 3 on skills anticipation Component also contributes to the achievement of the overall SIFA outcome under **outcome indicator 2: on number of countries that have applied/implemented skills needs anticipation approaches during project implementation time with a target of two Countries.**

You can find additional information at:

<https://www.ilo.org/DevelopmentCooperationDashboard/#arru102>

### 1.3 Project implementation Strategy

The Skills Anticipation Component aims to develop a common understanding at continental and national levels about of the strategic role that skills anticipation plays in ensuring skills development that is more responsive to labour market needs and at building capacity for more systematic identification and anticipation of current and future skills needs as an integral part of national labour market information systems (LMIS). This is with the view to minimize the gaps between skills demand and skills supply and ensure more effective matching of skills supply to skills demand in the labour markets of targeted AU Member States.

The focuses on enhancing understating and appreciation of skills capacity at African Union and AUDA level and at Member States level with more concentrated action in specific countries. Activities include training and capacity building of bodies and networks in charge of LMI and skills development systems and conduct practical analyses of skills demand and supply. National statistical bodies, public employment services, labour and skills development authorities, relevant research centres and social partners are the key stakeholders.

The Project applies a two-step implementation strategy in which the first step involved mapping of data sources/providers, review current practices, capacities and institutional arrangements for labour market information and skills anticipation, identifying existing system weaknesses and providing concrete recommendations for strengthening of current systems and structures.

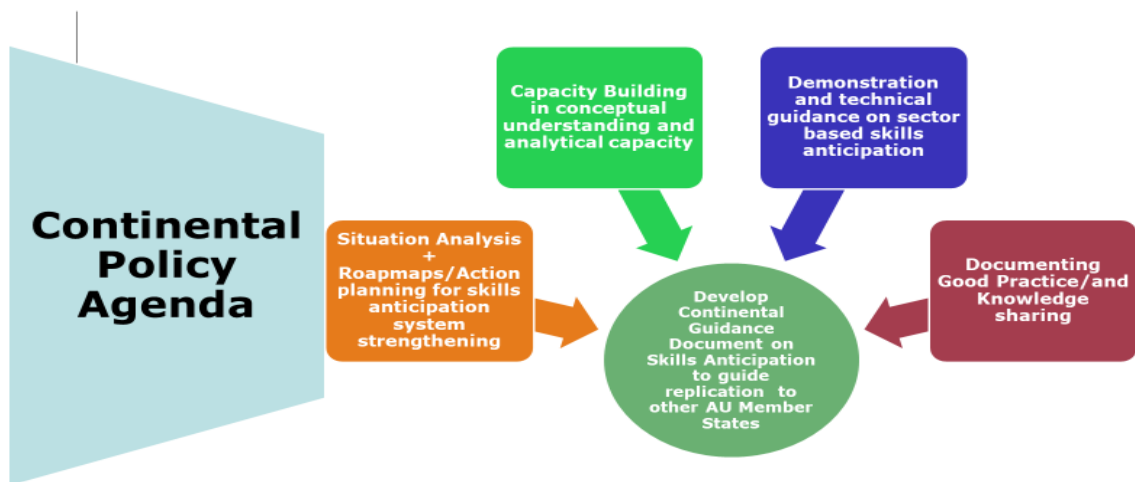


## Define Needs, Build capacity and support implementing of system strengthening measures



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The second step involves synthesizing the lessons and good practices from the implementation of Project interventions and consolidating these into a Continental Skills Anticipation Guidance Note which can assist with the replication of skills anticipation strengthening and effective integration into national labour market information systems.



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### 1.4 Project Management Arrangements

The project is managed by a Chief Technical Adviser (CTA), based in ILO-CO Pretoria, supported by an admin and financial assistant, who is responsible for management of the skills anticipation component (reporting to the Director of the ILO Pretoria Country/DWT Office). In addition, the project has the following staff in other countries:

- National Project Coordinator and part-time admin and financial assistant in Tanzania
- National Project Coordinator and part-time admin and financial assistant in Gabon



- National Project Officer in Zimbabwe

## 2.0 Evaluation Background

The ILO considers independent evaluations as an integral part of the implementation of technical cooperation project activities. Evaluations for the ILO implemented activities are managed by the ILO certified evaluation managers and implemented by independent external evaluators. The evaluations are for the purpose of accountability, learning, planning, and building knowledge and are conducted in the context of criteria and approaches for international development assistance as established by a) the OECD/DAC Evaluation Quality Standard; and b) the UNEG Code of Conduct for Evaluation in the UN System.

This independent evaluation will follow the ILO policy guidelines for results-based evaluation; and the ILO EVAL Policy Guidelines Checklist 3 “*Preparing the inception report*”; Checklist 4 “*Validating methodologies*”; Checklist 5 “*Preparing the evaluation report*” and Guidance Note 3.2: *Adapting evaluation methods to the ILO’s normative and tripartite mandate*.

These ToRs, under the ILO Evaluation policies and guidelines, define the overall scope of this evaluation. Recommendations, emerging from the evaluation, should be strongly linked to the findings of the evaluation and should provide clear guidance to the different stakeholders on how the recommendations can be addressed.

## 3.0 Purpose, Objectives and Scope of The Final Independent Evaluation

The main purpose of this final evaluation is to provide an independent assessment of the progress achieved during the entire life of the project, through analysis of relevance, coherence, effectiveness, efficiency, sustainability and orientation to impact of the project.

The specific objectives of the evaluation are the following:

- a. Assess the relevance and coherence of the project to the targeted countries’ needs, considering their national policy frameworks and those of the African Union and African Union Commission (AUDA NEPAD) and the targeted final beneficiaries and its synergy with related projects and programs in the target countries funded under any scheme.
- b. Identify the contributions of the project to SDGs targets, UNSDCFs, and ILO’s planning framework in the target Countries.
- c. Assess the extent to which the project has achieved its stated objectives and results, identifying the supporting factors, and the constraints that have led to these objectives and results, including strategies and implementation modalities chosen, partnership arrangements and unexpected positive and negative results of the project, with special consideration of the COVID 19 situation.
- d. Assess the implementation efficiency of the Project regarding the financial dimension and institutional management arrangements
- e. Analyse the project achievements and potential impact at national and institutional levels and the extent to which the project outcomes will be sustainable.



- f. Identify lessons learned and potential good practices, especially regarding models of interventions that can be applied further.
- g. Provide recommendations to project stakeholders to promote sustainability and support further development of the project outcomes

#### **4.0 SCOPE OF THE EVALUATION**

This final independent evaluation will cover the period September 2019 to July 2022. The evaluation will cover all the planned outputs and outcomes under the project, with particular attention to synergies between the components and its contributions policies and strategies of the target Organizations and Countries.

The evaluation will analyze how the project addressed its main issue, raising awareness of the critical role that skills anticipation plays in ensuring responsive skills development and establishing skills anticipation as an integral part of labour market information systems in Member States. The evaluation should also analyze how the cross-cutting issues of non-discrimination, social dialogue and tripartism, international labour standards, and just transition to environmental sustainability have been addressed by the Project.

The evaluation should provide mainly understanding of how and why the project has obtained or not the specific results from output to potential impacts.

#### **5.0 REVIEW CRITERIA AND KEY EVALUATION QUESTIONS**

##### **5.1 Review criteria**

The evaluation should address the overall ILO evaluation concerns regarding to relevance, coherence, effectiveness, efficiency, sustainability and impact of the Project results as defined in the ILO Policy Guidelines for results-based evaluation (2017).

[https://www.ilo.org/wcmsp5/groups/public/---ed\\_mas/--eval/documents/publication/wcms\\_571339.pdf](https://www.ilo.org/wcmsp5/groups/public/---ed_mas/--eval/documents/publication/wcms_571339.pdf)

At the inception phase the evaluator should integrate in the evaluation questions the ILO cross-cutting themes mentioned in section 4 above.

##### **5.2 Key Evaluation Questions**

Under each of the evaluation concerns, the evaluator shall examine the following key issues:

###### **a) Relevance, coherence, and strategic fit,**

- Is the project coherent with the AUC, AUDA-NEPAD and National governments objectives, National Development Frameworks, and stakeholders' needs, and does it support the outcomes outlined in the SIFA Project logframe, the ILO Country Programme Outcomes well as the Countries' UNSDCFs and SDGs?
- How does the project complement and fit with other ongoing AUC, AUDA-NEPAD and ILO programmes and projects in the target countries?



- What links have been established with other activities of the UN, GIZ and other cooperating partners operating in the areas of skills anticipation labour market information and employment.
- Has the project been able to leverage the ILO comparative advantages (including tripartism, international labour standards social dialogue etc.)?
- How has the project addressed the needs of the ultimate beneficiaries including specifically men and women and persons living with disabilities? Has there been changes in these needs during the life of the project?
- Has the project created good relationship and cooperation with relevant continental, regional and national level institutions, and other relevant stakeholders?

