



# Skills for Youth Employment and Rural Development in Western and Southern Africa

(Zimbabwe Component)

## Independent Final Evaluation

<b>Evaluation Title:</b>	<b>Skills for Youth Employment and Rural Development in Western and Southern Africa-(Zimbabwe Component)</b>
<b>ILO TC/SYMBOL:</b>	RAF/10/52/M/DAN, ZIM/10/01/DAN
<b>Type of Evaluation :</b>	Independent Final Evaluation
<b>Country</b>	Zimbabwe
<b>Date of evaluation :</b>	October 10 to October 24, 2015
<b>Name of consultants</b>	International: Thomas Ranz, Socio-economist, educationalist National: George Zimbizi, Sociologist
<b>ILO Administrative Office:</b>	ILO CO Harare, Zimbabwe
<b>ILO Technical Back-stopping Office:</b>	Skills and Employability Branch of Employment Policy Department in Geneva (EMP/SKILLS)
<b>Date project ends:</b>	January 30, 2009 to August 31, 2014 with a no-cost extension until December 31, 2015
<b>Donor: country and budget in US\$</b>	Government of Denmark, DKK 85 million (approx. US\$ 16.4 million) for Benin, Burkina Faso and Zimbabwe (approx. US\$ 6.88 million for Zimbabwe)
<b>Evaluation Manager:</b>	Dennis Zulu, ILO Abuja
<b>Key words:</b>	The overall program development objective is “to strengthen skills development systems that improve employability, promote access to employment opportunities and increase incomes for inclusive and sustainable growth” through: <ul style="list-style-type: none"> <li>• introduction of the ILO’s Training for Rural Economic Empowerment (TREE) methodology in rural communities to support local economic development (LED), and</li> <li>• up-grading and delivery of training through Quality Informal Apprenticeship (QIA) in the informal economy.</li> </ul>

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.

## List of Acronyms

AfDB	African Development Bank
CTA	Chief Technical Advisor
DAC	Development Assistance Committee of the OECD
DICs	District Implementation Committees
DKK	Danish Kroner
DWCP	Decent Work Country Program
DWT	Decent Work Team
EMCOZ	Employers' Confederation of Zimbabwe
FAO	United Nations Food and Agricultural Organisation
GDP	Gross Domestic Product
GNU	Government of National Unity
GPA	Global Political Agreement
ILO	International Labour Organization
ISOP	Integrated Skills Outreach Program
M&E	Monitoring and Evaluation
MOAMID	Ministry of Agriculture, Mechanisation and Irrigation Development
MCs	Master Craftspersons
MDGs	Millennium Development Goals
MFIs	Micro-Finance Institutions
MOICT	Ministry of Information and Communication Technology
MOPSLSW	Ministry of Public Service, Labour and Social Welfare
MOLGPWNH	Ministry of Local Government, Public Works and National Housing
MS&ME	Micro, Small and Medium Enterprises
MOSMECD	Ministry of Small and Medium Enterprises and Cooperative Development
MWAGCD	Ministry of Women Affairs, Gender and Community Development
MOYIEE	Ministry of Youth ,Indigenisation and Economic Empowerment
NGOs	Non-Governmental Organizations
NPC	National Program Coordinator
NSC	National Steering Committee
NSDP	National Skills Development Policy
OECD	Organization for Economic Cooperation and Development
PIC	Provincial Implementation Committee
PMU	Program Management Unit
PSDA	Private Sector Development in Agriculture
QIA	Quality Informal Apprenticeship
ROAF	Regional Office for Africa
SMART	Specific, Measurable, Attainable, Realistic and Time-bound
SMMEs	Small, Micro and Medium enterprises
STERP	Short Term Emergency Recovery Program
ToR	Terms of Reference
TREE	Training for Rural Economic Empowerment
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Program
US\$	United States Dollar
VTCs	Vocational Training Centres
WDSCU	Women Development Savings and Credit Union
ZAMFI	Zimbabwe Association of Microfinance Institutions
ZCTU	Zimbabwe Congress of Trade Unions
ZINEPF	Zimbabwe National Employment Policy Framework
ZUNDAF	Zimbabwe United Nations Development Assistance Framework
ZNASME	Zimbabwe National Association for Small and Medium Enterprises

## Table of Content

	<b>Executive Summary</b>	<b>i</b>
I.	Background and Context	i
II.	Main Findings and Conclusions	iii
III.	Recommendations and Lessons Learned	vi
<hr/>		
<b>1.</b>	<b>Background of Project and Context</b>	<b>1</b>
1.1	History of the Project	1
1.2	Political and Socio-economic Situation during Implementation	2
1.3	Targeting of the Project	3
1.4	Organisational Set-up	4
1.5	Results of the Mid-term Review	10
<hr/>		
<b>2.</b>	<b>Purpose, scope and clients of the evaluation</b>	<b>11</b>
<hr/>		
<b>3.</b>	<b>Methodology</b>	<b>13</b>
3.1	Evaluation Process	13
3.2	Evaluation Methods	14
3.3	Methodological limits of the evaluation	15
3.4	Evaluators Profiles	15
<hr/>		
<b>4.</b>	<b>Key Findings of the Evaluation along the DAC Criteria</b>	<b>16</b>
4.1	Relevance and Strategic Fit	16
4.2	Validity of Design	18
4.3	Project Effectiveness	22
4.4	Efficiency of Resource Use	28
4.5	Effectiveness of Management Arrangements	30
4.6.	Impact Orientation and Sustainability	32
<hr/>		
<b>5.</b>	<b>Conclusions</b>	<b>33</b>
<hr/>		
<b>6.</b>	<b>Recommendations and Perspectives</b>	<b>35</b>
<hr/>		
<b>7.</b>	<b>Lessons Learned</b>	<b>36</b>
<hr/>		
<b>Annex</b>		
Annex 1:	Travel and Work Schedule including Persons met	38
Annex 2:	Terms of Reference	40
Annex 3:	Project Planning Matrix	55
Annex 4:	Bibliography	62
Annex 5:	Good Practices and Lessons Learned	63

# Executive Summary

## I. Background and Context

### Project purpose, intervention logic and structure

The “*Skills for Youth Employment and Rural Development in Western and Southern Africa Program*” was launched towards the end of 2009 in response to the final report of the Danish Commission for Africa initiative, aiming at promoting private sector-led growth and employment. This report focuses on the Zimbabwe component of the program. The overall objective of the program is “to strengthen skills development systems that improve employability, promote access to employment opportunities and increase incomes for inclusive and sustainable growth”. This overall objective is pursued through four main immediate objectives.

Immediate Objective 1: Increased capacity of rural community groups to identify local economic opportunities, develop appropriate training programs to access jobs and provide post-training support to community and private small-scale enterprises.

Immediate Objective 2: Enabled public and private training institutions to better deliver demand-oriented services to rural, informal economies.

Immediate Objective 3: Strengthened systems of informal apprenticeship through upgrading the skills of Master Craftspersons and apprentices while facilitating access to new technologies.

Immediate Objective 4: Enhanced capacity of stakeholders and institutions at the national level to apply tools, methodologies and strategies developed under the program for broader outreach.

The Program seeks to increase opportunities for young women and men to find gainful and productive employment through strengthening systems for technical and vocational skills provision with focus on the informal economy.

### Present situation of the project

The Program, which was originally a five year initiative, consisting of phase I (2010-2011) and phase II (2012-2014), is funded by the Government of Denmark for three the countries- Benin, Burkina Faso and Zimbabwe was finally extended until December 31, 2015. The total budget for the Zimbabwe component is US\$ 6.881 million.

Program implementation was scheduled to start in January 2010, but effectively started on June 1, 2010 as a result of delays in the approval of the program and budget, which were received by the ILO in March 2010, as well as the time needed to set up implementation infrastructure and recruitment of staff. Work was starting in October 2010 respectively. The first CTA however left the program in June 2012 and it took about three months to recruit a second CTA who joined the Program in October 2012.

Direct beneficiaries of the program are Master Craftspersons and their trade associations, community organizations, micro-finance institutions, business development service providers, public and private training service providers, local workers’ and employers’ organizations, while ultimate beneficiaries include unemployed and marginalized young women and men in rural and semi-rural areas.

Having started with only five sites during the inception phase (2010-2011), the program is being implemented towards its end in 34 selected districts (out of 65) across all of the ten Provinces of Zimbabwe.

From a global perspective, the program seeks to increase opportunities for young women and men to find gainful and productive employment through strengthening systems for technical and vocational skills provision, with a focus on the informal economy. It focuses on two main strategy components, depending on the area of intervention, the TREE method in predominantly rural areas, and the QIA approach in more urban settings:

The ILO’s Training for Rural Economic Empowerment (TREE) methodology is applied in a number of rural communities to support local economic development. The component is a community-based technical and vocational skills development program focusing on agricul-

ture and rural development-primarily based on value chain development, skills upgrading and group enterprise community projects for the “out-of-school” youth.

The upgrading and delivery of training through Quality Informal Apprenticeship (QIA) is predominantly applied in the informal economy of urban settings. This strategy builds on the widely practiced traditional apprenticeship system in developing countries, including Zimbabwe, whereby out-of-school youth attach themselves to skilled Master Craftspersons in order to learn a trade via “on-the-job” practical training and workshop experience in order to obtain technical training to enhance their employability and improve their livelihood.

The following activities were the main parts of the two program components TREE and QIA:

Training for Rural Economic Empowerment (TREE): Apiculture, Aquaculture, Cattle Fattening, Dairy, Horticulture, Cattle fattening, Dairy Production, Piggery, Poultry, and Solar Marketing/Green jobs.

Quality Informal Apprenticeship (QIA): Art and Crafts, Catering, Carpentry and Joinery, Clothing, Hair dressing, Home Décor, Motor Vehicle Mechanics, Upholstery, Plumbing and Welding.

### **Scope and clients of the evaluation**

The overall objective of the final evaluation was:

- to gather an assessment of the project’s performance regarding the foreseen objectives, targets and indicators of achievement, and
- to provide strategic and operational recommendations, as well as to highlight lessons learned and approaches to sustain achievements of the project results.

In particular, the evaluation aimed to evaluate the following aspects:

- Achievements of defined objectives and results (objectives and outcomes) within the implementation period;
- Analysis of internal and external factors that influenced implementation of the program;
- Efficiency and effectiveness of management of operations, including staff management;
- Extent of government buy-in, support and participation in the initiative;
- Strategic fit of the initiative within the context of the Decent Work Country Program;
- Relevance of the initiative within national development priorities and frameworks;
- Synergies with other relevant programs and activities;
- Knowledge management and sharing;
- Results-based measurement and impact assessment systems.

The primary clients of the evaluation were (i) the Government of Zimbabwe as the recipient country, (ii) the Government of Denmark as the donor agency, (iii) the ILO as executing agency of the program, as well as other relevant stakeholders, such as relevant ILO offices and staff involved in the initiative, including the Decent Work Team in Pretoria, the Regional Office for Africa (ROAF), and ILO Departments at Headquarters in Geneva, particularly the Skills Development Department. However, as the program comes to an end on December 31, 2015, and an ongoing implementation is envisaged under the direct responsibility and funding of the Government of Zimbabwe, especially the tripartite constituents of the National Steering Committee (NSC), involved in the execution of the program so far, are expected to use, as appropriate, the evaluation findings and lessons learned.

### **Methodology of evaluation**

After concentrating on interviews with ILO key staff and project stakeholders in Harare during the first days of the field mission, a total of five days was exclusively used for visiting different types of project activities on district level. The main challenge for the evaluation team was to carry out enough sampling to satisfactorily triangulate findings of sufficient primary sources (interviews and focus groups). At the request of the evaluators, the visits on district level were intensified.

In accordance with ILO policy on project design, implementation, monitoring and evaluation, the evaluation team undertook the assignment in a consultative and participatory manner.

The evaluation methodology comprised the following research instruments:

- Review of relevant key documents;
- Interviews with key national and international ILO staff in Harare and via Skype in Pretoria and Geneva;
- Interviews with member representatives of steering committees on national (NSC) and district levels (DIC);
- Focus group discussions with beneficiaries of TREE and QIA projects in the field,
- Discussions with further involved resource persons (e.g. considering micro-finance).

Although no written inception report was part of this evaluation set-up, at least some methodological key aspects were agreed with the evaluation manager and ILO key staff before starting the field work.

Basically the evaluation was carried out following the DAC-criteria, mentioned in the ToR, and the respective evaluation questions. In addition, special attention was laid on the following aspects:

- The program's monitoring as well as the mid-term evaluation's structure, both of which are/were highly quantity driven. In contrast, quality aspects should be crucial for the end of program evaluation, mainly to be analyzed through focus group discussions with beneficiaries.
- Looking on the high number of trainings carried out, special attention was given to knowledge transfer and to qualitative assessments of delivered outputs (mainly in terms of trainings).
- Due to time constraints, quality-related aspects could only be assessed on the basis of random samples, but not with surveys and/or research methods of statistical relevancy.
- Besides employment also income generation was considered as one essential success factor of the program (see ToR).
- Regarding sustainability aspects, the micro-finance component (including reimbursement rates) was of special interest.
- The evaluation team consisted of one international evaluation consultant and one independent national consultant. The team carried out field visits together and did not split up to practice a job-sharing approach.
- Also financial issues (cost-benefit ratio) have been analyzed more in detail than this has been done within the mid-term review.

Regarding the widespread project activities in all ten Zimbabwean Provinces throughout an implementation period of more than five years, an overall assessment of the program at its very end could only retain and consider essential key aspects.

All quantity-related statistical data and figures have been delivered by the particular district authorities, and were handled and documented by the project. The evaluation team was unable to validate neither data collection modalities nor collected data as such. Provided data have been embraced by using all information of the half-year reports and statistics.

## **II. Main Findings and Conclusions**

### **Current state of implementation**

As already mentioned before, the program was designed in 2009, when project planning and monitoring was still very quantity-based. However, even for this period at least certain qualitative indicators could have been expected, providing more information on the program's impact and/or its sustainability.

Although the formulated indicators of the program's logical framework matrix (logframe) can be called SMART (Specific, Measurable, Attainable, Realistic and Time-bound), they are nevertheless merely process indicators that do not allow any conclusions considering the quality of executed activities, or even the changes resulting hereof. Overall, there are three types of indicators represented in the logframe:

1. Number of ...beneficiaries, youth, crafts persons, trainings etc.
2. Percentage of ...associations, youth, women etc.
3. The third category mentions if something has been done/held/established, such as a study, a meeting, a data base system etc.

Without any doubt all pre-defined program achievements in terms of trained youth, craftspersons etc. have been far more than only fulfilled:

- While 6,400 beneficiaries were targeted, the target was surpassed by 40%, implying that the skills program reached out to more youths and Master Craftspersons than had been originally planned.
- The program targeted 3,780 young people to have been gainfully employed by the end of the program. This target was surpassed and reached 279%.
- A total of 348 TREE local committee meetings were held against a target of 210.
- A total of 3,400 youths were earmarked for training by the end of the project, and a total of 5,457 had been trained by June 2015, representing a 161% target achievement.
- A total of 5,457 men and women participated in the TREE skills training program against a program target of 3,650, which represents a 150% target achievement.
- 1,450 youths were earmarked to have informal apprenticeship contracts and this target was again surpassed by 84%.

Overall, the program has managed to make 10,292 beneficiaries wage-employed or gainfully self-employed.

Looking on the more qualitative aspects, some strengths, but weaknesses as well can be observed:

- As a fully Government-owned program - in contrast to the sister program in West-Africa - the level of identification and ownership in Zimbabwe was very high.
- VTC trainers (being civil servants) could also be used for informal youth training in the context of QIA activities.
- Starter kits with technical equipment to groups of generally five successful QIA graduates have been provided in order to facilitate self-employed group activities for young professionals. However, discussions with QIA graduates of different professions always showed that no joint working came up.
- Micro-finance is an essential element for employment and income generating programs. However, within the skills program, the micro-finance component was noted to be very weak as it was not clearly separated from training components and it was not properly synchronized with the training activities and thus did not work due to various reasons:
  - The program provided the capital stock for revolving funds of two micro-credit institutions (350,000 and 100,000 US\$). Without a clear distinction loans have been considered as grants (project money from the donor), although preceding information was clear and unambiguous. Nevertheless, especially Master Craftspersons (MCs) expected grants for offering training to the QIA trainees and for "loss of material and training time".
  - The applied micro-finance model was group-based and used joint liability instead of individual collaterals. In contrast, the MCs had so far always been working as individuals only, but never in groups. Therefore, the inappropriate method significantly complicated the disbursement and repayment process due to lack of group cohesion.
  - At least one of the micro-finance institutions (Women Development Savings and Credit Union, WDSCU) misused provided funds. The second micro-finance provider Micro King withdrew from further collaboration and paid back the capital.

## Conclusions

### General aspects on national level:

1. The project was very relevant in the context of high unemployment rates amongst the youth in the country and had the full support of government, labour organisations, employers, development partners, civil society, local leaders and the youth themselves.
2. The project is government-owned and driven. It used national structures, such as the NSC, TWG, PIC, DIC and WIC. This is the key for its long-term sustainability.
3. The project created linkages between the informal sector and the formal sector by training youth through both, formal and informal, institutions, and giving them qualifications and certificates that could facilitate their entry into the formal sector (e.g. grade four certificates).
4. Focus on rural areas (TREE methodology) is very commendable as it aims at creating employment in remote parts of the country, using locally available resources, curbing rural-urban migration and empowering the youth within their respective communities.
5. Micro-credit is a key component in income-generating programs. However, in this project this element was noted to be very weak, as it was not properly synchronized with the training activities and did not work due to various reasons:
  - Lack of a common understanding of the modalities of the micro-finance scheme (Master Craftspersons and youth, as well as some district structures understood the micro-finance loans to be grants, based on initial communication from ILO).
  - Misuse of the funds by one of the Micro-finance institutions.
6. The program accessed available technical expertise from various government departments and VTCs. However, it was noted that some of the expertise available was not sufficiently adequate and/or technically sound for some of the program components (e.g. bee-keeping value chain).
7. Monitoring was to a very large extent provided by government structures (these monitoring structures will continue after the end of the project). However, the monitoring mainly focused on quantitative information and laid a limited focus on quality, sustainability and impact.
8. Considering monitoring, the Mid Term Evaluation recommended the establishment of an M&E post. This was temporarily done, but the person only was in position for one year, leading to late capture of certain indicators of progress and delays in taking remedial action where the program progress was not going according to plan.
9. Expenditures on administrative level and transaction costs of the project vis-à-vis project implementation costs appear to be high.

### Aspects on district level:

10. In general, district stakeholders delivered on their promises and supported the project through providing land, technical expertise and working shelters for the project youth.
11. Districts made strong efforts to utilize their available technical expertise (e.g. VTCs, line ministries). Their technical experts provided services to the project and in most cases worked extra hours without being paid more.
12. Monitoring of the project by the DICs significantly varied by district, depending on the motivational and commitment levels of particular DICs.
13. Technical planning of the projects was done at district level. In some cases however, the planning did not fully take into account all the stages of the value chain (e.g. production, transformation, and marketing).
14. The Common Facility Centres were found to be an innovative way for ensuring that beneficiaries access high-value equipment at concessionary costs to improve the quality of their products.



### Implementation / beneficiary level / TREE and QIA:

15. The selection of income-generating activities in the TREE program was based on an assessment of locally available resources, local expertise and existing market opportunities, thereby making interventions suited for the local context.
16. After taking into account that some youth had limited access to land, the project innovatively engaged youth without access to land in processing, value addition and marketing of agricultural products, thereby creating linkages between the producers and marketers.
17. The level of commitment by the beneficiaries of the project was found to be generally high. For example most QIA trainees managed to complete their training and received formal certificates.
18. Master Craftspersons (MC) expected grants for offering training to the QIA trainees for “loss of material and training time”. And, the applied micro-finance model was group-based. In contrast, the MCs had, so far, always been working as individuals. Thus, the inappropriate method significantly complicated the disbursement and repayment process due to lack of group cohesion.
19. In principle, the distribution of the start-up kits to groups was a good idea, but lack of cohesion amongst the groups and migration often left the tool kits in the hands of a few members only.
20. Insights from Focus Group Discussions (FDGs) with beneficiaries showed that the training had very different outcomes for different individuals, depending on particular business capacity and commitments.
21. FDGs revealed that project beneficiaries had not gone through gender training and had limited awareness to gender equality issues and related rights. Gender-related conflicts are likely to result from success of the project, as women get economically empowered. Some women pulled out of the attachment with Master Craftspersons due to an unfriendly patriarchal environment.

### **III. Recommendations and Lessons Learned**

#### **Main recommendations**

1. Given the successes of the project, the justification for scaling-up is clear. However, scaling-up should only be considered in the context of sufficient human and financial resources.
2. To ensure that there is a common understanding of the project model and design across all levels, a clear communication strategy is needed, where all stakeholders at all levels receive accurate information about the project. Where changes in program design occur, such changes must be communicated to the stakeholders as soon as possible and justifications provided for such changes.
3. Planning for different interventions of a future project should be holistic, and take into consideration all components of the value chain. Where technical expertise is lacking amongst government departments, such expertise should be sourced at an early stage from outside, instead of proceeding with deficient know-how. New projects could leverage expertise from other agencies too, such as from FAO.
4. As the program is coming to an end, there is need to consolidate at least some outstanding issues, which are critical before closure (e.g. gardening project without drilled borehole in Gokwe).
5. If the program is scaled-up, there is need to integrate the micro-finance component in a structured, professional and sustainable manner to ensure financial support for the program beneficiaries following the provided trainings.
6. There is an essential need to establish an independent working unit with a strong mandate for periodic impact monitoring, in order to take corrective measures for consolidation and/or rebalancing of upcoming challenges and deviations from the plan.

7. Targeting for new projects should be informed by lessons learned and research studies, done on viability of income generating projects (e.g. Economic Sub-sector analysis, ILO, September 2015).
8. Gender mainstreaming in the program needs to be strengthened to ensure that the program will not have unintended results such as (i) Gender Based Violence emanating from the empowerment of women, (ii) women being asked to pull out of project activities by their husbands, or (iii) because they have no one to take care of their babies, and (iv) women turning up late for training because they carry the burden of household chores.

### **Lessons learned**

1. The program implementation in Zimbabwe can be called a best practice model in view of the very high ownership on national, but also on district and grass-roots level. Together with a comparatively high level of technical and administrative capacity, and clear and binding mandates for delegation of tasks and duties, the organisational set-up of the skills program in Zimbabwe could serve as a model for future program implementation, together with a real tripartite steering committee. Nevertheless, it is clear that strengths of this setting can only be used to a certain extent for future implementation, as it is largely the result of a very country-specific situation. However, an in-depth analysis, asking why things went well in Zimbabwe, and to what extent they can be replicated in other partner countries, is worth to be done.
2. The high level of delegation of program implementation to local government structures, as well as the intensive use of available government training facilities, technical expertise and skills is highly appreciated. However, when strongly delegating program implementation, at least monitoring structures should be kept in hand and not be outsourced to partner structures at the same time. This is of particular interest when an impact monitoring shall be used for measuring significant changes at an early stage. But, to be clear, setting-up an impact monitoring would, first of all, consider the definition of qualitative indicators in the program planning documents instead of purely quantity-related ones (number of..., percentage off... etc.).
3. Micro-credit is a crucial and highly synergetic instrument for income-generating programs and it should not be left out. Yet, micro-credit must be completely separated from development activities (such as e.g. trainings etc.) and it must be professionally managed. Collaterals, reimbursement schedules, and potential sanctions in case of non-reimbursement must be communicated without any ambiguity at an early stage.
4. Similar nationwide-operating large scale programs should better define their strategies in terms of group-based or individual targeting. Using a group-based approach for individual beneficiaries without any previous group-experience (e.g. Master Craftspersons) cannot work successfully. Defining group-based organisational structures as a binding requirement for benefitting from project activities (e.g. credits) can only have little impact.
5. Transaction costs of 50% and more of an available budget of programs of several years, managed by a PMU, composed by very small numbers of key staff, is no longer up to date from the perspective of many donors. In view of a more efficient use of rare and expensive management resources, elements of lean management could be evaluated in view of their appropriateness, such as:
  - Local project manager plus regular coaching through ILO HQ, RO or CO;
  - Part-time CTA, in charge for several (if possible neighbouring) projects at the same time; Intermittent short-term consultancies based on detailed periodical work plans, to be established together with project staff;
  - Outsourcing of program implementing structures to avoid applying the very costly rules and regulations of the UN head-offices.

# 1. Background of Project and Context

## 1.1 History of the Project

The *Skills for Youth Employment and Rural Development in Western and Southern Africa Program* was conceptualised by the International Labour Organisation (ILO) amid the realisation that youth unemployment is one of the most critical socio-economic and political challenges that developed countries in general, and African countries in particular, are facing. The 2011 ILO Global Employment Trends for Youth report revealed that young people are feeling it increasingly difficult, to find decent jobs and at the end of 2009, there were 76.6 million young people struggling to find work. This was 4.6 million more than the 2007 figures. Although the number of unemployed youth declined to 73.3 million in 2014<sup>1</sup>, the figure is still unacceptably high. The youth, who make up only for one-sixth of the global population, are overrepresented among the unemployed.<sup>2</sup> The ILO report noted that youth unemployment is critical for economic growth, health, security, demographics, environmental sustainability and personal levels of happiness and life satisfaction. The report concluded that “*the better we drive youth towards productive employment, the better our hopes for bolstering the positive spirit of young people and making progress towards the broader framework of inclusive development*” (page 6).

It is in the context of the untenable situation of youth unemployment in Africa and its impact on development that, in 2009, the Danish Commission for Africa acknowledged that one of the key challenges facing Africa was youth unemployment. The Commission forecasted that the youth population in Sub-Saharan Africa would surpass 280 million in 2010 and 400 million in 2050 and that if these young people are not absorbed into the employment sector this could create increasing development challenges for the continent. In response to this unemployment crisis in Africa, the Danish Commission for Africa recommended new and innovative strategies for creating job opportunities for Africa’s youth and improving their incomes.

The Commission recommended a refocusing of the agenda for international development cooperation with Africa through a set of policy proposals and five initiatives, targeting youth employment creation through private sector-led growth and improved competitiveness of African economies. The Commission highlighted the need to assist young people in Africa to gain skills needed to contribute productively to the continent’s development by strengthening skills development systems that improve employability, promote access to employment opportunities and increase incomes in support of inclusive and sustainable growth.

In response to the Commission’s initiative and recommendations, the ILO developed the *Skills for Youth and Rural Development in Western and Southern Africa Program* for implementation in Benin, Burkina Faso and Zimbabwe, where issues of youth unemployment are more pronounced. The program responded to one of the five African Commission initiatives of “Promoting Post Primary Education and Research”. It aimed at demonstrating and promoting innovative ways to expand technical and vocational skills development focusing on out-of-school youth by developing demand-driven technical and vocational training in under-served rural communities and up-

---

<sup>1</sup> Global Employment Trends for Youth 2015

<sup>2</sup> UN, 2014a

grading existing informal apprenticeships.

The ILO has been implementing the *Skills for Youth Employment and Rural Development in Western and Southern Africa* program since 2010. The Program was designed as a five-year program (2010-2014) and implemented in two phases. Phase I ran from January 2010 to December 2011 while Phase II was implemented from January 2012 to December 2014. Upon the recommendations of the Mid-Term Review, there was a no-cost extension from January to December 2015.

This evaluation addresses the Zimbabwe component of the three nation program.

## 1.2 Political and Socio-Economic Situation during Implementation

The *Skills for Youth Employment and Rural Development in Western and Southern Africa* program was implemented in Zimbabwe from 2010 to 2015. Zimbabwe experienced unprecedented socio-economic and political challenges from the year 2000 following the implementation of the Fast Track Land Reform Program. This resulted in a deep economic and social crisis, characterised by political instability, a hyperinflationary environment, industrial capacity utilization of below 10% and an overall cumulative Gross Domestic Product (GDP) decline of 50% by 2008. The unprecedented economic decline in Zimbabwe resulted in a 50% contraction of GDP and in pushing two-thirds of the population below the poverty line. The socio-economic decline culminated in a political crisis in 2008 emanating from disputed national elections leading to the Global Political Agreement (GPA) between the ruling and opposition parties. The GPA gave birth to a compromise Government of National Unity (GNU) in 2009.

The Global Political Agreement and the advent of “Inclusive Government” brought relative political stability. Together with fiscal policy decisions, that led to some economic growth<sup>3</sup>. Article III of the agreement focused on “restoration of economic stability and growth” committing the parties to a full and comprehensive economic program to resuscitate the economy. It is in this period that the Short Term Emergency Recovery Program (STERP) I and II were launched with the aim of getting things working again. During this period, the government abandoned the Zimbabwe dollar in favour of a multi-currency regime, particularly the United States dollar (US\$) and the South African rand. During this period the hyperinflation was tamed, because the Zimbabwe dollar was abandoned as a legal tender in Zimbabwe.<sup>4</sup> The period 2009 to 2012 was marked by an economic rebound following the introduction of the multiple currency system, with the economy growing at an average rate of 11.0% per annum. Zimbabwe achieved a real GDP growth rate of 5.4% in 2009, 11.4% in 2010, reaching a peak of 11.9% in 2011.

However, the recovery remained fragile as growth declined from 11.9% in 2011 to 10.6% in 2012 and to 3.4% in 2013<sup>5</sup>, and an estimated 3.1% in 2014.<sup>6</sup> After a prolonged period of short-term programs, the government launched the Medium Term Plan (MTP) on July 7, 2011, covering the period 2011 to 2015. The MTP’s vision for

---

<sup>3</sup> UNICEF Annual Report for Zimbabwe, 2010

<sup>4</sup> Mzumara, 2012

<sup>5</sup> ZIM Asset, page 18

<sup>6</sup> Zimbabwe African Development Bank Report, 2015

Zimbabwe was that of a “growing, transforming and globally competitive economy, with jobs, equity, freedom and democracy”. The main focus of the MTP was poverty reduction and decent employment creation. It targeted increasing formal sector employment to above 1997 levels (1,323,400) by 2015.

The GNU’s lifespan ended in June 2013 after yet another round of disputed elections. ZANU PF won the election and embarked on a new economic blueprint known as Zimbabwe Agenda for Sustainable Socio-Economic Transformation (Zim-ASSET) (2013-2018) whose vision was “Towards an Empowered Society and a Growing Economy”. Zim-ASSET projected the economy to grow by an average of 7.3%. The economy was expected to grow by 3.4% in 2013 and 6.2% in 2014 and continue on an upward growth trajectory to 9.9% by 2018.<sup>7</sup>

The projected economic recovery through implementation of ZIM-ASSET has not materialised as anticipated. The manufacturing sector has continued to experience a drop in activity with at least 4,610 companies closing down, resulting in a loss of 55,443 jobs in 2015 (2015 Budget Statement). It is estimated that up to 20 000 more workers lost their jobs in June and July 2015 alone<sup>8</sup>. In addition, more than 94% of workers are employed in the informal sector. The overall economic outlook in the short to medium term is weak, owing mainly to the continued liquidity crunch, policy inconsistency and the unsustainable external account and debt situation<sup>9</sup>.

**1.3 Targeting of the Project**

The overall program development objective of the *Skills for Youth Employment and Rural Development* in Zimbabwe is:

<b>Overall Objective</b>
To strengthen skills development systems that improve employability, promote access to employment opportunities and increase incomes for inclusive and sustainable growth.

This overall objective is pursued through four main immediate objectives, thus the project’s intervention sectors are defined under the following four so called immediate objectives in terms of:

<b>Immediate Objective 1</b>
Increased capacity of rural community groups to identify local economic opportunities, develop appropriate training programs to access jobs and provide post-training support to community and private small-scale enterprises.

<b>Immediate Objective 2</b>
Public and private training institutions are enabled to better deliver demand-oriented services to rural, informal economies.

---

<sup>7</sup> ZIM Asset, page 27  
<sup>8</sup> ZCTU, AfDB, 2015  
<sup>9</sup> AfDB, UNDP, 2015

### **Immediate Objective 3**

Strengthened systems of informal apprenticeship through upgrading the skills of Master Craftpersons and apprentices while facilitating access to new technologies.

### **Immediate Objective 4**

Enhanced capacity of stakeholders and institutions at the national level to apply tools, methodologies and strategies developed under the program for broader outreach.

Two major intervention axes were defined:

#### **Intervention axis 1**

Introduction of the ILO's Training for Rural Economic Empowerment (TREE) methodology in a number of rural communities to support local economic development.

#### **Intervention axis 2**

Upgrading and delivery training through Quality Informal Apprenticeship (QIA) in the informal economy.

The logical framework matrix includes wide ranges of indicators; however, almost all of these indicators have a purely quantitative character (e.g. number of trainers, number of trainees, percentage of youth etc.). In regard to the used data collection and monitoring practice, carried out by government staff on district level, this precondition facilitates daily work. However, it also only produces mainly quantity-related facts and figures.

The logical framework mentions a total of 6,400 beneficiaries by the end of 2014, the initial end of the program (thereafter, a no-cost extension of another 12 months until December 31, 2015 was decided). The total beneficiary group was defined as consisting of 3,400 participants in the TREE component, 3,000 in the Informal Apprenticeship program (QIA), which included 2,000 apprentices and 1,000 trained master craft persons (see quantity achievement table in chapter 4.3).

The program targeted intermediary beneficiaries, such as primarily staff of local implementation partners, master craft persons and their trade associations, community organizations, micro-finance institutions, business development service providers, public and private training service providers, as well as local workers' and employers' organizations. The unemployed and marginalized young women and men in rural and semi-rural areas, as well as wider groups of individuals, including community level-based adult entrepreneurs, facilitators and master trainers, were predominantly defined as ultimate and direct beneficiaries.

## **1.4 Organisational Set-up**

The program was designed during the second half of 2009 and the Technical Cooperation Agreement was signed between the Government of Denmark and the ILO in December 2009, initially planned as a five-year initiative that was scheduled to start

on January 2010 until December 2014 and to be carried out in two phases. Phase I of the program was supposed to run for two years, followed by Phase II, which was scheduled to run for three years until the end of 2014. Including the no-cost extension, the program will now end on December 31, 2015.

While program implementation was scheduled to start on January 1, 2010, it effectively did not start before June 2010, as a result of delays in the official approval of the program and its budget, together with the time needed to set up operational implementation infrastructure. Also the recruitment of qualified staff in terms of an international Chief Technical Advisor (CTA) and a National Program Coordinator (NPC) took more time than expected. Moreover, the first CTA left the program already in June 2012 and it again took about three months to recruit a replacement candidate, who joined the program in October 2012. Thus, project implementation was altogether delayed for a total of nine months.

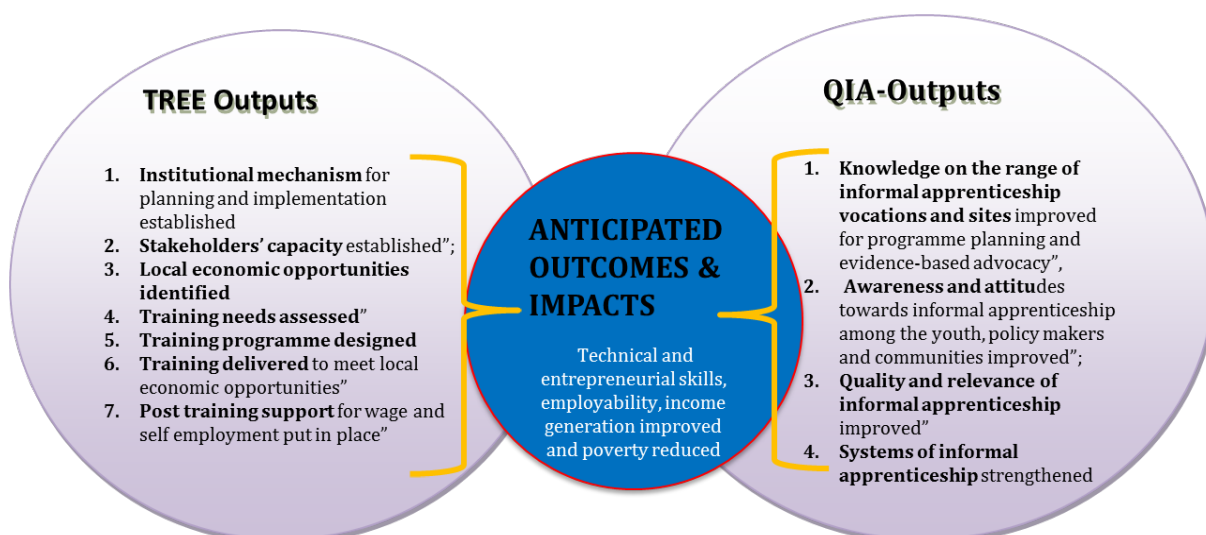
From a global perspective, the program seeks to increase opportunities for young women and men to find gainful and productive employment through strengthening systems for technical and vocational skills provision, with a focus on the informal economy. It focuses on two main strategy components, depending on the area of intervention, the TREE method in predominantly rural areas, and the QIA approach in more urban settings:

The ILO's *Training for Rural Economic Empowerment (TREE) methodology* is applied in a number of rural communities to support local economic development (LED). The component is a community-based technical and vocational skills development program focusing on agriculture and rural development-primarily based on value chain development, skills upgrading and group enterprise community projects for the "out-of-school" youth.