#### **b) Validity of Intervention Design**

- Did the project address the major issues relating to skills anticipation and responsive skills development in the target organization and Member States?
- Is the project Theory of change comprehensive, integrating external factors and is based on systemic analysis?
- Was the project design and implementation realistic (in terms of expected outputs, outcome, and impact) given the time and resources available, including performance and its M&E system, knowledge sharing and communication strategy?
- To what extent did the project integrate crosscutting themes in the design and implementation (tripartism and social dialogue, gender and non-discrimination, international labor standards and fair transition on environment)?

#### **c) Effectiveness:**

- To what extent has the project achieved the overall project objectives/outcomes?
- Have unexpected positive or negative results been identified, how have these contributed to project planned results achieved?
- Has the project addressed strategic needs of women, people with incapacities and other vulnerable groups?
- Have the project results integrated ILO constituents and a fair transition to environment?
- Assess how contextual and institutional risks and positive external to the project factors have influenced the project results?
- Has the knowledge sharing and communication strategy been effective in raising the profile of the project among Project partners, the donor, within target countries and among the cooperating partners?
- To what extent the COVID-19 Pandemic influenced project results and effectiveness and how the project addressed this influence?
- Did the (adapted) intervention model(s) used in the project suggest an intervention model for similar crisis response?
- Has the monitoring and evaluation system results-based and facilitate a project adaptive management?
- Efficiency of resource use (including management arrangements)
- Were the resources (financial, human, technical support, etc.) strategically allocated to achieve the project outputs and specially outcomes? If not, why?





- To what extent have been the disbursements and project expenditures in line with expected budgetary plans? Has the rate of spending been acceptable?
- Has the project received adequate administrative, technical and - if needed – policy and technical support from the ILO office and specialists in the field (Decent Work Team Cairo, Regional office, the responsible technical units (SKILLS) in HQ, and from ILO International Training Center?
- Has the management and governance structure put in place worked strategically with all key stakeholders and partners, including ILO Units and the donor to achieve project goals and objectives?
- How has the complex project management with AUC and AUDA-NEPAD as partners, GIZ is overall management agency and the EU and BMZ as co-financer been played out? What are the lessons learned, especially on the upsides and downsides of such a management structure?
- To what extent did the project leverage partnerships (with constituents, with AU and AUDA-NEPAD, national institutions, GIZ, and other UN/development agencies) that enhanced the project's relevance and contribution to the Project targets and indicators? (Explicitly or implicitly)

#### **d) Impact orientation and sustainability**

- Did the project contribute to expanding the knowledge base on skills anticipation and to building evidence to guide skills development?
- What level of influence did the project have on raising awareness about the importance of skills anticipation, its integration into national labour market information systems and its contribution to the development of responsive skills policies, strategies and practices at continental and national levels?
- Which project-supported tools were institutionalized, or have the potential to be institutionalized and replicated by Project partners, the AU, AUDA-NEPAD and by national governments or other external organizations such as GIZ?
- To what extent are the results of the project interventions likely to have a long term, sustainable positive contribution in the target countries with considerations for women and people with disabilities (explicitly or implicitly)?
- Did the project develop and implement an exit strategy?
- How was the sustainability approach of the project been affected by the Covid19 situation?
- How likely is it that the project's strategic orientation will be used in the future, to systemically respond to the multifaceted crisis like the one induced by COVID-19?

## **6.0 EVALUATION METHODOLOGY**

The independent final evaluation should comply with evaluation norms and standards, and follow ethical safeguards, specified in ILO's evaluation procedures. The ILO adheres to the United Nations Evaluation Group (UNEG) evaluation norms and standards as well as to the OECD/DAC Evaluation Quality Standards. The evaluation is an independent evaluation, and the final methodology and evaluation questions will be determined by the consultant in consultation with the Evaluation Manager.

The evaluation will apply a mix methods approach, including triangulation, to increase the validity and rigor of the evaluation findings, engaging with key stakeholders of the project, as much as feasible, at all levels during the design, data collection and



reporting stages. The evaluation will clearly outline all data management procedures from the data collection stage up to the reporting stage.

The evaluation will take account of any COVID 19 implications and will be conducted in the context of criteria and approaches outlined in the ILO internal guide on implications of COVID-19 on evaluations in the ILO: An internal Guide on adapting to the situation (version March 25, 2020).

The evaluation will include but will not be restricted to the following methods:

- i) Desk review:** The desk review will involve briefing interviews with the project team, donor and AUDA-NEPAD and will include review of the following information sources:
- Project documents (logframe, budget, implementation plan, etc.)
  - Progress reports and outputs
  - Research and studies conducted by the Project
  - Project finance documents and records
  - Mission reports
  - All other relevant document from the project

Preliminary findings from the desk review will be used to fine-tuning the evaluation questions.

The approval of the inception report by the evaluation manager is a condition to move to the data collection phase.

**ii) Interviews with Project stakeholders (i.e., project level, five core countries and trainees for non-core countries)** through virtual and face-to-face interviews, electronic surveys and/or other means proposed at the inception phase and approved at the inception report.

The Consultant will be expected to travel to maximum four **project Countries (tentatively Eswatini, Gabon, Ghana, and Zimbabwe)** to review the results of project interventions and to hold interviews with key project partners and beneficiaries, plus a visit to Pretoria where the project CTA and AUDA-NEPAD are based (estimated; 2 full weeks plus 1-2 working days in Pretoria). The project country visits should take two working days by country.

An indicative list of persons to be interviewed will be prepared by the Project in consultation with the Evaluation Manager. The project will support closely logistically the organization of these interviews. This list of persons to be interviewed will include:

- Representative from the African Union, Department of Education, Science, Technology, and Innovation
- Representative from African Union Development Agency (AUDA-NEPAD), Skills and Employment Unit
- Country level Project stakeholders from Eswatini, Gabon, Ghana, Tanzania, Zambia and Zimbabwe
- Other relevant stakeholders (such as capacity building trainings participants and those that attended the Continental conference on Skills anticipation)



- Representatives of the donor (EU)
- Representatives of the Technical management agency (GIZ-SIFA)
- Project team, ILO CO-Cairo,
- Project consultants
- Representatives from ILO Geneva SKILLS unit at DWT Pretoria and at HQ

At the end of the data collection process the evaluator will develop the draft report (see below deliverables for details). The draft will be subject to a methodological review by the evaluation manager and will upon the necessary adjustments be circulated among the key stakeholders by the ILO Evaluation Manager. The evaluation manager will consolidate the stakeholders' comments and will send them to evaluator for development of the final draft of the evaluation report. The preliminary findings to be shared with the key stakeholders. The evaluator will set the agenda for the meeting. The presentation should provide a brief review of key results for each evaluation criteria. The workshop will be technically organized by the evaluation team with the logistic support of the project.

Interpretation will be provided as needed during the data collection phase.

**iii) A stakeholders' workshop:** A virtual stakeholder workshop involving key stakeholders will be organized, with the evaluator based in Pretoria, to validate findings of the Project evaluation. The Evaluator will present the final draft report at the validation workshop and receive final stakeholders feedback needed to close any possible data gaps and to finalize the report for final submission.

## 7.0 MAIN DELIVERABLES

a) **An inception report:** (not more than 20 pages excluding the annexes) - upon the review of available documents and an initial discussion with the project management and the donor. It will follow EVAL Checklist No 3

The inception report should:-

- Describe the conceptual framework that will be used to undertake the evaluation;
- Elaborate the methodology proposed in the TOR with changes as required;
- Set out in some detail the data required to answer the evaluation questions, data sources by specific evaluation questions, (emphasizing triangulation as much as possible) data collection methods, and purposive sampling
- Selection criteria for individuals for interviews from the available stakeholder list (as much as possible should include men and women and the final short list of key stakeholders to be interviewed and the tools to be used for interviews and discussions;
- Detail the work plan for the evaluation, indicating the phases in the evaluation, their key deliverables and milestones;
- Interview guides and other data collection tools
- Set out outline for the final evaluation report;
- Set out the agenda for the stakeholders workshop;



- b) **First draft of Evaluation Report: A draft evaluation report** following EVAL Checklists 5 and 6 (see Annex). The report in English should be no longer than 35 pages, excluding annexes and Executive summary. The draft report will be shared with all relevant stakeholders by the evaluation manager who will request for comments and feedback from stakeholders within two weeks.