The upgrading and delivery training through *Quality Informal Apprenticeship (QIA)* is predominantly applied in the informal economy of urban settings. This strategy builds on the widely practiced traditional apprenticeship system in developing countries, including Zimbabwe, whereby out-of-school youth attach themselves to skilled Master Craftspersons (MCs) in order to learn a trade via "on-the-job" practical training and workshop experience in order to obtain technical training to enhance their employability and improve their livelihood.

Both above mentioned strategies for employment and income generation have been developed, perfected and applied by ILO since many years. Nowadays, the approach can be called a highly standardized and evidence-based ILO specific working approach for vocational training and employment generation.

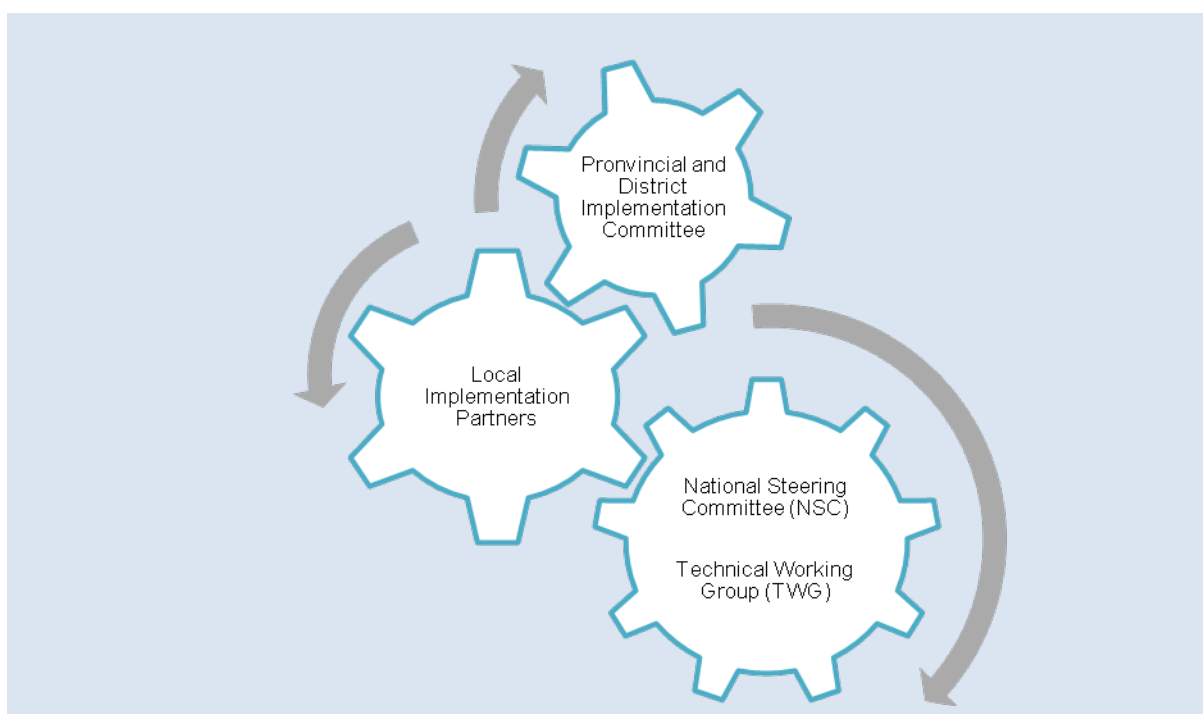
How the two areas of action are expected to contribute to enhancing technical and entrepreneurial skills, employability, income generation and poverty reduction for young women and men is indicated below:



Source: ILO Harare

Besides the listed activities and outputs per program component (QIA and TREE) the synchronization of the different implementing partners and their particular levels of intervention are of special interest. In detail these are the ILO Program Management Unit (PMU) in Harare, the National Steering Committee (NSC), the Provincial and District Implementation Committees (PICs and DICs), and the particular project activities on ward level. In case needed, technical professionals can be mobilised by the different committees for provision of technical expertise. Thus, technical and training expertise is mainly provided through public services and far less through the private sector, i.e. consultants, external trainers and/or technical specialists, as was the case within the sister-program in the Benin Republic in West-Africa.

The following diagram presents the gearbox for synchronization of institutional arrangements and relationships on different levels of implementation:



Source: Project Proposal for the Skills for Youth Employment and Rural Development, ILO, 2009



The institutional framework and implementation mechanism of the skills program is headed by the tripartite National Steering Committee (NSC) and its sub-committee at district level. The NSC is composed by government representatives of different line ministries, trade unions, employers, civil society, and youth organizations. The NSC is chaired by the Permanent Secretary of the Ministry of Development, Indigenization and Economic Empowerment (MOYIEE). The purpose of the NSC is to oversee the “*Skills for Youth Employment and Rural Development*” program implementation and provide the required policy advice and guidance to the implementation structures and stakeholders. It has twenty members.

The technical working group (TWG) at national level provides policy stimulus, implementation advice, and guidance on criteria and identification of interventions. The TWG is constituted by technocrats namely directors from the relevant government ministries, trade unions, employers, youth organizations and civil society. The TWG provides technical advice to the program on implementation, monitoring and evaluation (M&E). It has fifteen members.

The ILO is acting as the Program Management Unit (PMU) and is represented by the ILO Country Director in Harare, the international Chief Technical Advisor and the National Project Coordinator.

At provincial level the PIC provides the required advice and guidance to the lower level DIC and other stakeholders. It has fifteen members comprising provincial heads of relevant government ministries and civil society. The PIC is chaired by the Provincial Administrator.

At district level, the program is implemented by District Implementation Committees (DICs) constituted by 15 members from the relevant government ministries, civil society and other development partners present in the districts. The DIC is the implementation body for the program and is tasked with the day to day running of the program. The DIC is chaired by the District Administrator.

The DICs are assisted by Field Officers who act as a secretariat at district level. The Field Officers are under the payroll of key sector ministries. The program covered expenses for transport of the particular Field Officers and for day-to-day monitoring and reporting on progress. Specific monitoring and evaluation systems were put in place by ILO as integral components for the TREE and Informal Apprenticeship System interventions.

The NSC, TWG and DIC are essential vehicles for ensuring national ownership for the program, both at the national (policy) and at local implementation (district and/or grass-root) level. The skills program is a government-owned and government-driven program, using technical expertise to a very large extent for its implementation from the given government resources. Technical expertise was facilitated by the program, however, excluding remuneration in terms of salaries. All implementation structures are embedded in the local government ministries, thus enhancing ownership and sustainability of the various projects.

The following chart describes the internal structure of ILO’s Program Management Unit (PMU), which is hosted in the ILO Country Office in Harare. The monitoring ex-

pert (see Program Officer) has been employed as a result of a recommendation of the mid-term review, however for the year 2014 only (see chapter 1.5).

The following activities were the main parts of the two program components TREE and QIA:

### Training for Rural Economic Empowerment (TREE)

Apiculture, Aquaculture, Cattle Fattening, Dairy, Horticulture, Cattle fattening, Dairy Production, Piggery, Poultry, and Solar Marketing/Green jobs.

### Quality Informal Apprenticeship (QIA)

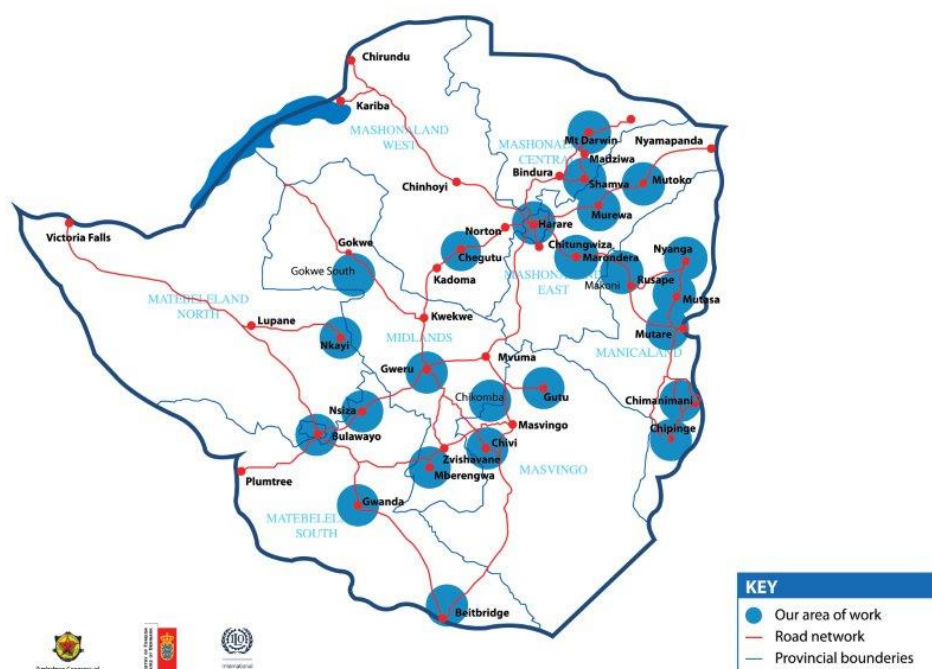
Art and Crafts, Catering, Carpentry and Joinery, Clothing, Hair dressing, Home Décor, Motor Vehicle Mechanics, Upholstery, Plumbing and Welding.

QIA participants went to government VTCs for a first period of three months, before continuing for another nine months with a learning-by-doing course with selected and specifically trained Master Craftspersons. After the one year training officially recognized certificates of competency were handed over after successful graduation. Those who sat for class four trade tests and passed got class four journeyman certificates.

The following chart provides an overview about TREE activities countrywide within the skills program:

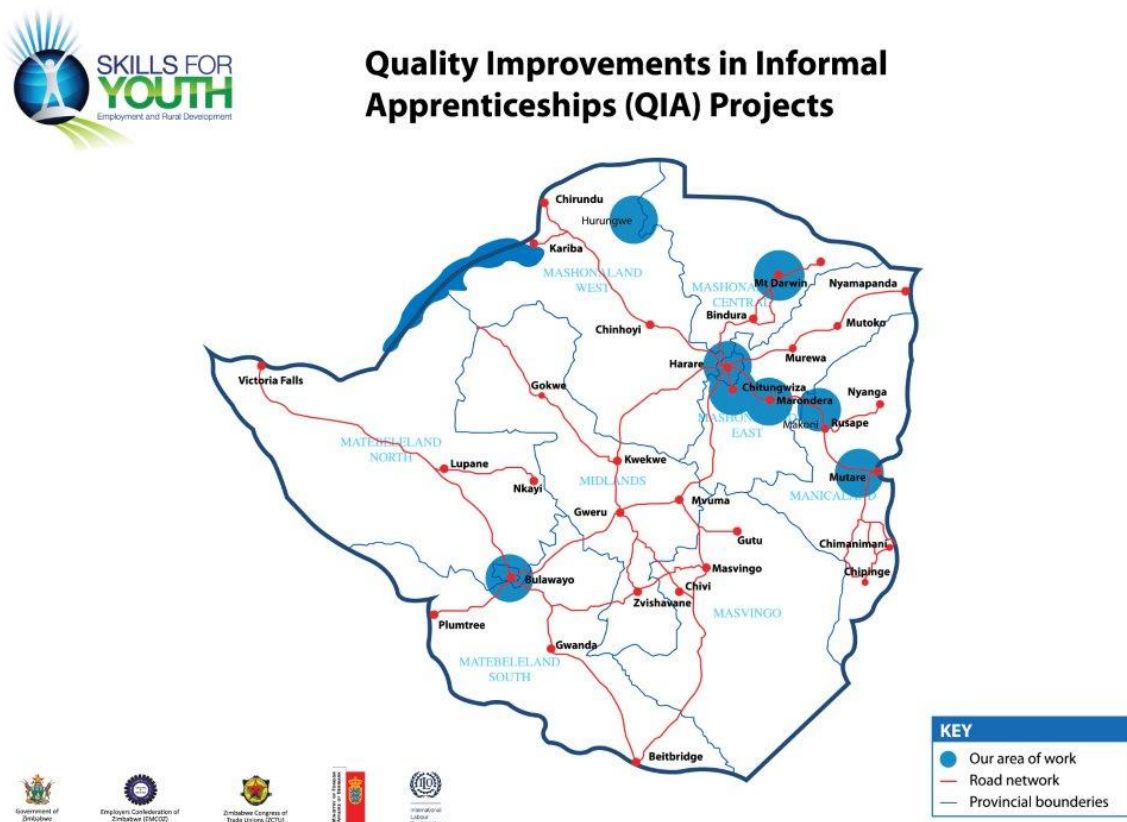


### Training for Rural Economic Empowerment (TREE) Projects



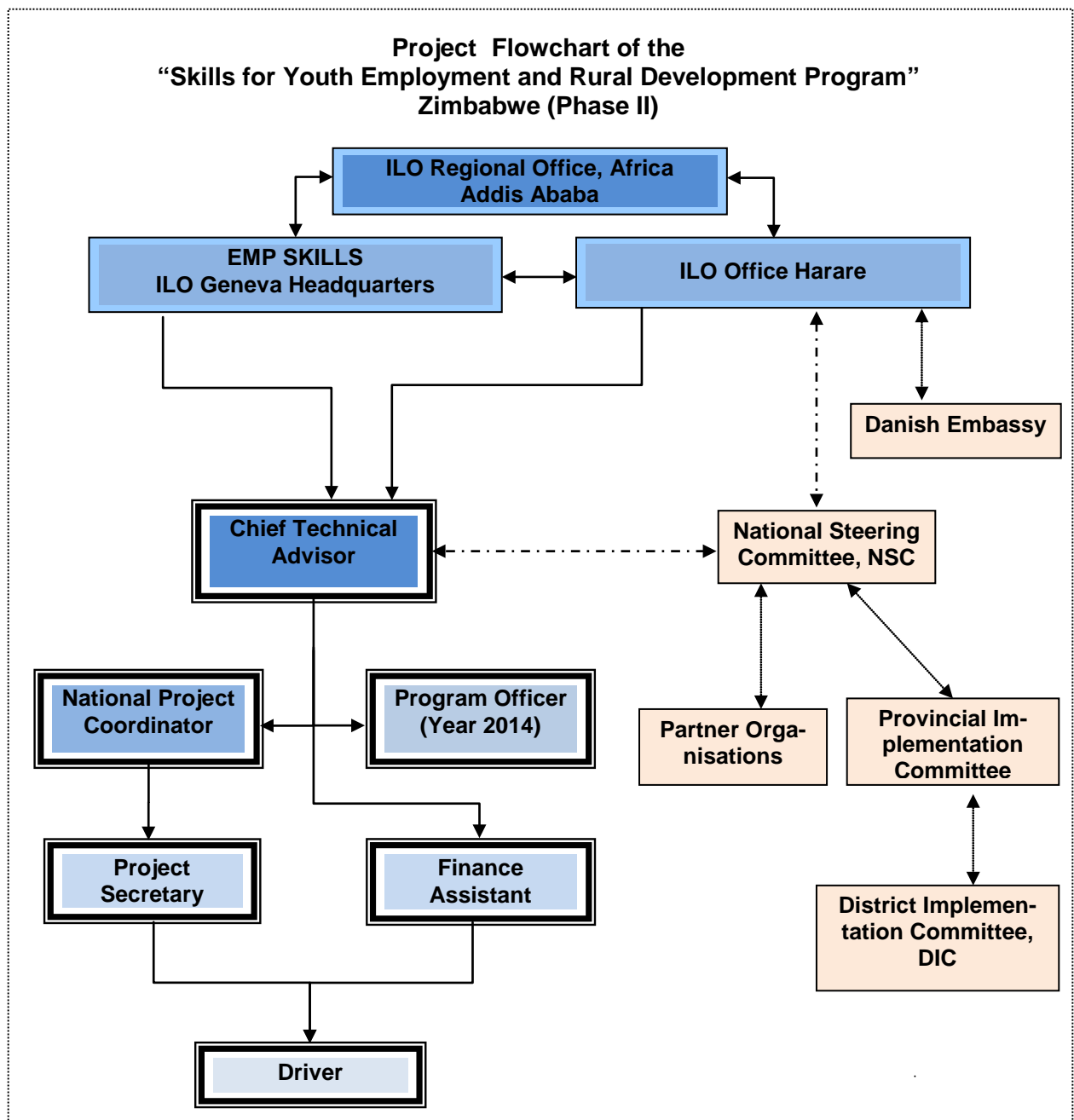
TREE trainings did not follow formal training periods and cycles. Depending on a particular activity, training was mostly provided by qualified staff of agriculture extension services, using elements of the so called farmer field school approach, developed by the FAO. Extensive follow up was provided at least throughout one agricultural growing cycle.

The chart below illustrates the skills program’s QIA activities all over the country:



Towards its end, the program is being implemented in 34 selected districts (out of 65) across all of the ten Provinces of Zimbabwe. This was achieved through expanding technical and vocational skills development to rural and urban out-of-school youth through offering demand-driven technical and vocational training in under-served rural communities, and upgrading existing informal apprenticeships in the urban areas. The following map provides an overview of the entity of QIA and TREE activities throughout the country.

The internal structure of the Project Management Unit (PMU) and its integration in the overall setting is presented in the program’s organogram on the next page.



Source: ILO Harare, October 2015

## 1.5 Results of the Mid-term Review

The mid-term review of the program was carried out by a team of external consultants between March and May 2013. Overall, the mid-term evaluation made a positive assessment of the program and concluded that it was on the right development trajectory. The following were the key findings of the review:

- **Relevance:** The program was found to be highly relevant to the needs of targeted beneficiaries as it sought to address the employment needs of unemployed youth in the targeted areas. The objectives were also in alignment with government and development partners' national priorities and policies on youth employment and empowerment.