The draft and final version of the Evaluation Report should follow this outline:

- a. Cover page (ILO EVAL standard).
- b. Table of contents
- c. Acronyms
- d. Executive Summary
- e. Context and description of the project including reported results
- f. Purpose, scope and clients of the evaluation
- g. Methodology and limitations
- h. Findings organized around evaluation criterion, (questions should not be answered individually but integrated under each criteria,) including a table showing output and outcome level results based on indicators and targets planned and achieved and comments on each one (that can be an annex).
- i. Conclusions
- j. Recommendations (i.e., for the different key stakeholders), indicating per each one priority, timeframe and level of resources required
- k. Lessons learned and good practices

Annexes:

- TOR
- Evaluation matrix
- List of people interviewed
- Schedule of work
- Documents reviewed
- Lessons learned and good practices (under EVAL formats)
- Others

- c) **Final Report:** The final evaluation report incorporating all stakeholders' inputs and approved by the ILO EVAL Department (after initial approval by the Evaluation manager/Regional evaluation officer)
- d) **Executive summary of the Evaluation Report:** prepared in line with the ILO EVAL template

## 8.0 MANAGEMENT ARRANGEMENTS AND EVALUATION TIMELINES

**8.1 Evaluation Manager:** the evaluation will be managed by an ILO Official who has no prior involvement with the project and its activities. The evaluation manager will be responsible for coordinating all aspects of the evaluation and ensuring that the final version of the evaluation report addresses stakeholders' comments.



## 8.2 Independent Evaluation Consultant

### Required Qualifications

- University Degree in in social development or economic or related subject or equivalent.
- Experience of minimum 7 years in theory of change-based project /program evaluation, including, as much as possible evaluation of skills development field projects and programs in Africa, gender and results base management elements.
- Good knowledge and understanding of the skills development, labor market and skills anticipation systems and approaches will be an asset.
- Knowledge of ILO's roles and mandate and its tripartite structure as well as UN evaluation norms and its programming.
- Extensive knowledge of, and experience in applying, qualitative and quantitative research methodologies.
- Excellent analytical skills and communication skills.
- Demonstrated excellent report writing and oral skills in English.

### 8.3 Evaluation Timeline

The evaluation will be conducted between September and November 2022.

List of Tasks	Responsible	No. of evaluators working days	Time line (Tentative dates to be adjusted)
Development of TORs and circulation to stakeholders for comments	Evaluation manger	0	16 May-17 June
Call for Eol for evaluators	Evaluation Manager	0	6-June-1 July
Selection of the consultant and contract signing	Evaluation manager	0	4-22 July
Briefing with Evaluation Manger, desk review of project documents, and development and submission of the Inception report	Evaluator	5	12-21 September
Feedback and approval of the inception report	Evaluation manager	0	22-23 September
Data collection and stakeholder interviews	Evaluator	14	26 September – 13 October
Stakeholders' Validation Workshop	Evaluator (Project for logistics)	1	14 October
Analysis of data collected and preparation and submission of the draft report	Evaluator	7	17-26 October
Review of the Zero Draft evaluation report	Evaluation manager	0	27-28 October
Circulate draft report among key stakeholders including the donor	Evaluation manager	0	31 October -11 November
Consolidate feedback for sharing with the evaluator	Evaluation manager	0	14-16 November



Incorporate stakeholder Feedback and submit final report	Evaluator	2	17-18 November
Review for approval by Evaluation Manager and final approval by EVAL	Evaluation manager and EVAL	0	21-26 November
<b>Total days</b>		<b>29</b>	

#### **8.4 Budget**

A budget under the full control of the evaluation manager will cover:

For the evaluator team:

- Fees for the evaluator for 29 working days
- DSA and travel as per ILO regulations

For the evaluation exercise as a whole:

- Stakeholders' workshop
- Interpretation for the consultant interviews as needed
- Any other miscellaneous costs



## ToRs ANNEXE

ILO Policy Guidelines for evaluation: Principles, rationale, planning and managing for evaluations, 3<sup>rd</sup> ed.

[http://www.ilo.ch/eval/Evaluationpolicy/WCMS\\_571339/lang--en/index.htm](http://www.ilo.ch/eval/Evaluationpolicy/WCMS_571339/lang--en/index.htm)

Code of conduct form (To be signed by the evaluators)

[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_206205/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_206205/lang--en/index.htm)

Checklist No. 3: Writing the inception report

[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165972/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165972/lang--en/index.htm)

Checklist 5: preparing the evaluation report

[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165967/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165967/lang--en/index.htm)

Checklist 6: rating the quality of evaluation report

[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165968/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165968/lang--en/index.htm)

Template for lessons learnt and Emerging Good Practices

[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_206158/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_206158/lang--en/index.htm)

[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_206159/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_206159/lang--en/index.htm)

Guidance note 7: Stakeholders participation in the ILO evaluation

[https://www.ilo.org/global/docs/WCMS\\_165982/lang--en/index.htm](https://www.ilo.org/global/docs/WCMS_165982/lang--en/index.htm)

Guidance note 4: Integrating gender equality in the monitoring and evaluation of projects

[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165986/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm)

Guidance Note 3.2 Adapting evaluation methods to the ILO's normative and tripartite mandate

[https://www.ilo.org/wcmsp5/groups/public/---ed\\_mas/---eval/documents/publication/wcms\\_746717.pdf](https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_746717.pdf)

Template for evaluation title page

[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_166357/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_166357/lang--en/index.htm)

Template for evaluation summary

<http://www.ilo.org/legacy/english/edmas/eval/template-summary-en.doc>

UNEG Ethical Guidelines for Evaluation

<http://www.unevaluation.org/document/download/548>



## Annex 2: Evaluation matrix

Note: Questions marked in bold are those of particular importance to ILO stakeholders. These questions received more attention than the others.

EQ No	Relevance	Docs	Data	Online survey	Interviews
1	To what extent does the project align with the objectives of the AUC, AUDA-NEPAD, National governments, and relevant stakeholders?	●		●	(●)
2	To what extent does the project support the outcomes of the SIFA, the ILO Country Programme Outcomes well as the Countries' UNSDCFs and SDGs?	●			(●)
3	<b>To what extent has the project created good relationship and cooperation with relevant continental, regional and national level institutions, and other relevant stakeholders?</b>			●	●
<b>Validity of Intervention Design</b>					
4	<b>To what extent does the project address the major issues relating to skills anticipation and responsive skills development in the target organisations and member states?</b>			●	●
5	Is the project Theory of change comprehensive, integrating external factors and is based on systemic analysis?	●			(●)
6	<b>Was the project design and implementation realistic (in terms of expected outputs, outcome, and impact) given the time and resources available, including performance and its M&amp;E system, knowledge sharing and communication strategy?</b>	●			●
<b>Coherence</b>					
7	<b>How does the project complement and fit with other ongoing AUC, AUDA-NEPAD and ILO programmes and projects in the target countries?</b>			●	●
8	<b>What links have been established with other activities of the GIZ in the areas of skills anticipation labour market information and employment?</b>			●	●
<b>Effectiveness</b>					
9	<b>To what extent has the project achieved the overall project objectives/outcomes?</b>	●	●	●	●
10	<b>Have unexpected positive or negative results been identified, how have these contributed to project planned results achieved?</b>	●		●	●





11	To what extent have contextual and institutional risks, and positive external factors influenced the project results?	●			●
12	Has the knowledge sharing and communication strategy been effective in raising the profile of the project among Project partners, the donor, within target countries and among the cooperating partners as well as in terms of building collective knowledge,?			●	●
<b>Cross-cutting issues</b>					
13	To what extent did the project integrate crosscutting themes in the design and implementation (tripartism and social dialogue, gender and non-discrimination, international labor standards and fair transition on environment)?	●		●	●
14	<b>To what extent does the project respond to the needs of the ultimate beneficiaries, specifically women, people with disabilities and other vulnerable groups?</b>	●		●	●
15	<b>Has the project been able to leverage the ILO comparative advantages (including tripartism, international labour standards social dialogue etc.)?</b>			●	●
<b>Covid-19 Adaptation</b>					
16	<b>To what extent has the project been adapted to the COVID-19 pandemic?</b>	●		●	●
17	<b>Which (adapted) intervention models applied by the project are good practices for similar crisis response?</b>	●			●
18	Has the monitoring and evaluation system facilitated an adaptive project management?	●			●
<b>Efficiency</b>					
19	<b>Were the resources (financial, human, technical support, etc.) strategically allocated to achieve the project outputs and specially outcomes? If not, why?</b>	●	●	●	●
20	To what extent have the disbursements and project expenditures been in line with expected budgetary plans? Has the rate of spending been acceptable?	●	●		
21	<b>Has the project received adequate administrative, technical and - if needed - policy and technical support from the ILO office and specialists in the field (Decent Work Team Cairo, Regional office), the responsible technical units (SKILLS) in HQ, and from ILO International Training Center?</b>			●	●
<b>Management arrangements</b>					
22	Has the management and governance structure put in place worked strategically with all key stakeholders and partners, including ILO Units and the donor to achieve project goals and objectives?			●	●
23	<b>How has the complex project management with AUC and AUDA-NEPAD as partners, GIZ is overall management agency and the EU and BMZ as co-financer been played out? What are the lessons</b>			●	●