- Validity of Program Design: The design of the program was found to be solidly valid as it was based on a sound informational base and consultations with key tripartite and other developmental stakeholders.
- Program Performance: The performance of the program at mid-term was found to be impressive as the majority of program targets had been surpassed by impressive margins. This was despite the loss of up to nine months due to the delay in approval of the program and budget. The good performance of the program was attributed to adequate technical capacity on the part of PMU staff, commitment and support by stakeholders and technical support by ILO units in Pretoria and Geneva.
- Management Arrangements: These were found to generally be effective although there was need to comprehensively and systematically document program outcomes and to ensure more participation of the youth in program structures.
- Efficiency of Resource Use: The MTR was generally satisfied with the efficiency with which program resources were utilized; with 70.2% of resources going directly to beneficiary support. The review recommended the consolidation of existing program districts instead of up-scaling to other districts in view of limited human and financial resources. A no-cost extension was also recommended to compensate for the nine months loss at the beginning of the program.
- Impact and Sustainability: The review noted that the program had high prospects for sustainability. The program had also created employment opportunities for the youth, and hence had high impact in the context of its stated objectives.

Based on the key findings, the evaluation team recommended: the non-scaling up of activities to other districts due to resource limitations; incorporation of the youth in PICs and DICs; recruitment of two program officers to support the PMU; support for integration of the TREE and QIA methodologies into national policies and strategies by the government; facilitate attitude and culture change activities towards financial borrowing and loan repayment among direct beneficiaries; mainstreaming of gender equality and equality within the program; reducing the time lag between training and access to seed capital and enhancing tracer activities; document and widely disseminate success stories and in a systematic manner.

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

This independent final evaluation has been undertaken in accordance with the Technical Cooperation Agreement between the Government of Denmark and the ILO (as stipulated in the Project Document), and the ILO Evaluation Policy for results-based evaluation of 2012, which requires a systematic evaluation of programs and projects in order to improve quality, accountability and transparency of the ILO's work.

The overall objective of the final evaluation was:

- to gather an assessment of the project's performance regarding the foreseen objectives, targets and indicators of achievement, and
- to provide strategic and operational recommendations, as well as to highlight lessons learned and approaches to sustain achievements of the project results.

The final evaluation serves two main purposes, namely to give an overview of the total life span of the project (Phases I and II), and, following the mid-term evaluation conducted in April/May 2013, to also cover all objectives and outcomes of the *Skills for Youth Employment and Rural Development Program* in Zimbabwe. The evaluation will assess key outputs that have been produced since the start of the project and the capacity development efforts made. It will also take into account the results and recommendations of the mid-term review.

Especially in the key chapter 4, which presents the essential findings, the evaluation report is structured along the following thematic areas of evaluation: (i) Project relevance and strategic fit; (ii) Validity of project design; (iii) Project progress, achievements and effectiveness; (iv) Effectiveness of project management arrangements; (v) Efficiency of resource use; and (vi) Impact orientation and sustainability (see also ToR in Annex 2).

In particular, the evaluation aimed to evaluate the following aspects:

- Achievements of defined objectives and results (objectives and outcomes) within the implementation period;
- Analysis of internal and external factors that influenced implementation of the program;
- Efficiency and effectiveness of management of operations, including staff management;
- Extent of government buy-in, support and participation in the initiative;
- Strategic fit of the initiative within the context of the Decent Work Country Program (DWCP);
- Relevance of the initiative within national development priorities and frameworks;
- Synergies with other relevant programs and activities;
- Knowledge management and sharing;
- Results-based measurement and impact assessment systems;
- Systems for risk analysis and assessment etc.

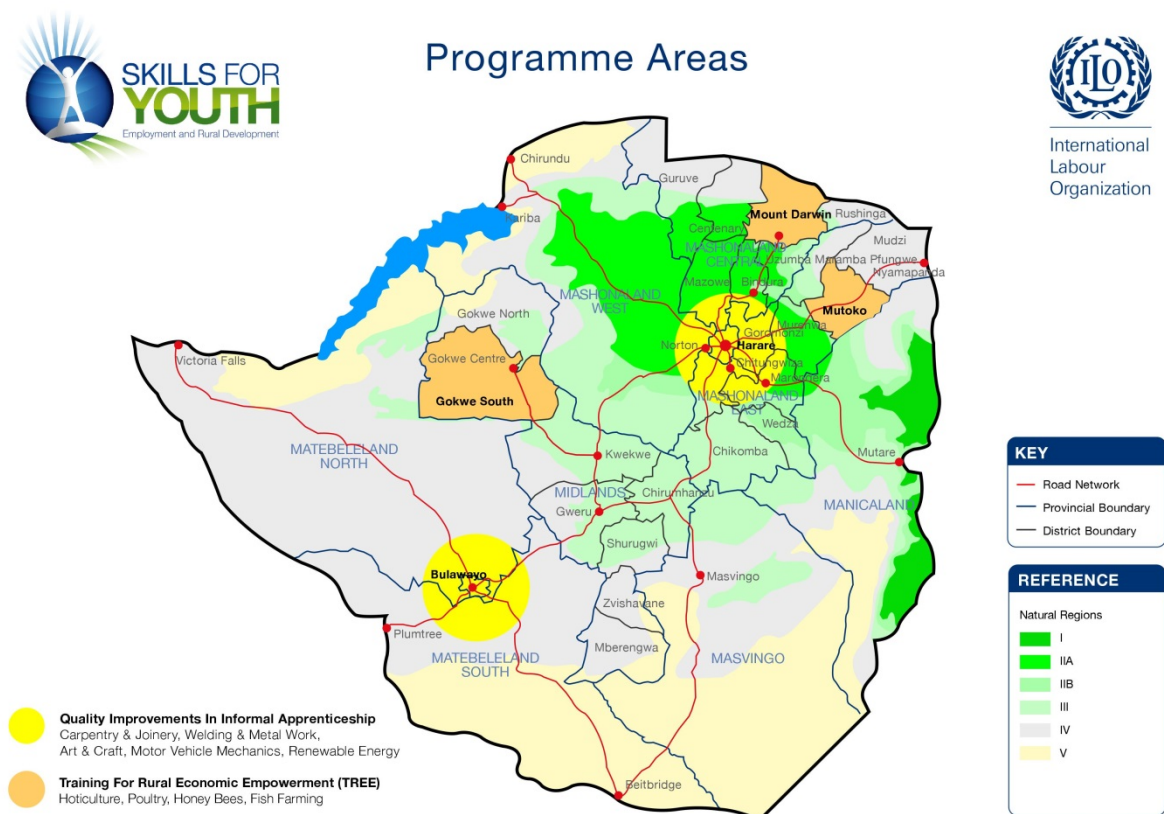
The primary clients of the evaluation are (i) the Government of Zimbabwe as the recipient country, (ii) the Government of Denmark as the donor agency, (iii) the ILO as executing agency of the program, as well as other relevant stakeholders, such as relevant ILO offices and staff involved in the initiative, including the Decent Work Team (DWT) in Pretoria, the Regional Office for Africa (ROAF), and ILO Departments at Headquarters in Geneva, particularly the Skills Development Department. However, as the program comes to an end on December 31, 2015, and an ongoing implementation is envisaged under the direct responsibility and funding of the Government of Zimbabwe, especially the tripartite constituents of the National Steering Committee (NSC), involved in the execution of the program so far, are expected to use, as appropriate, the evaluation findings and lessons learned.

### 3. Methodology

#### 3.1 Evaluation Process

The evaluation in Zimbabwe was carried out from October 12 to October 23, 2015 (excluding international travel) after a preceding consultation of relevant documents, provided by ILO. As a result of a preparation of the field mission at relatively short notice, no written inception report was scheduled to be established in the evaluation set-up.

After concentrating on interviews with ILO key staff and project stakeholders in Harare during the first days of the field mission, a total of five days was exclusively used for visiting different types of project activities on district level. The main challenge for the evaluation team was to carry out enough sampling to satisfactorily triangulate findings of sufficient primary sources (interviews and focus groups). At the request of the evaluators, the visits on district level were intensified. The following map shows the visited districts, TREE activities in orange and QIA projects in yellow. For more detailed information please refer to annex 1.



Source: ILO Harare, October 2015

A stakeholder meeting in Harare was held on October 22, 2015. Participants were the members of the National Steering Committee (NSC) as well as DIC-representatives of at least those districts visited by the evaluation team during the project visits on the ground (see map above).

## 3.2 Evaluation Methods

In accordance with ILO policy on project design, implementation, monitoring and evaluation, the evaluation team undertook the assignment in a consultative and participatory manner. The evaluation methodology comprised the following research instruments:

- Review of relevant key documents (see literature list in annex 4);
- Interviews with key national and international ILO staff in Harare and via Skype in Pretoria and Geneva;
- Interviews with member representatives of steering committees on national (NSC) and district levels (DIC);
- Focus group discussions with beneficiaries of TREE and QIA projects in the field,
- Discussions with further involved resource persons (e.g. considering micro-finance).

The interviews were conducted during the period of October 12 and October 21, 2015. A detailed overview is given in annex 1 of this report. In regard to time constraints and the mostly only one or two similar project types and activities visited, using pre-formulated questionnaires did not appear as an appropriate means. Therefore, in-depth interviews and discussions were led and structured along some major key questions.

Although no written inception report was part of this evaluation set-up, at least some methodological key aspects were agreed with the evaluation manager and ILO key staff before starting the field work.

Basically the evaluation was carried out following the DAC-criteria, mentioned in the ToR, and the respective evaluation questions. In addition, special attention was laid on the following aspects:

- The program's monitoring as well as the mid-term evaluation's structure, both of which are/were highly quantity driven. In contrast, quality aspects should be crucial for the end of program evaluation, mainly to be analyzed through focus group discussions with beneficiaries.
- Looking on the high number of trainings carried out, special attention was given to knowledge transfer and to qualitative assessments of delivered outputs (mainly in terms of trainings).
- Due to time constraints, quality-related aspects could only be assessed on the basis of random samples, but not with surveys and/or research methods of statistical relevancy.
- Besides employment also income generation was considered as one essential success factor of the program (see ToR).
- Regarding sustainability aspects, the micro-finance component (including reimbursement rates) was of special interest.
- The evaluation team consisted of one international evaluation consultant and one independent national consultant. The team carried out field visits together and did not split up to practice a job-sharing approach.
- Also financial issues (cost-benefit ratio) have been analyzed more in detail than



this has been done within the mid-term review.

The evaluation report was established together by the national and the international consultant in a job-sharing manner by jointly defining a table of content and hereafter assigning certain chapters to each of the evaluators.

### 3.3 Methodological limits of the evaluation

Regarding the widespread project activities in all ten Zimbabwean Provinces throughout an implementation period of more than five years, an overall assessment of the program at its very end could only retain and consider essential key aspects. An additional restriction was the rather short duration of the field mission of ten days only, to be divided up into an interview phase with resource persons and stakeholders in Harare, and field visits throughout the whole country. Against this background the very ambitious aim of the evaluation, lined out in chapter 2, together with the high number of evaluation questions of the Terms of Reference (ToR) could only be answered on the basis of random samples and sometimes by using so called proxy-indicators<sup>10</sup>.

All quantity-related statistical data and figures have been delivered by the particular district authorities, and were handled and documented by the project. The evaluation team was unable to validate neither data collection modalities nor collected data as such. Provided data have been embraced by using all information of the half-year reports and statistics.

### 3.4 Evaluators Profiles

The evaluation was carried out by a team of two consultants, a Zimbabwean and a German expert. The team carried out all field visits together and without splitting up.

#### Mr George Zimbizi - BSc Sociology, MSc Development Studies

Mr Zimbizi is an international development consultant with over 18 years of consultancy experience. He has carried out more than 40 program evaluations for international developing agencies, including UNDP, UNFPA, UN Women, UNAIDS, WHO, ILO, DFID, USAID, CIDA, SIDA, EU, Care International, World Vision, Cordaid and Trocaire in countries such as Ethiopia, Rwanda, Sudan, Kenya, Swaziland, Zimbabwe, Zambia, Malawi and the Dominican Republic. He has vast experience in evaluating youth employment programs and has conducted the final evaluation of the "Youth Employment Support (YES) Jobs for the Unemployed and Marginalized Young People (JUMP)" project in Zimbabwe, funded by the German government, and the mid-term evaluation of the *Skills for Youth Employment and Rural Development in Western and Southern Africa*.

#### Mr Thomas Ranz, Educationalist and Socio-Economist

Mr Ranz carried out more than 100 short-term evaluations and project preparation

---

<sup>10</sup> Indirect measure or sign that approximates or represents a phenomenon in the absence of a direct measure. Number of female members of a chamber of commerce, for example, is a proxy indicator of the percentage of female business owners or executives (<http://www.businessdictionary.com>).

missions since 1995, in the sectors of education, vocational training, micro-finance, rural and social development. For almost 20 years he had a part-time employment as project manager with AGEG Consultants eG in Germany. Thus, he has a profound knowledge of strategies, methodological approaches, administrative procedures, tools and instruments of numerous donor agencies. His working experience includes assignments for bi- and multi-lateral donors, for the NGO sector as well as for UN organisations – e.g. the final evaluation of the West-African component in the Benin Republic of the Skills for Youth Employment and Rural Development in Western and Southern Africa.

## 4. Key Findings of the Evaluation along the DAC Criteria

### 4.1 Relevance and Strategic Fit

The evaluation assessed the extent to which the program resonated with key Government of Zimbabwe national policies and strategies on youth empowerment and employment. The program's strategic fit with the development thrust of international development partners was also assessed as well as the extent to which ILO strategies are relevant to the achievement of the overall project outcome.

As already stated in preceding sections of this report, the overall objective of the *Skills for Youth Employment and Rural Development in Western and Southern Africa* was “to strengthen skills development systems that improve employability, promote access to employment opportunities and increase incomes for inclusive and sustainable growth”. The goal of the program resonates strongly with the Government of Zimbabwe's various policy commitments and programs aimed at providing decent and gainful employment opportunities for its citizens. The following are some of the government policies and programs that are in alignment with the ILO-supported skills program.

Decent Work Country Programs (DWCP): Both the 2009-2011 and 2012-2015 Decent Work Country Programs (DWCP) for Zimbabwe aimed at creating decent employment as part of government strategy to overcome poverty. The current DWCP (2012-2015) aims at “*providing lasting solutions to the unemployment challenge that the country has had to contend with in recent times*” (Page iii). One of the priority areas of the DWCP is to tackle poverty through employment creation. Priority 1 is “*Promoting productive employment and decent jobs through active labour market policies and programs*” and the following are the expected outcomes:

- Outcome 1: “Employment and decent work mainstreamed in the national development agenda and sectoral activities”
- Outcome 2: “Decent employment opportunities created for improved livelihoods and alleviation of poverty”.
- Outcome 3: “Increased employability for workers (youths, women, retrenched) for employment creation and livelihoods improvements”.

National Development Frameworks and Policies: 2010-2015: Economic policies adopted since implementation of the skills program have all been underpinned by the need to create decent employment, particularly for the high numbers of unemployed youth. The Short Term Emergency Recovery Program (STERP) I and II, launched in

2009, were meant to stabilise the economy. The Medium Term Plan (MTP: 2011-2015) was launched in 2011 and employment creation was one of the policy's key focus areas. The policy envisaged employment creation across all sectors of the economy and its recurrent theme was growth with decent employment creation. It targeted increasing formal sector employment to above 1997 levels (1,323,400) by 2015.

The Zimbabwe Agenda for Sustainable Socio-Economic Transformation (Zim-ASSET: 2013–2018) was launched in 2013 to replace the MTP. One of the priority areas of Zim-ASSET is employment creation, to be also found under the “*Social Services and Poverty Eradication Cluster*”. This cluster has human capital development as one of the key result areas. Strategies to achieve this include: development of entrepreneurial skills oriented curricula; and development of vocational and technical skills, including psychomotor (e.g. artisans). The policy document advocates improved entrepreneurial skills for tertiary students and graduates and increased special programs to empower unemployed graduates.

The Zimbabwe National Employment Policy Framework (ZiNEPF) was adopted by the Cabinet in June 2010 to integrate employment into all policy frameworks (macro and sectoral). This policy intends to leverage a decent employment-rich growth path by deliberately targeting employment-intensive sectors (e.g. agriculture, manufacturing and tourism), and processes (e.g. value chains and channels, and clusters) to enhance the employment elasticity of output.<sup>11</sup>

The National Youth Policy was reviewed in 2010 in line with the National Employment Policy Framework and the African Youth Charter by the Ministry of Youth, Indigenization and Economic Empowerment. The National Youth Policy Action Plan was developed to facilitate implementation. The policy aims at providing opportunities for sustainable livelihoods and productive employment for all young men and women. It also targets to equip young people with knowledge and skills to meaningfully participate in national development.

The National Skills Development Policy (NSDP) 2010, the Integrated Skills Outreach Program (ISOP) 2006, the Micro, Small and Medium Enterprise Policy and Strategy Framework (2008–2012), and the Zimbabwe National Gender Policy: all seek to promote decent employment through skills training for the youth.

Altogether it is obvious that the objectives of the skills program are in strong alignment with the Government of Zimbabwe policies and strategies on employment creation and skills capacity training for the youth. The final evaluation concurs with the findings of the mid-term review that the program is highly relevant to the Zimbabwean context and strategically fits and supports government efforts towards youth employment and empowerment.

UN assistance to Zimbabwe is provided through the 2012-2015 Zimbabwe United Nations Development Assistance Framework (ZUNDAF), jointly developed by the Government of Zimbabwe and the United Nations Country Team (UNCT). Amongst the priority areas of focus for ZUNDAF is support for pro-poor sustainable growth and economic development. This entails, amongst other aspects, “*increased access to*

---

<sup>11</sup> Decent Work Country Program for Zimbabwe (2012-2015)

*decent employment opportunities, especially for youths and women*” (page vii). The skills program, with its focus on youth employment creation, fits well within both, the ZUNDAF assistance framework, the Millennium Development Goals (MDGs), and the ILO-supported Decent Work Country Program for Zimbabwe. With its focus on gender mainstreaming, the skills program also resonates with the UN Joint Program on Gender Equality, whose focus is also on women economic empowerment.

The skills program strengthened the capacities of national and sub-national structures to enable these structures to effectively deliver program outcomes. Institutions whose capacities have been strengthened include the National Steering Committee, the Technical Working Group (TWG), the Provincial Implementing Committee (PIC), District Implementing Committees (DIC), Ward Implementing Committees (WIC), and Vocational Training Centres (VTC). These structures received training on the QIA and TREE methodologies and they, in turn, offered skills development training to project beneficiaries that included the youth and Master Craftspersons.

Capacity development is a recurrent theme emphasised in national policies and programs on employment creation. The current economic blue print, Zim-ASSET, emphasises human capital development to reflect the entrepreneurial thrust and capacity strengthening of VTCs, and thus to enable them to offer appropriate vocational and technical training to the youth. Both, the National Youth Policy of 2009 and the National Skills Development Policy of 2010, prioritise capacity development of youth in terms of entrepreneurial skills and VTCs so they can deliver effectively on their mandate. Hence, the capacity development component implemented by ILO is inextricably linked to national policies and programs.

The ILO *Strategic Policy Framework (2012-13) Program and Budget* sought to strengthen national technical capacities, including those of the social partners, building a knowledge base, encouraging partnership development and establishing a communication program. This supports the skills program in terms of national technical capacity development and the strengthening of the skills development systems, such as the VTCs and respective national strategies on youth employment creation.

The ILO has also been supporting a program entitled *Economic Empowerment and HIV Vulnerability Reduction along the Transport Corridors in Southern Africa Program*. The program focuses on HIV prevention and mitigation, and promotes cooperatives and associations of women and SMEs as an economic empowerment initiative. The skills program tapped into this program through business training support and skills development training. The two programs were thus mutually reinforcing. The skills program also leveraged the ILO HIV Program in terms of mainstreaming HIV and AIDS into its activities. This was in line with its target of “*contributing to HIV and AIDS responses in the world of work*”. Considered as a whole, the skills project was therefore able to leverage outcomes of other programs within ILO. To a greater extent, the ILO components were instrumental in the achievement of the objectives of the skills program.

## **4.2 Validity of Design**

The *Skills for Youth Employment and Rural Development* in Western and Southern Africa program has been designed in 2009, that dates back almost seven years.

Moreover, the program has not only been designed for an implementation in Zimbabwe, but as well in the Benin Republic and in Burkina Faso<sup>12</sup>. Generally, during recent years, the TREE methodology has been successfully mainstreamed into national policies in Pakistan and the Philippines, and it is applied in Bangladesh, Benin, Burkina Faso, Indonesia, Madagascar, Malawi, Niger, Sri Lanka, Timor-Leste, and Zimbabwe. Also the QIA approach is embedded in employment systems across many developing economies such as in Ghana, Senegal, Cameroon, and Morocco. Looking back on former planning, it becomes obvious that the program concept was built on rather strong scientific and research-based pillars, such as:

- The Africa Commission Report on Realizing the Potential of Africa's Youth from May 2009, concluding that one of the major challenges facing the African continent was (and still is) the ability to create jobs for an increasing youth population, specifically within technical and vocational skills development;
- The ILO-Employment Sector Report No. 1 on Apprenticeships in the informal economy in Africa (2008), concluding that there was need to upgrade capacity of the informal training system to provide relevant and high-quality training in order to enhance employability of apprentices and to meet labour market needs;
- The OECD Report on Promoting Pro-poor Growth Employment (2009), expressing that vocational training should respond to the needs of the informal economy and that vocational training should be part of a strategy to put countries on the track of sustainable development.

(For more details please refer to chapter 3.2.1 of the mid-term evaluation report.)

The theoretical background of existing documents was transformed to a program design, targeting strengthened skills development and improved employability, in rural and urban settings simultaneously, based on the introduction of the ILO's *Training for Rural Economic Empowerment (TREE)* methodology and the upgrading and delivery of training through *Quality Informal Apprenticeship (QIA)* in the informal economy (see details in chapter 1.3). Professional and vocational training activities were embraced on micro (or grass roots) and on macro level through an *increased capacity of rural community groups to identify local economic opportunities* (objective 1) and an *enhanced capacity of stakeholders and institutions at the national level* (objective 4). Thus, the four immediate objectives of the program were excellently interlinked with each other and allow, even today, the integration and close collaboration of players on national, provincial, district and ward level. Basically the design of the program has fully respected the priorities and needs of the beneficiary groups, thus making them a still highly effective target.

As already mentioned before, the program was designed in 2009, when project planning and monitoring was still very quantity-based. However, even for this period at least certain qualitative indicators could have been expected, providing more information on the program's impact and/or its sustainability.

The mid-term evaluation stated: "Overall, the Mission found the performance indicators as contained in the program logframe ...to have been clearly defined at all levels ...and also (to be) broadly compliant with the SMART principles of program/project

---

<sup>12</sup> In Burkina Faso implementation has been suspended and finally stopped in 2012 due to insufficient results.

management and monitoring tools”.

Although the formulated indicators of the program’s logical framework matrix (log-frame) can be called SMART (**S**pecific, **M**easurable, **A**ttainable, **R**ealistic and **T**ime-bound), they are nevertheless merely process indicators that do not allow any conclusions considering the quality of executed activities, or even the changes resulting hereof. Overall, there are three types of indicators represented in the logframe:

4. Number of ...beneficiaries, youth, crafts persons, trainings etc.
5. Percentage of ...associations, youth, women etc.
6. The third category mentions if something has been done/held/established, such as a study, a meeting, a data base system etc.

The practicality of the formulated quantity indicators is clearly proved by the six-month reports of the ILO PMU (see table in chapter 4.3).

The indicators are gender-disaggregated, especially considering key achievements under both, the TREE and QIA components, which in the logframe are set at 50% and 30% of the total number of beneficiaries. However, impact, quality and/or sustainability of the TREE and QIA activities cannot be measured with the existing indicators. Nevertheless, the (simplified) monitoring along the quantity indicators can be provided by technical Field Officers as well, instead of assuming a specialized monitoring expert. The ILO draft publication “Compendium of Most Significant Change Stories”, of September 2015, is considered to be a sort of compensatory measure, presenting particular success stories of beneficiaries in order to better reflect the quality aspects of the program – however based on individual and very positive cases.

The overall planned program timeline was five years, from early 2010 to the end of 2014, to be structured in two separate phases. A five years implementation period is comparatively long and appears adequate. However, the inadvertent loss of a total of nine months was a hindering factor for timely implementation (see details in chapter 1.4). During the mid-term evaluation in May 2013 the team noted that while the program was on its fourth year (75% of the entire program timeline), the cumulative total number of covered beneficiaries amounted only to 1,800 (approximately 50% above the cumulative target for the period 2010-2012) at that time, and that it was only 21% of the total cumulative target of 8,550 beneficiaries. Thus, the evaluation recommended a no-cost extension “at least in good time”. The achieved results so far (see achievement table in chapter 4.3), together with the expenditure overview (almost 97% of the major budget lines were used until October 2015) clearly show the no-cost extension for another year was a wise and realistic decision.

Without any doubt all pre-defined program achievements in terms of trained youth, craftspersons etc. have been far more than only fulfilled (see achievement table in chapter 4.3). Looking on the more qualitative aspects, some strengths, but weaknesses as well, can be observed:

As a fully Government-owned program - in contrast to the sister program in West-Africa - the level of identification and ownership in Zimbabwe was very high. Investing government power and available human resources and expertise into the program brought scheduled activities strongly forward, not only on national, but also at provin-

cial, district and grass roots level. In addition, the intensive use of Government-owned skills and expertise was a strong cost-reducing factor, as the program only had to make very limited use of specific expertise of the private sector in terms of additional purchase of technical services at rather high prices (which was e.g. the case in Benin). However, certain professional deficits could be observed during the field visits:

- VTC trainers (being civil servants) could also be used for informal youth training in the context of QIA activities. As a very strong point, integration of final examinations and their formal recognition and (re)integration of successful participants in formal vocational training structures (Class IV Trade Test certificates) is considered to be a very fruitful decision, offering career changers and/or overaged beginners an additional entry point to formal professional employment.
- Starter kits with technical equipment to groups of generally five successful QIA graduates have been provided in order to facilitate self-employed group activities for young professionals. However, discussions with QIA graduates of different professions always showed that no joint working came up. Instead of working together, equipment was left with one group member. Others did not join the groups. In most cases, members of former beneficiary groups did not even have any contact among each other and sometimes did not even know to where their colleagues had left. Thus, the group approach was less successful in cases where there was weak group cohesion.
- Micro-finance is an essential element for employment and income generating programs. Effectively provided micro-credits include an enormous entrepreneurial potential. However, professional development organisations strictly separate development assistance and micro-finance. Within the skills program, the micro-finance component was noted to be very weak as it was not clearly separated from training components and it was not properly synchronized with the training activities and thus did not work due to various reasons:
  - The program provided the capital stock for revolving funds of two micro-credit institutions (350,000 and 100,000 US\$). Without a clear distinction loans have been considered as grants (project money from the donor), although preceding information was clear and unambiguous. Nevertheless, especially Master Craftspersons (MCs) expected grants for offering training to the QIA trainees and for “loss of material and training time”.
  - The applied micro-finance model was group-based and used joint liability instead of individual collaterals. In contrast, the MCs had so far always been working as individuals only, but never in groups. Therefore, the inappropriate method significantly complicated the disbursement and repayment process due to lack of group cohesion.
  - At least one of the micro-finance institutions (Women Development Savings and Credit Union, WDSCU) misused provided funds<sup>13</sup>. The second micro-finance provider Micro King withdrew from further collaboration and paid back the capital<sup>14</sup>.

The program has set up a fully operational working structure, including technical skills

---

<sup>13</sup> Investigations are still under way.

<sup>14</sup> Contradictory information on reasons for doing so has been very unclear. Therefore no further explanations can be given here.

and vocational training facilities and curricula. The established monitoring structure is fully operational as it is based, together with all other facilities, on government structures. Hence, all structures for continuing and even for scaling-up the program in the near future do exist and are available, and do not require additional specialised technical skills and competencies. However, scaling-up should only be considered in the context of sufficient human and financial resources.

So far the districts made strong efforts to utilize their available technical expertise (e.g. VTC-teachers, technicians, agriculture extension services etc.). Also, their technical experts provided services to the project and in most cases worked extra hours without being paid more. Consequently, a continuity of the program under direct responsibility of the Government will request at least a bonus system and/or certain incentives to keep players of the knowledge support and skills transfer happy and engaged at a mid-term perspective.

### 4.3 Project Effectiveness

The evaluation assessed the extent to which expected outputs and outcomes were achieved, the timely delivery of outputs, as well as the quality and quantity of outputs delivered. The evaluation also assessed the nature and quality of support provided to the program by the government, and the unintended results of the project.

Overall Achievement:

As stated earlier in preceding sections, the overall objective of the program was to “strengthen skills development systems that improve employability, promote access to employment opportunities and increase income for inclusive and sustainable growth”. Three indicators anchored this overall objective. These were:

- Number of Beneficiaries in TREE and QIA Programs;
- Number of youth employed, either wage-employed or gainfully self-employed, or who have increased their income;
- Number of crafts persons who have increased their income by 10% by the end of 2014.

The following table shows overall achievements of the program vis-a-vis planned targets:

Quantity-related results of the skills program up to June 2015:

Indicators	Targets	Achievements	Achievements in %
• Number of beneficiaries in the TREE program	3,400	5,457	161%
• Total of beneficiaries in informal apprenticeships, QIA	2,000	2,667	133%
• Number of participating Master Crafts-Persons in the QIA-program	1,000	1,345	135%
• Total of beneficiaries	6,400	9,469	148%



• Number of trained partners	75	116	155%
• Number of youth employed, either wage-employed or gainfully self-employed, or who have increased their income	3,780	10,292	278%
• Number of crafts persons who have increased their income by 10%	700	2,378	340%

Source: ILO Harare, October 2015

The above table shows that all output and outcome indicators related to the overall objectives were surpassed by impressive margins. While 6,400 beneficiaries were targeted, the target was surpassed by 40%, implying that the skills program reached out to more youths and Master Craftspersons than had been originally planned. Stakeholders interviewed during the evaluation attributed this to heightened interest in the program and commitment by stakeholders, relevant government ministries at all levels, and the beneficiaries themselves.

The program targeted 3,780 young people to have been gainfully employed by the end of the program. This target was surpassed and reached 279%, as more than 10,292 youths were in gainful wage or self-employment. The overall objective of youth employment creation of the program was thus achieved beyond expectation. A total of 2,378 Master Craftspersons out of the planned 700 had their incomes increased by 10 % through support from the project.

In the following, achievements per Immediate Objective and Particular Output are systematically listed:

<b>Immediate Objective 1</b>
Increased capacity of rural community groups to identify local economic opportunities, develop appropriate training programs to access jobs and provide post-training support to community and private small-scale enterprises.
<b>Output 1.1</b>
Institutional mechanism for planning and implementation established and stakeholders' capacity strengthened in TREE methodology.

The project established institutional mechanisms for planning from national to district level. Some districts even had Ward Implementation Committees in place. A total of 348 TREE local committee meetings were held against a target of 210. Awareness workshops, project tours and training programs were conducted throughout the program areas to strengthen the stakeholders' capacities in the TREE methodology. A total of 221 reports against 154 planned were produced on workshops and learning visits. Stakeholders interviewed at all levels during the evaluation were quite familiar with the TREE methodology. For each program site local economic opportunities were identified and training needs assessed through a participatory process. A total of 29 economic opportunities and skills gap studies were completed against the 9 studies that were planned. The program planned to have 18 program areas, but achieved a total of 52. A total of 115 TREE proposals were developed against the planned 65, representing 466% of achievement. All milestones under this output were met.

### **Immediate Objective 2:**

Enabled public and private training institutions to better deliver demand-oriented services to rural, informal economies.

#### **Output 2.1**

Training programs designed and delivered to meet local economic opportunities.

As part of capacity strengthening, the program planned to train 50 TREE trainers and 75 facilitators to meet the local training needs of the beneficiaries and relevant institutions. A total of 76 TREE trainers and 116 facilitators were trained by the project, surpassing the set target by 52% and 54% respectively. A total of 3,400 youths were earmarked for training by the end of the project, and a total of 5,457 had been trained by June 2015, representing a 161% target achievement. The program planned to offer 16 TREE courses but managed to offer a total of 53 courses, which is 331% achievement. This output was thus achieved and all milestones were met.

#### **Output 2.2**

Post-training support for wage and self-employment is in place.

The program provided post-training support for trainees and MCs as part of the empowerment and sustainability initiative. The program aimed at establishing or strengthening self-help, savings and credit groups to enable these groups to gather information and mobilise micro-finance and other resources for the youth. The target was to have at least one community structure operating and providing financial and non-financial services in each program area by the end of the program. The program planned to have 56 community structures, but achieved to set up a total of 594 structures, an achievement of more than 1,000%.

The program targeted to have 75% of the TREE program beneficiaries having access to micro-finance and/or business development services such as markets, entrepreneurship and small business training. The target was surpassed by 52% (4,189 beneficiaries out of the targeted 2,738). The micro-finance component was beset with a number of challenges as explained in a preceding chapter in this report. From January to June 2015, no beneficiary accessed micro-finance through Micro-King as the contract with the institution had ended. Interviews with both, the micro-finance institution and the beneficiaries revealed there was no common understanding of the modalities of the micro-finance loans.

A total of 5,457 men and women participated in the TREE skills training program against a program target of 3,650, which represents a 150% target achievement. Post-training support was provided, but the micro-finance component was the weak link of the project.

### **Immediate Objective 3:**

Strengthened systems of informal apprenticeship through upgrading the skills of Master Craftspersons and apprentices, while facilitating access to new technologies.

#### **Output 3.1:**

Knowledge on the range of informal apprenticeship vocations and sites improved for program planning and evidence-based advocacy.

Six workshops and three study tours were planned for to improve knowledge on the range of informal apprenticeship vocations and sites. The program also planned to have 11 vocations and a roster of 2,000 MCs in the database by the end of the program. Thirty workshops were conducted, 14 study tours were undertaken and 15 vocations were achieved. Hence, all output targets were exceeded by the program.

A study on the knowledge of the range of Informal Apprenticeship Vocations and MCs in Bulawayo and Harare was carried out in March 2011. A situation analysis and institutional mapping for the skills program was also carried out in 2010. An economic subsector analysis of projects under the skills program was also carried out in September 2015. As of June 2015, a database with a roster of 2,378 MCs had been established. A compendium of stories of most significant change entitled “Transforming Lives: One Youth at a Time” was compiled, showcasing changes brought about by the skills program in the lives of the beneficiaries.

### **Output 3.2:**

Awareness and attitudes towards Informal Apprenticeship among Youth, Policy Makers and Communities improved.

The programs intended to create awareness and improve attitudes of youth, policy makers and communities on informal apprenticeship. Three youth opinion surveys were planned, but only two were carried out during the duration of the project. At the baseline in 2010, only 7% of the youth considered informal apprenticeship as a means of gainful employment, and this proportion remained the same for 2013. The target was to have 20% of the youth considering informal apprenticeship as a form of gainful employment, but in 2015 the reports show that 0% made this consideration.

### **Output 3.3:**

Quality and relevance of informal apprenticeship improved.

To improve the quality and relevance of informal apprenticeship, the program planned to enrol 1,000 MCs by the end of the project. A total of 1,345 MCs have been enrolled into the program, surpassing the target by 34%. A total of 2,200 young people were to go through technical orientation and this target was surpassed by 21%, as a total of 2,667 youths went through the orientation. The program planned to select 11 vocations, but ultimately 15 were selected.

1,450 youths were earmarked to have informal apprenticeship contracts and this target was again surpassed by 84%. A total of 2,100, or 70% of the QIA beneficiaries, were targeted to have access to micro-finance and/or business development services (BDS) by the end of the project. However, only 2,710 - or 90% - managed to access the services during the duration of the project. It is not clear how many of the QIA beneficiaries received micro-finance loans or BDS, as the figures for these two services were unfortunately aggregated in the planning documents.

#### **Immediate Objective 4:**

Enhanced capacity of stakeholders and institutions at the national level to apply tools, methodologies and strategies developed under the program for broader outreach.

#### **Output 4.1:**

Stakeholders sensitized on tools and methodologies of the program as well as lessons learned.

A number of activities were planned for knowledge sharing, including workshops on lessons learned, good practices, policy measures, as well as site visits and study tours. Eight knowledge sharing workshops were planned for the duration of the project and a total of 16 workshops were held, representing a 200% achievement. A total of 823 stakeholders' middle and top level managers were sensitized in lessons, tools and methodologies of the skills program against a program target of 120. 34 program site visits were planned, but only 32 (or 94%) were conducted.