	<b>learned, especially on the upsides and downsides of such a management structure?</b>				
24	How well did the project leverage partnerships (with constituents, with AU and AUDA-NEPAD, national institutions, GIZ, and other UN/development agencies) that enhanced its relevance and contribution to intended results?			●	
<b>Impact</b>					
25	To what extent did the project contribute to expanding the knowledge base on skills anticipation and to building evidence to guide skills development?			●	
26	<b>To what extent has the project raised awareness about the importance of skills anticipation, its integration into national LMI systems and its contribution to the development of responsive skills policies, strategies and practices at continental and national levels?</b>			●	●
<b>Sustainability</b>					
27	<b>Which project-supported tools were institutionalised, or have the potential to be institutionalised and replicated (by Project partners, the AU, AUDA-NEPAD and by national governments or other external organisations such as GIZ)?</b>	●		●	●
28	What contributions of the project will last, especially for women and people with disabilities?			●	●
29	Did the project develop and implement an exit strategy?	●			●
30	How was the sustainability approach of the project been affected by the Covid19 situation?				●
31	How likely is it that the project's strategic orientation will be used in the future, to systemically respond to the multifaceted crisis like the one induced by COVID-19?			●	●



# Annex 3: Lessons learned



# AU-EU Skills for Youth Employability Programme. Component 2: ‘Skills Initiative for Africa’ (Output 3 - SIFA – Skills Anticipation Project)

**Project DC/SYMBOL: RAF/19/01/DEU**

**Name of Evaluator: orange & teal GmbH, Switzerland**

**Date: 11 November 2022**

*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.*

<b>LESSON LEARNED ELEMENT</b>	<b>LEVERAGING INTERNAL AND EXTERNAL PARTNERSHIPS FACILITATES ACCESS TO KEY STAKEHOLDERS AND ENHANCES THE IMPLEMENTATION.</b>
<p><b>Brief description of lessons learned</b>  (link to specific action or task)</p>	<p>It emerges from the reports and interviews that leveraging the influence and privileged access of both internal and external partners to key stakeholders and constituents were important factors in the project’s smooth implementation. For instance, to mitigate the political challenges in Gabon and Tanzania, the ILO and AUDA-NEPAD wrote joint letters to the Ministries of Foreign Affairs asking for assistance in facilitating country level processes. In other cases, the project worked with ILO Country Offices to reach out to the responsible government ministries and were introduced at very high level. An example of this approach is the Director of the ILO Country Office in Zambia writing to the Minister of Labour to introduce the project.</p>
<p><b>Context and any related preconditions</b></p>	<p>The project needed introduction and assistance for political approval in target countries; in some of these countries the ILO has local offices and privileged access to high-level government officials; in other countries the project’s partners like AUDA-NEPAD could support this process.</p>
<p><b>Targeted users /Beneficiaries</b></p>	<p>Enhanced political support improves the effectiveness, efficiency, and sustainability of the intervention. This in turn affects positively all who are meant to ultimately benefit from the project.</p>
<p><b>Challenges /negative lessons -Causal factors</b></p>	<p>The Covid-19 pandemic and unexpected political change in some countries have created difficulties in reaching out to key stakeholders and secured their support and approval for the implementation. For instance, after the sudden death of Tanzania’s President John Pombe Magufuli on 17 March 2021, Vice-president, Samia Suluhu Hassan, was sworn in as his successor. The political uncertainty and change of a new government led to a delay in the start of the intervention in the country. In Gabon, the government did not create favourable conditions for teleworking, which led to significant delay in the introduction and the implementation of the project.</p>



<b>Success / Positive Issues - Causal factors</b>	It emerges from the reports and interviews that leveraging the influence and privileged access of both internal and external partners to key stakeholders and constituents were important factors in the project's smooth implementation.
<b>ILO Administrative Issues</b> (staff, resources, design, implementation)	Interviewees believed that the ILO Countries Offices took ownership after the initial introductions to synchronise the project with related ILO interventions, especially creating coherence with other Decent Work Country Programmes (DWCP).



## **AU-EU Skills for Youth Employability Programme. Component 2: ‘Skills Initiative for Africa’ (Output 3 - SIFA – Skills Anticipation Project)**

**Project DC/SYMBOL: RAF/19/01/DEU**

**Name of Evaluator: orange & teal GmbH, Switzerland**

**Date: 11 November 2022**

*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.*

<b>LESSON LEARNED ELEMENT</b>	<b>ALLOCATING THE ROLE TO LEAD THE PROCESS TO NATIONAL CONSTITUENTS, IN COMBINATION WITH A “PEN-HOLDER” APPROACH, ENCOURAGES OWNERSHIP AND CONTRIBUTES TO EFFECTIVE IMPLEMENTATION.</b>
<b>Brief description of lessons learned</b>  (link to specific action or task)	<p>The key lesson drawn from experiences in Eswatini, Ghana, and Zimbabwe was that the national task teams in these countries were able to secure high level of ownership. Allowing the task teams to own and lead the process, with the ILO supporting and giving direction as a “pen-holder”, helped secure strong national ownership of both the process and its output in form of the national action plans. In all three countries the task teams were able to secure ownership also on the level of management and political leadership, by involving the principal secretaries in the Ministries of Labour and Ministry of Education.</p>
<b>Context and any related preconditions</b>	<p>The development of the national action plans in the project followed a clearly defined process that started with the mapping and assessment of the countries’ LMI and skills anticipation systems and practices, and lead onward to the establishment of national task teams.</p> <p>The ‘pen-holder’ approach was used during the development of the national action plans, where the ILO provided experts for guidance and direction of the discussions among the national stakeholders, and hired national consultants to support the drafting of the action plans. The national task teams deliberate, make decisions, and “dictate” the content of the action plans.</p>
<b>Targeted users /Beneficiaries</b>	<p>The direct beneficiaries were the national task teams, and the tripartite constituents who participated in the development of the national action plan. However, the intervention is ultimately expected to benefit all, including workers, employers, and learners / young job seekers, women, migrants, people with disabilities, etc.</p>



<b>Challenges /negative lessons - Causal factors</b>	While ownership adds value to the institutionalisation and implementation, it is itself insufficient to ensure sustainability of an intervention or its results. The Covid-19 pandemic and lack of a no-cost extension (beyond two months) have created challenges for the implementation. In addition, while funding has been secured in one of the countries, in others there are only vague leads at this point. Overall, the project end feels “abrupt”, although it has to be acknowledged that the action plans can now also be used as road maps, and even to mobilise additional funding from internal or external sources.
<b>Success / Positive Issues - Causal factors</b>	Interviewees agreed that when constituents engage in a meaningful manner, it helped “breaking down the barriers between rigid administrations”, leading to “de-compartmentalisation”, and allowing different voices to be heard.
<b>ILO Administrative Issues</b> (staff, resources, design, implementation)	Stakeholders have the view that there is a need for a longer duration of the intervention – to develop the capacities of the beneficiaries and support them as they move into the next phase of implementing national action plans.



# Annex 4: Good Practices





# AU-EU Skills for Youth Employability Programme. Component 2: ‘Skills Initiative for Africa’ (Output 3 - SIFA – Skills Anticipation Project)

**Project DC/SYMBOL: RAF/19/01/DEU**

**Name of Evaluator: orange & teal GmbH, Switzerland**

**Date: 11 November 2022**

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

<b>GOOD PRACTICE ELEMENT</b>	<b>THE INCLUSION OF KEY MINISTRIES WHO PLAY A CENTRAL ROLE IN DECISION-MAKING, PLANNING, AND FISCAL POLICY, FOR INSTANCE MINISTRY OF FINANCE AND/OR MINISTRY OF PLANNING, IS ESSENTIAL FOR SECURING FUNDING AND THE REALISATION OF FOLLOW-UP ACTION BEYOND PROJECT IMPLEMENTATION.</b>
<b>Brief summary of the good practice</b> (link to project goal or specific deliverable, background, purpose, etc.)	<p>Ensuring the participation of key government ministries and departments, in particular the Ministry of Planning and/or the Ministry of Finance in the tripartite task teams and in the development of the national action plan were critical for a successful implementation. Most importantly, the involvement allowed them to develop an understanding of the interlinkages between skills anticipation, human capital, and economic development, which led to further political buy-in and support, not least in terms of funding follow-up actions, leading to the institutionalisation and implementation of skills anticipation. For example, the involvement of Ministry of Economic Planning and Development in Eswatini helped the process of officialising the government action plan and obtaining central funding.</p>
<b>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</b>	<p>The choice of representation in the task teams, as well as the commitment and motivation of the members, once selected, are critical for creating political momentum and leadership in the development and implementation of the national action plans. Typically, Ministries of Labour and Education are involved in processes such as these, relating to skills development and skills forecasting.</p>
<b>Establish a clear cause-effect relationship</b>	<p>The interviewees hold the view that the inclusion of key ministries who play a central role in decision-making and managing government's fiscal is an asset in securing central funding.</p> <p>The review also found that the extent to which the ILO worked with the government and the constituents to build the requisite capacity, strengthen national ownership to develop and implement the national action plan, and addressing the existing gaps in institutional arrangements and dialogue mechanisms for skills anticipation and LMIS were central to the success</p>