The program planned to have 12 journalists write stories on the impact of the program. A total of 40 journalists participated in a media sensitisation workshop in 2013. A total of 31 stories were written about the project. The indicator, however, should have been on number of stories written on the project rather than on number of journalists.

#### **Output 4.2:**

**Monitoring and Evaluation System developed**

The program developed a Monitoring and Evaluation (M&E) system for effective tracking of results and monitoring of implementation. A total of 24 baseline studies on new project opportunities were carried out to measure the selection of viable economic activities for the project beneficiaries. All developed tools under the framework are now fully integrated in the reporting system of the project. However, the term "reporting" is far more appropriate than the ambitious term "monitoring".

Four databases were established against the planned three. A website has been developed and it contains stories and photographs of project activities. The website is linked with the ILO websites. A total of 49 stories of change were collected.

Quantitatively almost all pre-defined output targets under the four objectives of the program were exceeded. This, in general, represents excellent performance by the program, attributable to enhanced implementation structures, good coordination and commitment at all levels.

Overall, the program has managed to make 10,292 beneficiaries wage-employed or gainfully self-employed, or to make them increase their incomes. This is evidence that the skills development initiative of the program has generally been effective, as beneficiaries are now able to find employment or engage in meaningful income generation activities that enable them to sustain their lives. Collected "change stories" underline significant changes in the beneficiaries' lives as a result of participating in the program. Changes captured include increase in income, improvement in quality of life, accumulation of assets and improved knowledge on business management.

The majority of beneficiaries interviewed during the evaluation generally were satisfied with the quality of delivered outputs.

Training institutions were also supported by the program to effectively deliver on their mandates. Overall, the institutions were happy with the quality of outputs and outcomes of the project, as they have managed to produce graduates that are now economically active. Some of the institutions have also received equipment that will enhance service delivery. Some of the VTCs, however, expressed reservations about delays in getting promised funds from the program. Although some of the training institutions had to take extra students from the program, adding to their normal student load, the trainers did not get compensation for working extra hours. This needs to be looked at in future to make the skills training program sustainable.

The informal apprenticeship system has been strengthened through the delivery of quality outputs. The training has ensured that the quality of products was improved, both for the MCs and the apprentices themselves. Common Facility Centres have also enabled the MCs and apprentices to have access to new technology and equipment at subsidised rates, thereby enhancing the quality and competitiveness of their products.

Gender was mainstreamed in the program as part of efforts to ensure that men and women benefited equally from the program. In the TREE program there was gender parity as 50% of the participants were women, while in the QIA program only 30% of the participants were female. There are fewer women who participated in QIA as some of the trades, such as carpentry and welding, are traditionally considered male professions. One MC in Bulawayo noted the following:

“It is difficult for women to come and work here as carpenters or welders because this is dominantly a male environment. We had some young women who were interested, but they dropped out because the environment was not friendly to them. Men could make crude and sexist jokes, which made the young women feel uncomfortable and hence you find very few women participating in these male dominated trades.”

The male dominated trades are the more profitable trades, and hence women lose out on viable opportunities because of these unfavourable gender dynamics. More efforts are needed on creating gender equality awareness within the program. Some women pulled out from training programs and income-generating activities because they did not have anyone to leave their babies with, or they would attend training sessions late because of the burden of household chores.

The government was fully committed to the program and provided maximum support. Through the tripartite program structures from national to district level, the Government actively supported the program as well as the employers and labour. The NSC, TWG, PIC and DIC structures were government-driven and supported by various line ministries from the Government. In the meantime, the TREE and QIA methodologies have been adopted as government strategies for youth employment creation. Also other stakeholder programs, such as the *Joint Program on Gender Equality* have also adopted the TREE methodology for rural economic empowerment.

Almost all the results of the project were planned and intended. There was, however, a challenge regarding the micro-finance component of the program. Although ILO

and its tripartite stakeholders planned to have beneficiaries access loans from the two contracted micro-finance institutions, there was a general perception from the beneficiaries that the funds were “grants, from ILO the donor”. This cultivated a sense of dependency, where some of the loan recipients were reluctant to pay back the loans because of this misconception. This also created tension between the micro-finance institutions and the beneficiaries.

#### 4.4 Efficiency of Resource Use

Among the so called DAC-Principles the efficiency criterion is the most understood. It is often mixed up with efficiency aspects. On their website, the Development Assistance Committee (DAC) of the Organization for Economic Cooperation and Development (OECD) defines the term “Efficiency” as follows<sup>15</sup>: “Efficiency measures the outputs -- qualitative and quantitative -- in relation to the inputs. It is an economic term, which signifies that the aid uses the least costly resources possible in order to achieve the desired results”.

The evaluation team was neither able nor requested to carry out a specific “value for money audit”. Consequently only punctual field level observations and views of some key observers among members of the NSC and other resource persons were the source for plausibility checks of certain aspects. The table below provides an overview of expenditures made until October 2015, two months before the program’s end.

Expenditure table:

	Allocation	Expenditure	Balance	% Usage
Staff Costs	2.019.784	1.888.788,40	130.995,60	94%
Programme Costs	3.663.173	3.526.501,33	136.671,67	96%
International Consultants	81.623	81.423,00	200,00	100%
National Consultants	355.166	346.116,00	9.050,00	97%
Evaluation	53.999	31.230,45	22.768,55	58%
Equipment and Furniture	214.331	212.330,81	2.000,19	99%
Operation & maintenance of Equipment	124.197	117.299,31	6.897,69	94%
Sundries and Miscellaneous	209.809	202.526,67	7.282,33	97%
Rental of Premises	143.340	142.376,29	963,71	99%
Provision for Cost Increase	16.214	-	16.214,00	0%
<b>Grand Total</b>	<b>6.881.636</b>	<b>6.548.592,26</b>	<b>333.043,74</b>	<b>83%</b>

Source: ILO Harare, October 2015

The table clearly shows that the initial financial allocation has been properly used to provide the necessary support and to achieve the project objectives. All major budget lines have been respected without any overdrawing.

The manifold activities funded by the program - meanwhile all ten Provinces of Zimbabwe (see map in chapter 1.4) - do not allow detailed insights into the cost awareness of project management to the evaluation team. This would request a financial auditor. However, as a proxy-indicator (see definition in chapter 3.3) for cost-efficient

<sup>15</sup> <http://www.oecd.org/dac/evaluation/dacriteriaforevaluatingdevelopmentassistance.htm>

use of financial resources repeated statements made by partners and beneficiaries can be understood as evidence for clear, strict and correct administrative procedures.

The mid-term evaluation certified the program performed well, despite the inadvertent loss of implementation time of up to nine months, and proposed a no-cost extension of another twelve months (see chapter 4.2). The presented expenditure table above now proves fully timeliness of expenditures towards the end of the program's life span, as a result of a significant acceleration of implementation activities on the ground. Numbers of different types of beneficiaries to be covered by the program surpass their attended numbers in a range from 133 to 165% (see overview table in chapter 4.1). The over-fulfilment of scheduled activities within the available budget lines can also serve as a proxy-indicator for an efficient utilisation of project resources to deliver the planned results.

The total budget for the Zimbabwe program component is US\$ 6.881 million US\$. Of this amount, approximately one third was for phase I (2010-2011) while the balance, approximately two thirds, were earmarked for phase II (2012-2015). Considering the ratio of transaction costs versus beneficiary support, the mid-term evaluation formulated - on page 47 of its report: "The mission observed that the program was doing fairly well with approximately 70.2% of the budget going towards direct support of beneficiaries in a variety of ways including sensitization and mobilization, seminars, workshops, training/capacity building, extension services, business financing and study tours among other things". Unfortunately, the expenditure table at the beginning of this sub-chapter, updated and delivered by the PMU in mid-October 2015, does not at all confirm the statement of the mid-term evaluation. However, the major budget lines do not seem to have changed significantly since that time in terms of allocation of funds. Eventually the realized expenditures per budget line at that time led to the highly problematic interpretation.

The expenditure table mentions only one summarized budget line for so called program costs. All other budget lines ultimately contribute to implementation and must be defined as transaction costs. This accounts for a budget ratio of 50:50, transaction costs versus investments to beneficiaries at a total budget of 6.881 US\$.

Regarding the different project implementing structures, such as multilateral, bilateral, NGO technical assistance, and comparing it with the UN structure, it is obvious - even without detailed research efforts - that transaction costs with the UN are by far the highest ones. At a mid-term perspective this includes an increasing risk for a worsening competitive position for UN organizations as implementing agencies. The high exchange rates for US\$ constitute an additional risk factor. However, measures for future program implementation at lower costs appear highly appropriate.

The program's human resources comprise a very small core team of three staff members only, forming the PMU. This is namely the CTA, the NPC, and a financial administrative assistant. This core team is completed by two support staff, a driver and a secretary (see flowchart in chapter 1.4). An additional project officer for monitoring tasks was employed as a result of the recommendations of the mid-term evaluation. However, he left the PMU after one year only and has not been replaced.

The team is backstopped by the ILO Skills Development Specialist from the DWT-

Pretoria Office and is administratively supported by the ILO Director's Office in Harare. Further, the team is also supported by stakeholder organizations at national, provincial, district and community levels, in particular the field officers seconded to the program by key stakeholder government ministries.

The skills program in Zimbabwe could make use of technical and administrative government resources to very large extent without having significant additional expenditures. This was, for example, not possible within the sister program in the Benin Republic, where most of the technical and skills expertise had to be bought in terms of consultants, specialised technicians and entrepreneurs. Besides extensive tendering and contracting, to be carried out by the PMU, this practice caused very high expenditures for technical expertise. From this perspective the strong government ownership and engagement on various levels of activity constitutes a considerable added value, which does not form part of the monetary budget breakdowns. The synergetic contributions by government structures in Zimbabwe therefore are a significant contribution to the program's overall success.

PMU key staff is considered to be technically very qualified and committed to program activities, nevertheless their capacity in terms of numbers is seriously strained by program work load as a result of the activities in currently 34 (out of 65) districts across all ten Provinces of the country.

The mid-term review recommended the recruitment of two additional program officers, to assist in implementing program activities in the current outreach of districts. One should be stationed in Bulawayo in the Southern region of the country and the second one in Manicaland in the Eastern region. This recommendation has been retained only partly in terms of the recruitment of a project officer for monitoring tasks in 2014 (see as well flowchart in chapter 1.4).

#### **4.5 Effectiveness of Management Arrangements**

As already mentioned, the PMU, which is essentially the secretariat for the program, comprises only two professional technical and highly qualified ILO staff; namely the CTA and the NPC. They are supported by a financial assistant, a secretary and a driver. Already the very limited human resources of the PMU clearly show that monitoring of a program that is carried out countrywide cannot at all be organized properly. And, as already mentioned before, an additional project officer for monitoring tasks left the PMU after only one year and has not been replaced. Monitoring results, documented in the progress reports, are almost of quantitative nature only. They concern cumulated figures, provided by the particular field officers and DICs. Impact monitoring cannot be provided by a PMU with two key staff only. Recommendations of the mid-term evaluation for recruitment of two additional project monitoring officers, to be based in two main regions of project implementation, were not retained<sup>16</sup>.

The monitoring and evaluation system in place can only assess the effectiveness of the trainings to a certain extent, as the monitoring is more a "reporting" than a monitoring, based on qualitative indicators. However, also here proxy-indicators as a re-

---

<sup>16</sup> ...there is need to recruit two program officers to assist the NPC for effective roll out of program activities in the current expanded regional coverage (32 districts), mid-term evaluation report, 2013.



sult of randomised focus group discussions prove successful training results:

- Only very few QIA apprentices leave trainings during the process. The drop-out rate does not exceed 10%.
- Once finalized the VTC training phase of three months, almost all apprentices manage to achieve their graduation.
- Considering TREE, together with technical skills trainings, especially the income-generating aspects and access to land seem to keep trainees together.

Regarding the longstanding, scientific and systematic development of the TREE and QIA approach, including existing methodological and didactical training materials, quality and impact monitoring is not required to be carried out in a too systematic way. Nevertheless, it at least needs to be based on certain accompanying randomized monitoring visits, to be carried out by specialized key staff. Initiated studies and research work, such as economic sector analyses, impact studies or "*Highlights of the Opinions and Attitudes of former Trainees*" can only partly replace and compensate lacking follow-up in terms of frequent monitoring.

Generally said, the applied monitoring system is not appropriate to provide impact-related information on trends and/or phenomena, caused and/or influenced by the program. Here just two examples:

- Some trained beneficiaries of TREE and QIA activities "disappear" after their trainings. It was assumed that many of them went to South Africa for job reasons.
- Numerous group-based activities, initiated by the program, were maintained after a certain time by individuals only.

In terms of its role as the secretariat, the PMU is under the overall guidance of the NSC, which comprises twenty members, representing various national stakeholder organizations - including government, employers, workers' unions, civil society and the private sector. The NSC is technically supported by a technical working group, comprising fifteen members - drawn from the same set of organizations as the NSC. At the field level, the PMU works through Provincial and District Implementation Committees (PICs and DICs) and is supported by a total of 39 Field Officers from key stakeholder Government ministries that assist in monitoring of program implementation and preparation of monthly reports. The afore-mentioned partner structures are highly committed to the program and the PMU is receiving strong support from its national partners. Support of implementing technical partners sometimes depends on the level of motivation and commitment of the particular DICs. Altogether, the political willingness of relevant stakeholders to progress the program and its activities is very strong.

The PMU is technically backstopped by the Skills Specialist based in the Decent Work Team (DWT) office in Pretoria and the Skills and Employability Department in Geneva (EMP/SKILLS). Administratively it is supported by the ILO-Harare Country Office. It is even sharing the office with the ILO Country Office in Harare.

In terms of knowledge management and information sharing the program has maintained a highly attractive platform by developing the website *Skills for Youth* (<http://www.africayouthskills.org>), which makes information and resources available to the public in order to be transparent and demonstrate good governance. This resource site also includes an interactive social network component, where the youth is

able to upload resources, interact through blogs, and share their stories and experiences.

#### 4.6. Impact orientation and sustainability

The sustainability assessment was meant to gauge the extent to which program impacts and benefits will continue to accrue at all levels after official external support for the project has ended. In this context, the final evaluation mission concurs with the assessment of the mid-term evaluation that the *“activities of the skills program have high prospects for sustainability beyond its shelf life, and also high potential for outreach and long term impact through multiplier effects as a result of the enhanced capacity of local institutions to identify local economic opportunities, develop training programs and deliver demand-oriented services to rural, informal economies”*. However, to increase effectiveness of results and sustainability potential, the following steps are recommended:

- Value chains within the project need to be developed from beginning to end. The evaluation established that value chains, such as honey production, were not fully developed in program areas such as Gokwe, because the producers were struggling to establish a viable market. The DIC, PIC and TWG need to fully develop all value chains so that project beneficiaries can run viable enterprises. Without fully developed value chains, some of the income-generating activities may collapse in future.
- A viable micro-finance mechanism needs to be put into place to enable project beneficiaries to access affordable loans for investment into their enterprises. Without financial support, the sustainability of some of the enterprises will be at risk. Access to micro-finance will also act as an incentive for Master Craftspersons to continue supporting the training of informal apprentices.
- VTCs need financial support from the Government to take on extra loads of students participating in the skills program. Staff members from VTCs were taking on extra students without being compensated for their time and effort. In future, increased commitment from training staff could be enhanced through financial compensation for extra work.
- Financial support from the Government is essential to keep the skills program going. The commitment of half a million US\$ by the Government for the current budget is a positive step in the right direction for the program. With continued financial support from the Government, the national and sub-national structures such as the NSC, TWG, PICs and DICs will be kept intact and continue to support program activities. Financial support will also enable DICs to properly monitor program activities in a reliable manner.
- More collaboration and synergies with other development partners and programs is needed to support the activities under the skills program. Currently, collaboration with organizations such as SNV, Young Africa, Aquaculture Zimbabwe, Beekeepers Association of Zimbabwe SNV Netherlands, the UN Joint Program on Gender Equality (JPGE) and UN Women is bringing positive results. More engagement with the private sector, in terms of backward and forward linkages, is essential for program sustainability.

There is need to increase the capacity of stakeholders and beneficiaries on the as-

pect of access to micro-credit. With this capacity, a sustainable model for micro-finance can be developed and beneficiaries trained on how to sustainably run their loan portfolios. A change in attitude is a process that needs to be triggered so that beneficiaries can responsibly service their loans and to shake off the “dependency syndrome”, where beneficiaries have a sense of entitlement to perpetual support and grants. Market development for under-developed value chains is also critical for the project’s success. Program participants need to be further equipped with value adding skills so that they can produce high value products that can find their way into the formal market. This will create strong linkages with the formal market and increase revenue streams for the program beneficiaries.

The level of competence of implementing agencies and stakeholders was found to be very high. Through the training, the implementing agencies have mastered the skills program methodologies, which is evident in the productivity levels of the beneficiaries. There is however need to outsource skills that are not easily available within the current program structures, and to do so at an early stage, before activities are lacking professionalism and technical capacity, and thus get stuck (e.g. the development of the honey production value chain would have needed continuous external support).

As has already been mentioned, continued financial and technical support from the Government, improved linkages with the private sector, creation of synergies with other development partners and programs, development of under-developed value chains, developing of a sustainable and accessible micro-finance model, and cultivating positive attitudes of beneficiaries towards loans are some of the key actions required to sustain the achievements of the project.

The program strategy of participatory tripartite collaboration, creation of implementing structures, participation of key stakeholders at all levels of the program, and ownership of the program by the Government and its social partners are some of the key tenets of the program sustainability. The program strategy and management are structured in a manner that can steer the program towards both, impact and sustainability.

## **5. Conclusions**

### General aspects on national level:

1. The project was very relevant in the context of high unemployment rates amongst the youth in the country and had the full support of government, labour organisations, employers, development partners, civil society, local leaders and the youth themselves.
2. The project is government-owned and driven. It used national structures, such as the NSC, TWG, PIC, DIC and WIC. This is the key for its long-term sustainability.
3. The project created linkages between the informal sector and the formal sector by training youth through both, formal and informal, institutions, and giving them qualifications and certificates that could facilitate their entry into the formal sector (e.g. grade four certificates).
4. Focus on rural areas (TREE methodology) is very commendable as it aims at creating employment in remote parts of the country, using locally available re-

sources, curbing rural-urban migration and empowering the youth within their respective communities.