	and sustainability of this intervention.
<b>Indicate measurable impact and targeted beneficiaries</b>	<p>The direct beneficiaries were the national task teams, the tripartite constituents who participated in the development of the national action plan. However, the intervention is ultimately expected to benefit all, including workers, employers, and learners/ young job seekers, women, migrants, people with disabilities, etc.</p> <p>The measurable impact of this good practice is the enhanced financial sustainability of the project at national level. The task team in Eswatini has secured the central funding to continue the implementation of the national action plan.</p>
<b>Potential for replication and by whom</b>	<p>This could be replicated by any other project team establishing a (tripartite) task team, especially in situations where activities need to be funded beyond the project's duration.</p>
<b>Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)</b>	<p>The evaluation noted that the project is aligned with the ILO's global ambitions, as framed in the Programme and Budget 2020-21 Outcome 5 "Skills and lifelong learning to facilitate access to and transitions in the labour market", and consistent with the respective Decent Work Country Programmes (DWCP) in target countries. Increasing the sustainability of the intervention directly enhances the contribution to higher ILO goals.</p>
<b>Other documents or relevant comments</b>	<p>In general, interviewees believed that both financial and technical capacities of task teams are still limited and that further support from the ILO and donors is needed for the implementation and institutionalisation of skills anticipation.</p>



## Annex 5: List of Interviewees

Interviewees		Organisation	Mode of interview
<b>ILO staff</b>			
1	<ul style="list-style-type: none"><li>Ms. Olga Stritska Ilina</li><li>Ms. Bolormaa Tumurchudur Klok</li></ul>	ILO HQ SKILLS Unit	Virtual / phone interview
2	<ul style="list-style-type: none"><li>Mr. Tafadzwa Chirinda</li><li>Mr. Adolphus Chinomwe</li></ul>	ILO Country Office Harare (Zimbabwe)	Face-to-face interview
3	<ul style="list-style-type: none"><li>Mr. Adetor Frank Kwasi</li></ul>	ILO Country Office Abuja (Ghana)	Virtual / phone interview
4	<ul style="list-style-type: none"><li>Ms. Naomi K. Lintini</li></ul>	DWT/CO Pretoria SIFA Skills Anticipation Project	Virtual / phone interview
5	<ul style="list-style-type: none"><li>Mr. Karim Khelif</li></ul>	ILO DPRU – PARDEV	Virtual / phone interview
6	<ul style="list-style-type: none"><li>Mr. Albert Nanga</li></ul>	ILO Country Office Kinshasa (Gabon Project Office)	Written interview
<b>Principal Project Partners</b>			
7	<ul style="list-style-type: none"><li>Mr. Nicholas Ouma</li></ul>	AUC	Virtual / phone interview
8	<ul style="list-style-type: none"><li>Ms. Unami Mpofu</li></ul>	AUDA-NEPAD	Virtual / phone interview
<b>Donors</b>			
9	<ul style="list-style-type: none"><li>Mr. Ernst Hustedt</li></ul>	GIZ - SIFA	Virtual / phone interview
<b>Gabon</b>			
10	<ul style="list-style-type: none"><li>Mr. Régis Ndoutoumou Obiang</li></ul>	Ministry of Training/TVED Center	Face-to-face interview, Written interview
11	<ul style="list-style-type: none"><li>Ms. Madeleine Nguéma</li></ul>	Private sector /Employers Organisation	Face-to-face interview
12	<ul style="list-style-type: none"><li>Mr. Bon Jean Félicien Badjyenda</li></ul>	Ministry of High Education	Face-to-face interview, Written interview
<b>Ghana</b>			
13	<ul style="list-style-type: none"><li>Mr. George Amoah</li></ul>	Ministry of Employment and Labour Relations	Virtual / phone interview
14	<ul style="list-style-type: none"><li>Ms. Salma Salifu</li></ul>	Dignity Dtrt/Apparel & Textiles Sector Skills Body	Written interview



15	<ul style="list-style-type: none"><li>• Dr. Prince Asafu-Adjaye</li></ul>	Ghana Trades Union Congress	Virtual / phone interview
16	<ul style="list-style-type: none"><li>• Mr. Eric Agyei</li></ul>	National Development Planning Commission	Virtual / phone interview
17	<ul style="list-style-type: none"><li>• Mr. Vincent Yao Azorli</li></ul>	Commission for Technical and Vocational Education and Training	Virtual / phone interview
18	<ul style="list-style-type: none"><li>• Mr. Kingsley Laar</li></ul>	Ghana Employers Association	Virtual / phone interview
19	<ul style="list-style-type: none"><li>• Mr. Anthony Oduro-Denkyirah</li></ul>	Ghana Statistical Service	Virtual / phone interview
<b>Zimbabwe</b>			
20	<ul style="list-style-type: none"><li>• Ms. Vimbai Chiza</li></ul>	Ministry of Public Service, Labour and Social Welfare	Virtual / phone interview
21	<ul style="list-style-type: none"><li>• Mr. Cloudious Makwindi</li></ul>	Ministry of Industry and Commerce	Virtual / phone interview
22	<ul style="list-style-type: none"><li>• Mr. Timothy Mudakureva</li></ul>	Ministry of Public Service, Labour and Social Welfare	Virtual / phone interview
23	<ul style="list-style-type: none"><li>• Mr. Tatenda Nyachega</li></ul>	The Employers' Confederation of Zimbabwe	Virtual / phone interview
24	<ul style="list-style-type: none"><li>• Dr. Teresa Nyika</li></ul>	University of Zimbabwe	Virtual / phone interview



# Annex 6: Data collection instruments

## Document review

We covered a range of documents provided by the ILO, including design documents (SIFA Main ProDoc, Annex 2- Technical Description, the Grant Agreement), all progress reports between 2019-2022, M&E data, project output related documents such as LMI and skills anticipation mapping reports, national action plans on LMI, and rapid skills assessments on Covid-19 impact; and information on ASPYEE portal.

There was no specific data collection instrument applied; the documents were screened for information which could be used to reply to the evaluation questions.

## Survey Questionnaire

No.	Survey question	Response options
1	What kind of organisation do you work for?	<ul style="list-style-type: none"><li>Continental / regional institutions and bodies (AUC, AUDA-NEPAD, Regional Economic Communities, etc.)</li><li>National government and national public institutions</li><li>Employers' organisation</li><li>Workers' organisation</li><li>ILO</li><li>Other (please specify)</li></ul>
2	Which <i>level</i> does your work focus on? ( <i>Multiple responses possible</i> )	<ul style="list-style-type: none"><li>Continental level</li><li>Regional level</li><li>National level</li><li>Other (please specify)</li></ul>
3	In your work, which country do you focus on? [ <i>For participants who were involved at national level</i> ]	<ul style="list-style-type: none"><li>Cameroun</li><li>Ethiopia</li><li>Eswatini</li><li>Gabon</li><li>Ghana</li><li>Kenya</li><li>Namibia</li><li>Nigeria</li><li>South Africa</li><li>Tanzania</li><li>Zambia</li></ul>



		<ul style="list-style-type: none"><li>• Zimbabwe</li><li>• Other (please specify)</li></ul>
4	What is your gender?	<ul style="list-style-type: none"><li>• Woman</li><li>• Man</li><li>• Other / I don't want to disclose</li></ul>
<b>Relevance</b>		
5	Do you agree or disagree with the following statements? <ul style="list-style-type: none"><li>• The project is aligned with the objectives, priorities, and strategies of my organisation.</li><li>• The project has addressed the major issues relating to skills anticipation and responsive skills development in my country / my organisation.</li><li>• The project has been able to adapt to the Covid-19 pandemic in an effective and timely way.</li></ul>	<ul style="list-style-type: none"><li>• Agree</li><li>• Somewhat agree</li><li>• Somewhat disagree</li><li>• Disagree</li><li>• I don't know</li></ul> <p><i>Note: Each statement is rated separately (applicable to all questions below).</i></p>
6	Optional: It would help our interpretation if you briefly explain the reasons behind your ratings for relevance. We would also appreciate your views on which project responses to Covid-19 could be systematically applied and replicated in similar crisis in the future?	<ul style="list-style-type: none"><li>• Text field</li></ul>
<b>Coherence</b>		
7	Do you agree or disagree with the following statements? Enough has been done to coordinate with other thematically and geographically related interventions of <ul style="list-style-type: none"><li>• the African Union Commission (AUC)</li><li>• the African Union Development Agency (AUDA-NEPAD)</li><li>• the German Development Agency GIZ</li><li>• the ILO</li></ul>	<ul style="list-style-type: none"><li>• Agree</li><li>• Somewhat agree</li><li>• Somewhat disagree</li><li>• Disagree</li><li>• I don't know</li></ul>
8	Optional: It would help our interpretation if you briefly explain the reasons behind your ratings for coherence.	<ul style="list-style-type: none"><li>• Text field</li></ul>
<b>Effectiveness / Impact</b>		
9	Do you agree or disagree with the following statements? The project has ... <ul style="list-style-type: none"><li>• enhanced the capacities of AUC, AUDA-NEPAD, and Regional Economic Communities for skills anticipation systems. <i>[internal note: SIFA Output 3]</i></li><li>• enhanced the capacities of <i>national authorities</i> for skills anticipation systems. <i>[internal note: SIFA Output 3]</i></li></ul>	<ul style="list-style-type: none"><li>• Agree</li><li>• Somewhat agree</li><li>• Somewhat disagree</li><li>• Disagree</li><li>• I don't know</li></ul>



	<ul style="list-style-type: none"><li>• raised awareness about the importance of skills anticipation at <i>continental and regional</i> levels. <i>[internal note: ILO EQ on impact and sub-output 3.1.1]</i></li><li>• raised awareness about the importance of skills anticipation at <i>national</i> levels. <i>[internal note: ILO EQ on impact and sub-output 3.1.1]</i></li><li>• contributed to expanding the knowledge base on skills anticipation and to building evidence to guide skills development. <i>[internal note: ILO EQ on impact]</i></li><li>• improved or strengthened policies and measures adopted in the AU Member States for employment-oriented skills development. <i>[internal note: SIFA specific objective_Outcome]</i></li><li>• improved occupational prospects of young Africans. <i>[internal note: SIFA overall objective_Impact]</i></li></ul>	
10	<p>Do you agree or disagree with the following statements? The following project activities have contributed significantly to the goal of strengthening skills anticipation systems:</p> <ul style="list-style-type: none"><li>• Provision of technical support on Regional Economic Communities and country level action plans for monitoring and sustainability.</li><li>• Dissemination of tools, good practices, innovative approaches and country-level project outputs through the SYEP digital knowledge-sharing platform.</li><li>• Establishment of country level tripartite and inter-ministerial task force on skills anticipation.</li><li>• Development of country- and institution-specific action plans.</li><li>• Launch of pilot surveys / analysis for selected priority sectors.</li><li>• Development of actionable reskilling and upskilling measures in responding to Covid-19.</li></ul> <p><i>Note: Not all of the above activities have (yet) been implemented in every project country.</i></p> <p><i>Internal note: These are based on Annex i “Project Work Plan Tracking” in the latest Progress Report 2022. Some activities were not included in the list, for instance those related to capacity building and dissemination which are covered in other survey questions.</i></p>	<ul style="list-style-type: none"><li>• Agree</li><li>• Somewhat agree</li><li>• Somewhat disagree</li><li>• Disagree</li><li>• I don't know</li><li>• This activity was not implemented in my country</li></ul>



11	<p>Do you agree or disagree with the following statements? The project addresses important needs and priorities of these ultimate beneficiaries:</p> <ul style="list-style-type: none"><li>• Workers</li><li>• Employers</li><li>• Learners / young job seekers</li><li>• Migrants (potential and returning)</li><li>• Women</li><li>• People with disabilities</li></ul> <p><i>Internal note: This list is from the ProDoc (Annex 2- Technical description) which we have slightly amended (combination learners and young job seekers; different order).</i></p>	<ul style="list-style-type: none"><li>• Agree</li><li>• Somewhat agree</li><li>• Somewhat disagree</li><li>• Disagree</li><li>• I don't know</li></ul>
12	<p>Has the project led to unexpected positive or negative results? Can you please describe them?</p>	<ul style="list-style-type: none"><li>• Text field</li></ul>
13	<p>Do you agree or disagree with the following statements? Enough has been done to share knowledge and experience (resources, documentation, field visit, seminars, digital platform, etc.) to build collective knowledge, retaining knowledge, and increasing innovation.</p> <ul style="list-style-type: none"><li>• on continental / regional level</li><li>• between countries</li><li>• within countries</li></ul>	<ul style="list-style-type: none"><li>• Agree</li><li>• Somewhat agree</li><li>• Somewhat disagree</li><li>• Disagree</li><li>• I don't know</li></ul>
14	<p>Optional: It would help our interpretation if you briefly explain the reasons behind your ratings for effectiveness.</p>	<ul style="list-style-type: none"><li>• Text field</li></ul>
<b>Cross-cutting issues</b>		
15	<p>Do you agree or disagree with the following statements? The project been able to leverage the ILO comparative advantages:</p> <ul style="list-style-type: none"><li>• Gender equity</li><li>• Non-discrimination</li><li>• Tripartism – dialogue and cooperation between governments, employers, and workers</li><li>• International labour standards</li><li>• Social dialogue</li><li>• Just transition to environmental sustainability</li><li>• Other (please specify)</li></ul>	<ul style="list-style-type: none"><li>• Agree</li><li>• Somewhat agree</li><li>• Somewhat disagree</li><li>• Disagree</li><li>• I don't know</li></ul>
<b>Capacity building</b>		
16	<p>Did you attend a capacity building activity (training event, seminar etc.) of the project?</p>	<ul style="list-style-type: none"><li>• Yes</li><li>• No</li></ul>





17	<p>Do you agree or disagree with the following statements?</p> <ul style="list-style-type: none"><li>• You were able to gain new knowledge and insights from the capacity building activity (training event, seminar, field visit, etc.) relevant for your work.</li><li>• You were able to apply the learnings from the capacity building activity (training event, seminar, field visit, etc.) in your work.</li><li>• You became more effective at your job as a result of the capacity building activities.</li></ul>	<ul style="list-style-type: none"><li>• Agree</li><li>• Somewhat agree</li><li>• Somewhat disagree</li><li>• Disagree</li><li>• I don't know</li></ul>
18	<p>Optional: It would help our interpretation if you briefly explain the reasons behind your rating.</p>	<ul style="list-style-type: none"><li>• Text field</li></ul>
<b>Efficiency</b>		
19	<p>Do you agree or disagree with the following statements?</p> <ul style="list-style-type: none"><li>• The <i>financial resources</i> were strategically and effectively allocated to achieve the intended results.</li><li>• The <i>human resources</i> were strategically and effectively allocated to achieve the intended results.</li><li>• The <i>technical supports</i> were strategically and effectively allocated to achieve the intended results.</li><li>• The project delivered its services and products in good quality.</li><li>• The project delivered its services in a timely manner; delays were justified.</li></ul>	<ul style="list-style-type: none"><li>• Agree</li><li>• Somewhat agree</li><li>• Somewhat disagree</li><li>• Disagree</li><li>• I don't know</li></ul>
20	<p>Do you agree or disagree with the following statements? The project received adequate administrative, technical and – if needed – policy and technical support from:</p> <ul style="list-style-type: none"><li>• ILO HQ technical units (SKILLS)</li><li>• ILO Decent Work team / regional / country offices</li><li>• ILO-International Training Center</li></ul> <p><i>Note: question for ILO participants only</i></p>	<ul style="list-style-type: none"><li>• Agree</li><li>• Somewhat agree</li><li>• Somewhat disagree</li><li>• Disagree</li><li>• I don't know</li></ul>
21	<p>Optional: It would help our interpretation if you briefly explain the reasons behind your rating.</p>	<ul style="list-style-type: none"><li>• Text field</li></ul>
<b>Management arrangements</b>		
22	<p>Do you agree or disagree with the following statements?</p> <ul style="list-style-type: none"><li>• The project was well managed.</li><li>• The project has been effective at leveraging partnerships that enhanced its</li></ul>	<ul style="list-style-type: none"><li>• Agree</li><li>• Somewhat agree</li><li>• Somewhat disagree</li><li>• Disagree</li></ul>