5. Micro-credit is a key component in income-generating programs. However, in this project this element was noted to be very weak, as it was not properly synchronized with the training activities and did not work due to various reasons:
  - Lack of a common understanding of the modalities of the micro-finance scheme (Master Craftspersons and youth, as well as some district structures understood the micro-finance loans to be grants, based on initial communication from ILO).
  - Misuse of the funds by one of the Micro-finance institutions.
6. The programme accessed available technical expertise from various government departments and VTCs. However, it was noted that some of the expertise available was not sufficiently adequate and/or technically sound for some of the programme components (e.g. bee-keeping value chain).
7. Monitoring was to a very large extent provided by government structures (these monitoring structures will continue after the end of the project). However, the monitoring mainly focused on quantitative information and laid a limited focus on quality, sustainability and impact.
8. Considering monitoring, the Mid Term Evaluation recommended the establishment of an M&E post. This was temporarily done, but the person only was in position for one year, leading to late capture of certain indicators of progress and delays in taking remedial action where the program progress was not going according to plan.
9. Expenditures on administrative level and transaction costs of the project vis-à-vis project implementation costs appear to be high.

#### Aspects on district level:

10. In general, district stakeholders delivered on their promises and supported the project through providing land, technical expertise and working shelters for the project youth.
11. Districts made strong efforts to utilize their available technical expertise (e.g. VTCs, line ministries). Their technical experts provided services to the project and in most cases worked extra hours without being paid more.
12. Monitoring of the project by the DICs significantly varied by district, depending on the motivational and commitment levels of particular DICs.
13. Technical planning of the projects was done at district level. In some cases however, the planning did not fully take into account all the stages of the value chain (e.g. production, transformation, and marketing).
14. The Common Facility Centres were found to be an innovative way for ensuring that beneficiaries access high-value equipment at concessionary costs to improve the quality of their products.

### Implementation / beneficiary level / TREE and QIA:

15. The selection of income-generating activities in the TREE programme was based on an assessment of locally available resources, local expertise and existing market opportunities, thereby making interventions suited for the local context.
16. After taking into account that some youth had limited access to land, the project innovatively engaged youth without access to land in processing, value addition and marketing of agricultural products, thereby creating linkages between the producers and marketers.
17. The level of commitment by the beneficiaries of the project was found to be generally high. For example most QIA trainees managed to complete their training and received formal certificates.
18. Master Craftspersons (MC) expected grants for offering training to the QIA trainees for “loss of material and training time”. And, the applied micro-finance model was group-based. In contrast, the MCs had, so far, always been working as individuals. Thus, the inappropriate method significantly complicated the disbursement and repayment process due to lack of group cohesion.
19. In principle, the distribution of the start-up kits to groups was a good idea, but lack of cohesion amongst the groups and migration often left the tool kits in the hands of a few members only.
20. Insights from Focus Group Discussions (FDGs) with beneficiaries showed that the training had very different outcomes for different individuals, depending on particular business capacity and commitments.
21. FDGs revealed that project beneficiaries had not gone through gender training and had limited awareness to gender equality issues and related rights. Gender-related conflicts are likely to result from success of the project, as women get economically empowered. Some women pulled out of the attachment with Master Craftspersons due to an unfriendly patriarchal environment.

## **6. Recommendations and Perspectives**

Considering that the project is coming to an end in the next two months, the following recommendations will not focus on operational issues, but on higher-level strategic and policy issues.

1. Given the successes of the project, the justification for scaling-up is clear. However, scaling-up should only be considered in the context of sufficient human and financial resources.
2. To ensure that there is a common understanding of the project model and design across all levels, a clear communication strategy is needed, where all stakeholders at all levels receive accurate information about the project. Where changes in program design occur, such changes must be communicated to the stakeholders as soon as possible and justifications provided for such changes.
3. Planning for different interventions of a future project should be holistic, and take into consideration all components of the value chain. Where technical expertise is lacking amongst government departments, such expertise should be sourced at an early stage from outside, instead of proceeding with deficient know-how. New projects could leverage expertise from other agencies too, such as from FAO.

4. As the programme is coming to an end, there is need to consolidate at least some outstanding issues, which are critical before closure (e.g. gardening project without drilled borehole in Gokwe).
5. If the programme is scaled-up, there is need to integrate the micro-finance component in a structured, professional and sustainable manner to ensure financial support for the programme beneficiaries following the provided trainings.
6. There is an essential need to establish an independent working unit with a strong mandate for periodic impact monitoring, in order to take corrective measures for consolidation and/or rebalancing of upcoming challenges and deviations from the plan.
7. Targeting for new projects should be informed by lessons learned and research studies, done on viability of income generating projects (e.g. Economic Sub-sector analysis, ILO, September 2015).
8. Gender mainstreaming in the programme needs to be strengthened to ensure that the programme will not have unintended results such as (i) Gender Based Violence emanating from the empowerment of women, (ii) women being asked to pull out of project activities by their husbands, or (iii) because they have no one to take care of their babies, and (iv) women turning up late for training because they carry the burden of household chores. Gender-related rights awareness was noted to be low, resulting in some women quitting their attachment with Master Craftspersons because of patriarchal attitudes and discrimination. A gender mainstreaming strategy is needed for a programme of this magnitude.

## 7. Lessons Learned

1. The program implementation in Zimbabwe can be called a best practice model in view of the very high ownership on national, but also on district and grass-roots level. Together with a comparatively high level of technical and administrative capacity, and clear and binding mandates for delegation of tasks and duties, the organisational set-up of the skills program in Zimbabwe could serve as a model for future program implementation, together with a real tripartite steering committee. Nevertheless, it is clear that strengths of this setting can only be used to a certain extent for future implementation, as it is largely the result of a very country-specific situation. However, an in-depth analysis, asking why things went well in Zimbabwe, and to what extent they can be replicated in other partner countries, is worth to be done.
2. The high level of delegation of program implementation to local government structures, as well as the intensive use of available government training facilities, technical expertise and skills is highly appreciated. However, when strongly delegating program implementation, at least monitoring structures should be kept in hand and not be outsourced to partner structures at the same time. This is of particular interest when an impact monitoring shall be used for measuring significant changes at an early stage. But, to be clear, setting-up an impact monitoring would, first of all, consider the definition of qualitative indicators in the program planning documents instead of purely quantity-related ones (number of..., percentage off... etc.).
3. Micro-credit is a crucial and highly synergetic instrument for income-generating programs and it should not be left out. Yet, micro-credit must be completely sepa-

rated from development activities (such as e.g. trainings etc.) and it must be professionally managed. Collaterals, reimbursement schedules, and potential sanctions in case of non-reimbursement must be communicated without any ambiguity at an early stage.

4. Similar nationwide-operating large scale programs should better define their strategies in terms of group-based or individual targeting. Using a group-based approach for individual beneficiaries without any previous group-experience (e.g. Master Craftspersons) cannot work successfully. Defining group-based organisational structures as a binding requirement for benefitting from project activities (e.g. credits) can only have little impact.
5. Transaction costs of 50% and more of an available budget of programs of several years, managed by a PMU, composed by very small numbers of key staff, is no longer up to date from the perspective of many donors. In view of a more efficient use of rare and expensive management resources, elements of lean management could be evaluated in view of their appropriateness, such as:
  - Local project manager plus regular coaching through ILO HQ, RO or CO;
  - Part-time CTA, in charge for several (if possible neighbouring) projects at the same time;
  - Intermittent short-term consultancies based on detailed periodical work plans, to be established together with project staff;
  - Outsourcing of program implementing structures to avoid applying the very costly rules and regulations of the UN head-offices.

## Annex 1: Itinerary and List of People Interviewed

	Date	Name	Organisation	Position	Place
1.	12/10/15	Manzoor Khaliq	ILO	CTA	Harare
2.		Musitaffa Mweha		Programme Officer (Skills Programme)	
3.		Adolphus Chinomwe		Programme Officer	
4.		Simba Sibanda		Programme Assistant	
5.		Idah Chimedza,		Programme Officer HIV/AIDS Programme	
6.		Eliam Mahohoma		Programme Officer	
7.	13/10/15	John Mufukare	Employers' Confederation of Zimbabwe (EMCOZ)	Executive Director	Harare
8.		Tonderai Matongo		Labour Market Information Officer	Harare
9.	13/10/15	Elijah Mutemeri	Zimbabwe Congress of Trade Unions (ZCTU),	Projects Coordinator	Harare
10.	13/10/15	Maria Mutandwa	ILO	Joint Programme on Gender Equality (JPGE) focal person	Harare
11.	13/10/15	George Magosvongwe	Ministry of Youth Development Indigenization & Empowerment	Permanent Secretary	Harare
12.		Simon Masanga		Principal Director	Harare
13.		Elias Murinda		Director	
14.		Cephas Nyoni		Deputy Director	
15.		Simon Jengwa		Acting Director	
16.		Abba Paradza		PDO	
17.		Mathias Tongofa		Deputy Minister	
18.	14/10/15	Tamirira Rusheche	Micro King	Managing Director,	Harare
19.	14/10/15	Grace Kanyai	Ministry of Public Service, Labour and Social Services	Registrar	Harare
20.	14/10/15	Group Discussion with 8 DIC Members	DIC Mutoko	DIC with Members	
21.	14/10/15	FGD with project participants Nyadire Chimurenga Ward (25) in Mutoko	Project participants-Horticulture		Mutoko
22.	14/10/15	FGD with project participants Chatora, 2 Irrigation Projects	Horticulture		Mutoko
23.	15/10/15	Skype interview with Jim Windell, ILO Geneva		Skills and Employability Department	Geneva
24.	15/10/15	Meeting with National Steering Committee			Harare
25.	15/10/15	FGD with 9 DIC members, Board Members and Master Craft Persons in Glenview			Harare
26.	15/10/15	FGD with 7 QIA trainees doing steel fabrication and carpentry in Gelenview			Harare
27.	15/10/15	Skype interview with Ashwani Aggrawal		Skills Specialist-DWT	Pretoria
28.	16/10/15	Hopolang Phororo, ILO		Director-Zimbabwe	Harare
29.	16/10/15	Meeting with 8 DIC members		DIC members-Shamva	Shamva
30.	16/10/15	FGD with 5 Project Participants in Shamva	Project Participants-Poultry Project, Mushowani Ward 5		Shamva



31.	16/10/15	FGD with 7 Project Participants in Shamva	Project Participants-Poultry Project, Bradley Ward 7		Shamva
32.	17/10/15	Discussions with Youth Officers in Nyanga - potato project			Nyanga
33.	17/10/15	FGD with 10 project participants-Potatoes			Nyanga
34.	18/10/15	Travel from Mutare to Bulawayo			
35.	19/10/15	FGD with 13 PIC-Bulawayo			Bulawayo
36.	19/10/15	Discussions with 2 project participants (catering and carpentry) at Sizinda VTC			Bulawayo
37.	19/10/15	Visit to Common Facility Centre at Kelvin Industrial Complex. FGD with 4 project participants (carpentry and welding)			Bulawayo
38.	19/10/15	FGD with 7 programme participants at Lobengula VCT (Art and craft, welding, carpentry, catering, home deco)			Bulawayo
39.	20/10/15	FGD with 14 DIC members in Gokwe			Gokwe
40.	20/10/15	Visit to Shandanesimba Apiary and FGD with 7 group members			Gokwe
41.	21/10/15	Preparation of the debriefing workshop			Harare
42.	22/10/15	Presentation of Preliminary Findings to Stakeholders			Harare
43.	23/10/15	Debriefing with ILO Harare			Harare
44.	23/10/15	Final discussion of the structure of the evaluation report			Harare

## Annex 2: Final Evaluation Terms of Reference

<b>Project Title</b>	Skills for Youth Employment and Rural Development in Western and Southern Africa
<b>Project codes</b>	TC Symbol : ZIM/01M/DAN
<b>Project duration</b>	30/01/2009 – 31/08/2014
<b>Administrative unit</b>	ILO CO Harare
<b>Technical Backstopping Unit</b>	Skills and Employability Branch of Employment Policy Department in Geneva (EMP/SKILLS)
<b>Geographical coverage</b>	Zimbabwe
<b>Donor</b>	Government of Denmark
<b>Budget</b>	US\$ 6,881,636

## 1. Introduction and rationale for evaluation

---

In its final report of May 2009, the Danish Commission for African noted that one of the major challenges facing the African continent was creating jobs for an increasing youth population. It forecasted that the youth population in Sub-Saharan Africa would be in excess of 280 million in 2020 and around 400 million in 2050. Among other recommendations, the Africa Commission also highlighted the centrality of assisting young people in Africa to gain the skills needed to contribute productively to the continent's development by strengthening skills development systems that improve employability, promote access to employment opportunities and increase incomes in support of inclusive and sustainable growth.

In response to the recommendations of the Africa Commission, the ILO developed a Programme 'Skills for Youth Employment and Rural Development' for implementation in three countries viz. Benin, Burkina Faso and Zimbabwe where issues of youth employment are more pronounced in order to demonstrate and promote innovative ways to expand technical and vocational skills development focusing on out-of-school youth by developing demand-driven technical and vocational training in under-served rural communities and upgrading existing informal apprenticeships.

### Project Implementation

The Programme sought to increase opportunities for young women and men to find gainful and productive employment through strengthening systems for technical and vocational skills provision with focus on the informal economy. It focused on the following two main strategy components or areas of action aimed at promoting decent and productive employment and income generating opportunities for the youth through skills development initiatives.

- *Introduction of the ILO's Training for Rural Economic Empowerment (TREE) methodology* in a number of rural communities to support local economic development (LED). This component is a community-based technical and vocational skills development programme focusing on agriculture and rural devel-

opment-primarily based on value chain development, skills upgrading and group enterprise community projects for the “out-of-school” youth.

- *Upgrading and delivery training through Quality Informal Apprenticeship (QIA) in the informal economy.* This strategy builds on the widely practiced traditional apprenticeship system in developing countries (including Zimbabwe), whereby out-of-school youth attach themselves to skilled Master Craft persons (MCs) in order to learn a trade via “on-the-job” practical training and workshop experience in order to obtain technical training to enhance their employability and improve their livelihood.

The two areas of action were expected to contribute to enhanced technical and entrepreneurial skills, employability, income generation and poverty reduction for young women and men.

The Programme, which was designed during the second half of 2009 and Technical Cooperation Agreement (TCA) signed between the Government of Denmark and the ILO in December 2009 is a five-year initiative that was scheduled to run during the period 1st January 2010- 31st December 2014, in two phases. Phase 1 of the Programme was scheduled to run for two (2) years (1st January 2010-31st December 2011), while Phase II was scheduled to run for three (3) years (1st January 2012-31st December 2014). The Project got a no-cost extension to 31 December 2015 in 2014.

The Programme was funded by the Government of Denmark with an overall budget of DKK 85 million (or approximately US\$ 16.4 million) for phase I and II of the Programme across the three countries-Benin, Burkina Faso and Zimbabwe. Phase I (2010-2011) had a budget of DKK 30 million (or approximately US\$ 5.79 million) while phase II (2012-2014) has an estimated budget of DKK 55 million (or about US\$ 10.6 million). Of the total Programme budget, the Zimbabwe component has a total allocation of approximately US\$ 6.881,636 million (or about 41.5% of total budget for the three beneficiary countries) over the two phases (2010-2014) with budget for phase I amounting to approximately US\$ 2.773 million and approximately US\$ 4.040 million for phase II.

This Final evaluation of the project is undertaken in accordance with the ILO Evaluation Policy adopted by the Governing Body in November 2005, which provides for systematic evaluation of projects in order to improve quality, accountability, transparency of the ILO's work, strengthen the decision making process and support to constituents in forwarding decent work and social justice. The current evaluation covers only ILO's Capacity Building component of the project.

The overall objective of evaluation is to determine whether established outcomes were achieved, to identify lessons learnt so far and to propose recommendations for future follow up action. The evaluation provides an opportunity for taking stock, reflection, learning and sharing knowledge regarding how the project contributed to strengthening skills development systems that improved employability, promoted access to employment opportunities and increased incomes for inclusive and sustainable growth.

## **2. Brief background on project and context**

---

The overall Programme development objective is “to strengthen skills development systems that improve employability, promote access to employment opportunities and increase incomes for inclusive and sustainable growth”. This overall objective is pursued through four main immediate objectives/outcomes:

- Immediate Objective 1: “Increased capacity of rural community groups to identify local economic opportunities, develop appropriate training programmes to access jobs and provide post-training support to community and private small-scale enterprises”;
- Immediate Objective 2: “Public and private training institutions are enabled to better deliver demand-oriented services to rural, informal economies”;
- Immediate Objective 3: “Strengthened systems of informal apprenticeship through upgrading the skills of master crafts-persons and apprentices while facilitating access to new technologies”; and,

- Immediate Objective 4: “Enhanced capacity of stakeholders and institutions at the national level to apply tools, methodologies and strategies developed under the programme for broader outreach”.

The objective of the Programme was strategically aligned with national policies, plans and strategies of the Government of Zimbabwe; Zimbabwe Decent Work Country Programme (2012-2015); Decent Work Agenda for Africa (2007-2015); Strategy Policy Framework of the ILO under the Programme and Budget; the Danish Strategic Framework for Priority Area-Growth and Employment (2011-2015). The Programme’s development agenda is also complementary to the ILO-supported Economic Empowerment and HIV Vulnerability Reduction along the Transport Corridors in Southern Africa Programme.

### **Project management arrangement**

The Programme Management Unit (PMU) comprised of the Chief Technical Advisor (CTA), the National Programme Coordinator (NPC) and the Finance Assistant-all of who are based in the ILO Office in Harare are responsible for the day to day management of the Programme. While the PMU is supported by two support staff (a Secretary and a Driver) it is technically backstopped by the Skills Specialist based in the Decent Work Team (DWT) Office in Pretoria and the Skills and Employability Branch of Employment Policy Department in Geneva (EMP/SKILLS), and administratively supported by the ILO Country Office (CO) for Zimbabwe Harare and the ILO Regional Office for Africa (ROAF) in Addis Ababa. The PMU is further supported by 30 field officers from key stakeholder Government ministries.

Overall governance of the Programme is provided by a National Steering Committee (NSC) comprising implementation partner representatives from national stakeholders. At national level, the NSC works together with the Technical Working Group (TWG) which is comprised of technical experts from Government ministries, parastatals, Employers’ Confederation of Zimbabwe (EMCOZ), Zimbabwe Congress of Trade Unions (ZCTU) and Civil Society organizations.