	<p>relevance and contribution to intended results.</p> <ul style="list-style-type: none"><li>• The project has created good relationship with <i>continental / regional</i> institutions.</li><li>• The project has created good relationship with <i>national</i> institutions.</li></ul>	<ul style="list-style-type: none"><li>• I don't know</li></ul>
23	Optional: It would help our interpretation if you briefly explain the reasons behind your rating.	<ul style="list-style-type: none"><li>• Text field</li></ul>
<b>Sustainability</b>		
24	<p>Do you agree or disagree with the following statements?</p> <ul style="list-style-type: none"><li>• Labour market and skills development experts and practitioners in AU, AUDA-NEPAD, Regional Economic Communities, and AU member states are motivated and capacitated to develop and strengthen the skills anticipation systems.</li><li>• The tripartite and inter-ministerial task forces in AU member states are <i>motivated and capacitated</i> to build and strengthen the skills anticipation systems.</li><li>• The tripartite and inter-ministerial task forces in AU member states have <i>sufficient financial capacity</i> to implement the action plan to build and strengthen skills anticipation systems.</li></ul>	<ul style="list-style-type: none"><li>• Agree</li><li>• Somewhat agree</li><li>• Somewhat disagree</li><li>• Disagree</li><li>• I don't know</li></ul>
25	In your opinion, what else could be done or needs to happen to make sure that the changes initiated or introduced by the project are sustained?	<ul style="list-style-type: none"><li>• Text field</li></ul>
<b>Most important learning</b>		
26	What aspects / elements of the project were most useful to you? What do you think would be worthwhile to replicate elsewhere? (Good practices)	<ul style="list-style-type: none"><li>• Text field</li></ul>
27	What could be done better in the project? Please share your ideas, opinions, and recommendations.	<ul style="list-style-type: none"><li>• Text field</li></ul>



## Interview questionnaires

### ILO CTA

#### **Background**

1. How were you involved in the project? What were your main involvement/responsibilities?

#### **Q0: Design**

2. How was the project designed? Who was involved in this process? How did you manage the expectations from the stakeholders?
3. Was the project design realistic, in hindsight?

#### **Q2: Regarding relevance of the project**

4. Did the project support the outcomes of the SIFA, the ILO Country Programme Outcomes well as the Countries' UNSDCF's and SDGs? How?
5. How do you assess the collaboration between the project and institutions at continental, regional, and national levels, as well as other stakeholders?

#### **Q3: Regarding coherence of the project**

6. What are other ongoing programmes and projects of the AUC, AUDA-NEPAD, GIZ and ILO in the target countries? How did the project fit with these interventions? What linkages are the most important ones, in your view?
7. Many survey participants believe that there was not enough coherence with other ongoing programmes by project partners (AUC, AUDA-NEPAD, GIZ) - why do you think that is?

#### **Q4: Regarding effectiveness and impact of the project**

8. What is the most important change the project has achieved (at continental/regional, and national levels)? What worked well in the project? What did not work well? Why?
9. Were there any unexpected results, positive or negative?
10. The survey responses are somewhat critical about the knowledge sharing and communication strategy of the project - what worked well, what was missing?
11. How did you adapt the project in response to the pandemic? Which (adapted) intervention models applied by the project are good practices for similar crisis response?
12. Did the monitoring and evaluation system facilitate an adaptive project management? How?

#### **Q5: Regarding cross-cutting issues of the project**

13. How did you integrate/leverage the ILO comparative advantages (including tripartism, international labour standards, social dialogue etc.) in the project?

#### **Q6: Regarding efficiency of the project**

14. Were there elements in the resource allocation you would do differently? Why did ILO request a revised budget?
15. Did you receive adequate (*administrative, technical and policy and technical*) support from the ILO office and specialists in the field (Decent Work Team Cairo, Regional office), the responsible technical units (SKILLS) in HQ, and from ILO International Training Center?

#### **Q7: Regarding management of the project**

16. How has the project management structure put in place by the ILO worked out? What worked well, what did not? (*How has the complex project management with AUC and AUDA-NEPAD as partners, GIZ is overall management agency and the EU and BMZ as co-financer been played out? What are the lessons learned, especially on the upsides and downsides of such a management structure?*)

#### **Q8: Regarding sustainability of the project**

17. What was your exit / hand-over strategy? How was the sustainability approach of the project been affected by the Covid19 situation?
18. What are learnings from this project which you think are important for other interventions? What do you think is good practice? What can be replicated elsewhere?
19. Survey participants seem to believe that sustainability is an issue - particularly on the financial capacity at national level - do you agree and what do you think the project should do to strengthen sustainability?

### AUC, AUDA-NEPAD representatives

#### **Background**

1. How were you involved in the project? What were your main involvement/responsibilities?

#### **Q0: Design**



2. What are your major issues related to skills anticipation and skills development, and were they addresses in the project?
3. Were you given an opportunity to give inputs regarding design and implementation of the project? Can you give examples?
4. Was the project design realistic, in hindsight?

**Q2: Regarding relevance of the project**

5. How was your cooperation experience with ILO? Were your needs and opinions taken into account? Can you give examples?

**Q3: Regarding coherence of the project:**

6. What are other ongoing programmes and projects of the AUC, AUDA-NEPAD in the target countries? Many survey participants believe that there was not enough coherence with other ongoing programmes by project partners (AUC, AUDA-NEPAD, GIZ) - why do you think that is?

**Q4: Regarding effectiveness and impact of the project:**

7. What is the most important change the project has achieved (at continental/regional, and national levels)? What worked well in the project? What did not work well? Why?
8. Were there any unexpected results, positive or negative?
9. The survey responses are somewhat critical about the knowledge sharing and communication strategy of the project - what worked well, what was missing?
10. How responsive was ILO in adjusting and adapting to COVID-19? What were the issues? Did the monitoring and evaluation system facilitate an adaptive project management?

**Q5: Regarding cross-cutting issues of the project:**

11. Has the project been able to leverage the ILO comparative advantages (including tripartism, international labour standards, social dialogue etc.)? What are the strength of the ILO?

**Q6: Regarding efficiency of the project:**

12. Were there elements in the resource allocation (financial, human, technical support, etc.) you would do differently?

**Q7: Regarding management of the project:**

13. How has the project management structure put in place by the ILO worked out? What worked well, what did not?

**Q8: Regarding sustainability of the project:**

14. What are learnings from this project which you think are important for other interventions? What do you think is good practice? What can be replicated elsewhere?
15. Survey participants seem to believe that sustainability is an issue - particularly on the financial capacity at national level - do you agree and what do you think the project should do to strengthen sustainability?

## GIZ representatives

### Background

1. How were you involved in the project? What were your main involvement/responsibilities?

### Q0: Design

2. Was the project design realistic, in hindsight?

### Q2: Regarding relevance of the project

3. How was your cooperation experience with ILO? Were your needs and opinions taken into account? Can you give examples?

### Q3: Regarding coherence of the project

4. Many survey participants believe that there was not enough coherence with other ongoing programmes by project partners (AUC, AUDA-NEPAD, GIZ) - why do you think that is?
5. What linkages with GIZ are the most important ones, in your view?

### Q4: Regarding effectiveness of the project

6. What is the most important change the project has achieved (at continental/regional, and national levels)? What worked well in the project? What did not work well? Why?
7. Were there any unexpected results, positive or negative?
8. How responsive was ILO in adjusting and adapting to COVID-19? What were the issues? What worked well with the monitoring and steering, what not?

### Q6: Regarding efficiency of the project

9. Were there elements in the resource allocation (financial, human, technical support, etc.) you would do differently?

**Q7: Regarding management of the project**

10. How has the project management structure put in place by the ILO worked out? What worked well, what did not?

**Q8: Regarding sustainability of the project**

11. What are learnings from this project which you think are important for other interventions? What do you think is good practice? What can be replicated elsewhere?
12. Survey participants seem to believe that sustainability is an issue - particularly on the financial capacity at national level - do you agree and what do you think the project should do to strengthen sustainability?

**ILO-Country Offices****Background**

1. What was your involvement in the project? What were your main responsibilities?

**Q1: Regarding relevance and coherence of the project**

2. How were stakeholders given opportunity to give inputs regarding design and implementation of the project? Was the project design realistic, in hindsight?
3. What are other ongoing relevant programmes and projects of the AUC, AUDA-NEPAD and ILO in the country? How did the project fit with these interventions? Many survey participants believe that there was not enough coherence with other ongoing programmes by project partners (AUC, AUDA-NEPAD, GIZ) - why do you think that is?

**Q2: Regarding effectiveness and impact of the project**

4. What is the most important change the project has achieved? What worked well in the project? What did not work well? Why?
5. What worked well in the project? What did not work well? Were there any unexpected issues (contextual and institutional risks, and positive/negative external factors) emerged?
6. How did you adapt the project in response to the pandemic? What worked well with the monitoring and steering, what not?
7. Did the monitoring and evaluation system facilitate an adaptive project management? How?

**Q3: Regarding efficiency of the project:**

8. Were there elements in the resource allocation (financial, human, technical support, etc.) you would do differently?
9. Did you receive adequate (*administrative, technical and policy and technical*) support from the ILO office and specialists in the field (Decent Work Team Cairo, Regional office), the responsible technical units (SKILLS) in HQ, and from ILO International Training Center?

**Q5: Regarding sustainability of the project:**

10. What are learnings from this project which you think are important for other interventions? What do you think is good practice? What can be replicated elsewhere?
11. Survey participants seem to believe that sustainability is an issue - particularly on the financial capacity at national level - do you agree and what do you think the project should do to strengthen sustainability?

**Government Representatives****Background**

1. What was your involvement in the project? What were your main responsibilities?

**Q1: Regarding relevance and coherence of the project**

2. What are your major issues related to skills anticipation and skills development, and were they addresses in the project?
3. Why a skills anticipation system be useful? Who do you think benefits most, and why?
4. How was your cooperation experience with ILO? Were your needs and opinions taken into account? Can you give examples?
5. What are other relevant interventions in skills development, employment, or skills anticipation in your country? Are they consistent or overlapping or inconsistent with the project? Many survey participants believe that there was not enough coherence with other ongoing programmes by project partners (AUC, AUDA-NEPAD, GIZ) - why do you think that is?

**Q2: Regarding effectiveness and impact of the project**

6. What support did you receive from the project? What were the most useful support?



7. What is the most important change the project has achieved? What worked well in the project? What did not work well? Why?
8. The survey responses are somewhat critical about the knowledge sharing and communication strategy of the project - what worked well, what was missing?
9. How responsive was ILO in adjusting and adapting to COVID-19? What were the issues? What worked well with the monitoring and steering, what not?

**Q3: Regarding sustainability of the project**

10. What are learnings from this project which you think are important for other interventions? What do you think is good practice? What can be replicated elsewhere?
11. Survey participants seem to believe that sustainability is an issue - particularly on the financial capacity at national level - do you agree and what do you think the project should do to strengthen sustainability?

**Workers' organisations, Employers' organisations, and others**

**Background**

1. How do you know about the project? How were you and/or your organisation involved in the project?

**Q1: Regarding relevance and coherence of the project**

2. What are your major issues related to skills anticipation and skills development, and were they addresses in the project?
3. Why a skills anticipation system be useful? Who do you think benefits most, and why?
4. How was your cooperation experience with ILO? Were your needs and opinions taken into account? Can you give examples?
5. Many survey participants believe that there was not enough coherence with other relevant ongoing programmes by project partners (AUC, AUDA-NEPAD, GIZ) - why do you think that is?

**Q2: Regarding effectiveness and impact of the project**

6. What support did you receive from the project? What were the most useful support?
7. What is the most important change the project has achieved? What worked well in the project? What did not work well? Why?
8. The survey responses are somewhat critical about the knowledge sharing and communication strategy of the project - what worked well, what was missing?

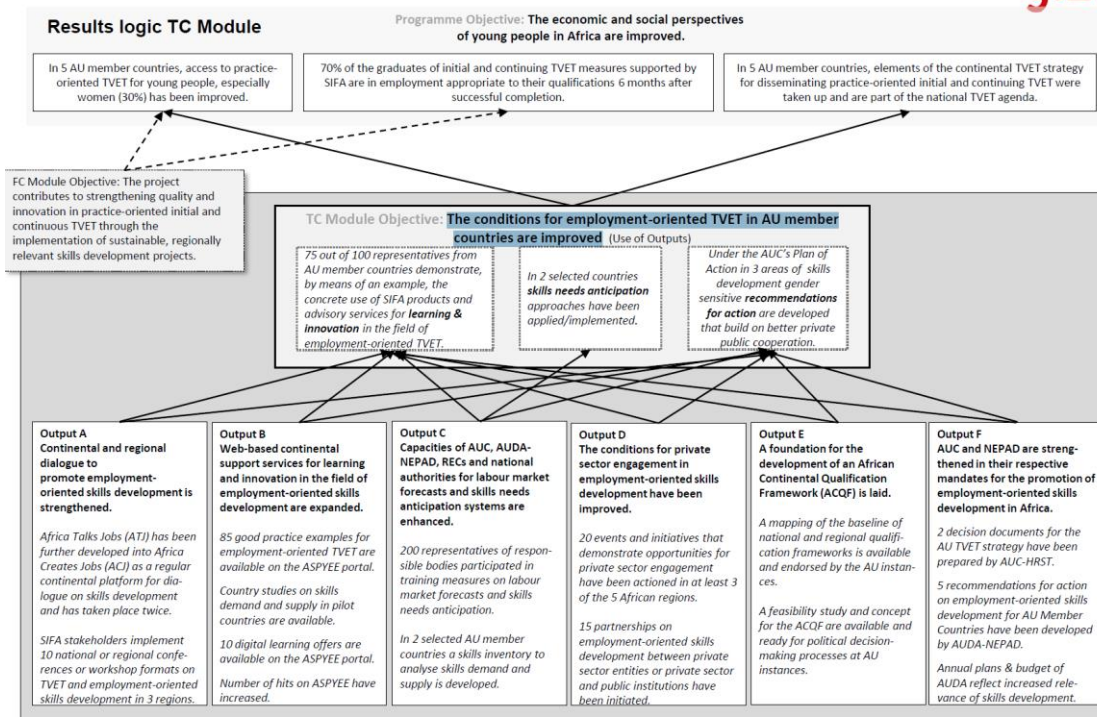
**Q3: Regarding sustainability of the project**

9. What are learnings from this project which you think are important for other interventions? What do you think is good practice? What can be replicated elsewhere?
10. Survey participants seem to believe that sustainability is an issue - particularly on the financial capacity at national level - do you agree and what do you think the project should do to strengthen sustainability?



# Annex 7: SIFA Results Logic

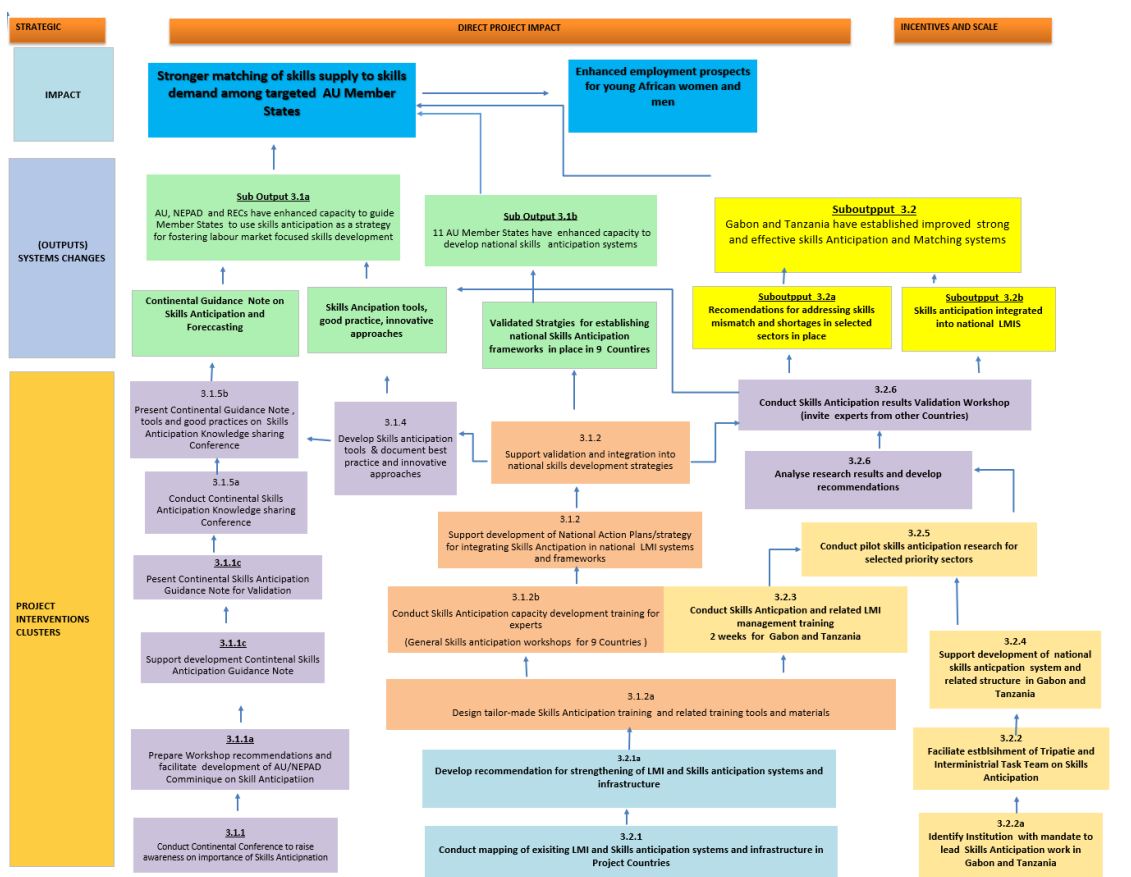
Skills Initiative for Africa  
Project Number 2015.2063.4



Source: Shared by the project management on October 27



# Annex 8: SIFA-Skills Anticipation Results Logic



Source: Progress Report 01 August 2019 – 31 January 2020





## Annex 9: Bibliography

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