The implementation of the programme is coordinated by implementation committees at both provincial and district levels. The Provincial Implementation Committee (PIC) coordinates at provincial level while the District Implementation Committee (DIC) is the custodian at district level. Some districts have even formed Ward (sub-district)

Implementation Committee (WIC) which operates at community level. The **Provincial Implementation Committees (PICs)** and **District Implementation Committees (DICs)** are chaired by the respective Government Administrators and with representatives from other relevant Government institutions (including those represented in the NSC), and local implementation partner organizations.

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

---

#### **Purpose**

- i. Give a Final Evaluation of the implementation of the Programme; assessing performance as per the foreseen objectives, targets and indicators of achievement ;
- ii. Provide strategic and operational recommendations as well as highlight lessons learned and approaches to sustain achievements of project results

#### **Scope**

Following from the mid-term evaluation conducted in April 2013, the Final Evaluation will also cover all objectives and outcomes of “Skills for Youth Employment and Rural Development in Zimbabwe Programme”. The evaluation will assess all key outputs that have been produced since the start of the project and the capacity development efforts made at all levels. The Evaluation will also take into account the results and recommendations of the mid –term evaluation.

In particular, the evaluation will aim to evaluate the following:

- Did the programme achieve its expected objectives
- Were the results (objectives and outcomes) achieved within the project period
- What were the internal and external factors that influenced the implementation of the Programme
- How efficient and effective was management of the operations of the programme, including staff management
- What was the extent of government buy-in, support and participation in the initiative
- Strategic fit of the initiative within the context of the DWCP
- Relevance of the initiative within national development priorities/frameworks
- Synergies with other relevant programmes and activities

- Knowledge management and sharing
- Results based measurement and impact assessment systems
- Systems for Risk analysis and assessment
- Other specific recommendations to improve performance and the delivery of results

## **Clients**

The primary clients of the evaluation are the Government of Zimbabwe-as the recipient country, the Government of Denmark-as the donor agency, ILO constituent organizations and the ILO as executor of the programme as well as other relevant stakeholders; relevant ILO offices and staff involved in the initiative including the Decent Work Team (DWT) in Pretoria, the Regional Office for Africa (ROAF), and ILO Departments at the Headquarters (Geneva)-especially the Skills Development Branch of Employment Policy Department. The ILO Office, the tripartite constituents and other parties involved in the execution of the programme are expected to use, as appropriate, the evaluation findings and lessons learned.

## **4. Evaluation criteria and questions**

---

The evaluation will address ILO evaluation concerns such as i) relevance and strategic fit, ii) validity of design, iii) project progress and effectiveness, iv) efficiency of resource use, v) effectiveness of management arrangements and vi) impact orientation and sustainability as defined in ILO policy guidelines for results-based evaluation. Gender concerns will be based on the ILO Guidelines on Considering Gender in Monitoring and Evaluation of Projects (September, 2007). The evaluation will be conducted following UN evaluation standards and norms and the Glossary of key terms in evaluation and results-based management developed by the OECD's Development Assistance Committee (DAC). In line with the results-based approach applied by the ILO, the evaluation will focus on identifying and analysing results through addressing key questions related to the evaluation concerns and the achievement of the outcomes/immediate objectives of the project using the logical framework indicators.



## Key Evaluation Questions

The key evaluation questions will be related and framed around the four main objectives of the Programme. The evaluator will therefore examine the following key issues:

### 1. Relevance and strategic fit

- Is the project relevant in supporting the Government of Zimbabwe policy to provide gainful employment opportunities to the citizenry as enshrined in the Decent Work Country Programme and national development priorities.
- Is the capacity development (CD) component implemented by the ILO relevant to National Policies and programmes? Are the ILO's components relevant to the achievements of the overall project outcome?

### 2. Validity of design

- Has the design of the Programme sufficiently taken the priorities and needs of the targeted population?
- Has the design clearly defined realistic performance indicators?
- Is the period allocated to deliver project outcomes sufficient?
- Considering the results that were achieved, was the project design realistic?
- Has the project integrated an appropriate strategy for sustainability/continuity?

### 3. Project effectiveness

- To what extent have the expected outputs and outcomes been achieved or are likely to be achieved taking into consideration the evolving nature of such programmes? Were outputs produced and delivered so far as per the annual work plans? Has the quantity and quality of these outputs been satisfactory? How do the stakeholders perceive them? Do the benefits accrue equally to men and women?
- How do you assess the support provided to the Programme by Government of Zimbabwe and other stakeholders?
- Are there any unintended results of the project?

#### **4. Efficiency of resource use**

- Are resources (human resources, time, expertise, funds etc.) allocated and used strategically to provide the necessary support and to achieve the project objectives?
- Are the project's activities/operations in line with the schedule of activities as defined by the project team and work plans?
- Are the disbursements and project expenditures in line with expected budgetary plans? If not, what were the bottlenecks encountered? Are they being used efficiently?
- How efficient was the project in utilizing project resources to deliver the planned results?

#### **5. Effectiveness of management arrangements**

- How effectively the project management monitored project performance and results? Is a monitoring & evaluation system in place to assess the effectiveness of the training? Is relevant information systematically collected and collated?
- Is the project receiving adequate administrative, technical and - if needed - political support from the ILO office and specialists in the field ILO Office Harare, Addis Ababa (ROAF) and SKILLS HQ Geneva?
- Is the project receiving adequate support from its national partners/implementing partners?
- Are all relevant stakeholders sufficiently involved?

#### **6. Impact orientation and sustainability**

- What are the next steps to make the Programme results effective and sustainable in Zimbabwe?
- What extra support in terms of capacity development is needed to make the project successful?
- What are the competences of the implementing agencies stakeholders in applying the knowledge developed by the project?

- What actions will be required to sustain the achievements made by the project so far?
- Is the project strategy and programme management steering towards impact and sustainability?

## **7. Lessons learned**

- What good practices can be learned from the Project methodologies of creating employment and income generation opportunities for young women and men that can be up-scaled in the coming years
- What should have been different, and should be avoided in any similar future projects?

## **5. Methodology**

---

The evaluation will be carried out through a desk study and field visit to the project sites in Zimbabwe for consultations with project partners of the Government of Zimbabwe, Skills for Youth Employment and Rural Development Project Secretariat, ILO project staff, constituents, Danish Government Representatives as well as other relevant bilateral donors, implementing partners, beneficiaries and other key stakeholders. Consultations with relevant units and officials in Harare, Addis Ababa and Geneva will be done and the method for doing so will be decided by the consultant in consultation with the Evaluation Manager. The independent consultant will review inputs by all ILO and non ILO stakeholders involved in the project, from project staff, constituents and a range of partners from the private and public sectors.

Through the Evaluation Manager, the draft evaluation report will be shared with all relevant stakeholders and a request for comments will be asked within a specified time (not more than two weeks). The consultant will seek to apply a variety of evaluation techniques – desk review, meetings with stakeholders, focus group discussions, field visits, informed judgement, and scoring, ranking or rating techniques. Subject to the decision by the consultant a guided Open Space workshop with key partners may be organised in Harare. The Skills for Youth Employment and Rural Development Secretariat, participating local, regional and national government offices, Danish Government Representative in Zimbabwe and other relevant stakeholders would be informed of such a workshop and invited as appropriate.

### **Desk review**

A desk review will analyse project and other documentation including the project document, project bi-annual progress reports, training reports and other relevant documents produced by the stakeholders. The desk review will suggest a number of initial findings that in turn may point to additional or fine-tuned evaluation questions. This will guide the final evaluation instrument, which should be finalized in consultation with the evaluation manager. The consultant will review the documents before conducting any interview.

### **Interviews with ILO staff**

The consultant will undertake group and/or individual discussions with project staff based in Harare, Zimbabwe. The Consultant will also endeavour to discuss with members of Staff who may not be in Zimbabwe through appropriate communication means. The consultant will also interview key ILO staff responsible for financial, administrative and technical backstopping of the project in ILO Harare, the Decent Work Team in Pretoria, and ILO HQ (SKILLS). An indicative list of persons to be interviewed will be furnished by the project management (CTA) after further discussion with the Evaluation Manager.

### **Interviews with key stakeholders in Harare**

The consultant will meet relevant stakeholders including members of the Project team of the “Skills for Youth Employment and Rural Development Programme” and technical working group, project beneficiaries to undertake more in depth reviews of the respective national strategies and the delivery of outputs and outcomes of the respective components in the country. Around the end of the data collection from the field, the consultant will make a debriefing to the officials of the Government of Zimbabwe, the Social Partners, the Director of ILO Harare Country Office, the project team, technical back-stopper, relevant stakeholders and the evaluation manager.

---

## 6. Main outputs

---

The expected outcome of this evaluation is a concise Evaluation Report as per the proposed structure in the ILO evaluation guidelines:

- Cover page with key project and evaluation data
- Executive Summary
- Acronyms
- Description of the project
- Purpose, scope and clients of the evaluation
- Methodology
- Clearly identified findings for each criterion
- Conclusions
- Recommendations
- Lessons learned and good practices
- Annexes

In addition to the main report, the consultant is expected to prepare and deliver the following:

- An evaluation summary according to the ILO template will be attached in the final Report
- Lessons Learned using the ILO Lessons Learned Template
- Good Practices using the ILO Emerging Good Practice Template

All draft and final outputs, including supporting documents, analytical reports and raw data should be provided in electronic version compatible with Word for Windows.

## 7. Management arrangements, work plan and time frame

---

### Composition

The evaluation will consist of one international evaluation consultant. The consultant will be a highly qualified senior evaluation specialist with extensive experience from evaluations and ideally also the subject matter in question: training, training development, capacity building initiatives to both public and private sector players and most importantly expertise on Skills development and employment creation.

### Evaluation Manager

The consultant will report to the Evaluation Manager (Mr Dennis Zulu, [zulu@ilo.org](mailto:zulu@ilo.org), ILO Abuja) and should discuss any technical and methodological matters with the Evaluation Manager should any issues arise. The evaluation will be carried out with full logistical support and services of the “Skills for Youth Employment and Rural Development Programme” in Zimbabwe.

### Work plan and Time Frame

The total estimated working days is 24 making up for desk study, consultation with partners and field visits and report writing.

## Evaluation Phases

The evaluation is foreseen to be undertaken in the following main phases and time period aiming for submission of the final evaluation report to the donor no later than 15 October 2015

Phase	Tasks	Responsible Person	Timing
I	➤ Preparation of TOR and consultation with stakeholders and ILO	Evaluation manager	
II	➤ Identification of independent international evaluator ➤ Entering contracts and preparation of budgets and logistics	Evaluation manager	
III	➤ Telephone briefing with evaluation manager ➤ Desk review of project related documents ➤ Evaluation instrument designed based on desk review	Consultant	
IV	➤ Consultations with Project staff/management in Zimbabwe ➤ Consultations with ROAF, ILO Harare, HQ Units ➤ Consultations with participating government officials ➤ Consultations with the Danish Government. ➤ Consultations with other stakeholders ➤ Debriefing and presentation of preliminary findings to the project team, government partners and other stakeholders	Consultant with logistical support by the Project	
V	➤ Draft evaluation report based on desk review and consultations from field visits	Consultant	
VI	➤ Circulate draft evaluation report to key stakeholders ➤ Consolidate comments of stakeholders and send to consultant leader	Evaluation manager	
VII	➤ Finalize the report including explanations on if comments were not included	Consultant	
VIII	➤ Approval of report by EVAL	EVAL	
IX	➤ Official submission to the PARDEV	Evaluation manager	

For this Final evaluation, the final report and submission procedure will be followed:

- The Consultant will submit a draft evaluation report to the Evaluation Manager.
- The Evaluation Manager will forward a copy to key stakeholders for comment and factual correction.
- The Evaluation Manager will consolidate the comments and send these to the consultant.

- The Consultant will finalize the report incorporating any comments deemed appropriate and providing a brief note explaining why any comments might not have been incorporated. He/she will submit the final report to the Evaluation Manager
- The Evaluation Manager will forward the final report to the Senior Regional Evaluation Officer for onward transmission to EVAL for approval.
- The Evaluation Manager officially forwards the evaluation report to stakeholders and PARDEV.
- PARDEV will submit the report officially to the donor.

## Budget

A budget is allocated under BL 16.50 for this evaluation and is under the full control of the Evaluation Manager for engagement of a consultant, international and domestic travels and organization of workshops and consultative meetings with stakeholders.

### For the consultant:

- Fees for international team leader for 20 days
- Fees for international travel from consultants' home to Harare, Zimbabwe in accordance with ILO regulations and policies
- Fees for DSA during the country visit

### For the evaluation exercise as a whole:

- Fees for local travel in-country
- Stakeholder workshop expenditures
- Any other miscellaneous costs

A detailed budget will be prepared by the Evaluation Manager with support from the Project Team.

## 8. Key qualifications and experience of the Consultant

---

The **international consultant** should have the following qualifications:

- University degree in Skills Development, Economics, development work or related graduate qualifications;
- A minimum of 10 years of professional experience specifically in capacity building initiatives to both public and private sector players, training development, employment friendly approaches, Skills Development, evaluating international development initiatives, entrepreneurship, management of development programmes, preferably in Africa;
- Demonstrated expertise and capability in assessing technical and vocational training in rural and urban areas, capacity building initiatives including Skills Development, Employment creation enterprise development, entrepreneurship and small business management training;
- Proven experience with logical framework approaches and other strategic planning approaches, M&E methods and approaches (including quantitative, qualitative and participatory), information analysis and report writing.
- Knowledge and experience of the UN System.
- Understanding of the development context of the project country would be a clear advantage.

- Excellent communication and interview skills.
- Excellent report writing skills.
- Demonstrated ability to deliver quality results within strict deadlines.



## Annex 3: Project Planning Matrix

PROJECT TITLE:	Skills for Youth Employment and Rural Development in Zimbabwe		PROJECT DURATION: 5 years      Phase II: 2012 – 2014 (3 years)				BENEFICIARIES:	
PROJECT STRUCTURE	INDICATORS		MILESTONES				MEANS OF VERIFICATION	ASSUMPTIONS
	Description	Target	TOTAL / YEAR	PHASE I 2010 -11	PHASE II			
<p><b>Development Objective:</b></p> <p>To strengthen skills development systems that improve employability, promote access to employment opportunities and increase incomes for inclusive and sustainable growth</p>	<p>1. Number of Beneficiaries in TREE and IA Programs</p> <p>2.1. Number of youth employed, either wage-employed or gainfully self-employed, or who have increased their income</p> <p>2.2. Number of craftpersons who have increased their income by 10% by the end of 2014</p>	<p>1. 6 400 beneficiaries by the end of 2014: 3, 400 people from the TREE program; and 3000 (2000 apprentices, 1000 master craft persons) from Informal Apprenticeship program</p> <p>2.1. 3,780 youth by the end of 2014 (70% of the beneficiaries); 2,380 from the TREE program; 1,400 from the Informal Apprenticeship program</p> <p>2.2. 700 master craft persons</p>	TOTAL / YEAR	PHASE I 2010 -11	PHASE II			TARGET
			# TREE Program Beneficiaries	1,280	900	1,800	400	4380
			TREE Graduates in Employment	539	630	1,260	280	2709
			# Apprentices in IA Program	830	600	1,000	200	2630
			Apprentice Graduates in Employment	285	420	700	140	1545
			# Master Craftspersons	470	300	500	100	1370
			MCs with 10% increase in Income	349	210	350	70	979
			Grant Total Beneficiaries	2580	1,800	3,300	700	8380
			Total Employment/Income	1294	1,260	2,310	490	5344
<p><b>Mainstreaming issues</b></p> <p><b>Gender; HIV and AIDS:</b></p> <p>1. Advancing gender equality in the TREE and IA programs</p> <p>2. Contribution to HIV and AIDS response ef-</p>	<p>1.1. Percentage (%) of Women beneficiaries and share of employment in the TREE Program</p> <p>1.2. Percentage (%) of Women beneficiaries and share of employment in the Informal Apprenticeship (IA) training program</p> <p>2.1. Percentage (%) increase from baseline, for the number of Beneficiaries with raised HIV and AIDS</p>	<p>1.1. 50% by end of 2014</p> <p>1.2. 30% by end of 2014</p> <p>2.1. 5% by end of 2014</p>	WOMEN / YEAR	PHASE I 201 0-11	PHASE II			TARGET
			# TREE Program Beneficiaries	640	450	900	200	2190
			TREE Graduates in Employment	208	315	630	140	1293
			# Apprentices in IA Program	233	180	300	60	773
			Apprentice Graduates in Employment	70	126	210	42	448
			# Master Craftspersons	60	90	150	30	330
			MCs with 10% increase in Income	55	63	105	21	244

PROJECT TITLE:	Skills for Youth Employment and Rural Development in Zimbabwe		PROJECT DURATION: 5 years Phase II: 2012 – 2014 (3 years)				<b>BENEFICIARIES:</b> <ul style="list-style-type: none"> <li>Youth aged 15 - 35 years (Ultimate /Indirect)</li> <li>Government, Workers and Employers including formal/informal private sector and civil society organizations (Direct)</li> </ul>																						
PROJECT STRUCTURE	INDICATORS		MILESTONES				MEANS OF VERIFICATION	ASSUMPTIONS																					
	Description	Target																											
forts in the world of work	Awareness in both TREE and IA programs		Grant Total Beneficiaries	933	720	1,350	290	3293	AIDS continues to be implemented																				
			Total Employment/Income	288	504	945	203	1885																					
			HIV and AIDS Awareness	5%	5%	5%	5%	5%																					
<b>Immediate Objectives:</b>  1. Increased capacity of rural community groups to identify local economic opportunities, develop appropriate training programmes to access jobs and provide post-training support to community and private small-scale enterprises	1.1. Number of needs-related TREE training programmes proposed by partner organizations	A. 50 TREE Proposals on Group Enterprise, Skills Upgrading and Value Chain Community Projects; average 5 from each target community by end of end of 2014	<table border="1"> <thead> <tr> <th rowspan="2">ITEM / YEAR</th> <th rowspan="2">PHASE I 2010-11</th> <th colspan="3">PHASE II</th> <th rowspan="2">TARGET</th> </tr> <tr> <th>2012</th> <th>2013</th> <th>2014</th> </tr> </thead> <tbody> <tr> <td>Number of Communities / Programme Areas</td> <td>6</td> <td>1</td> <td>1</td> <td>0</td> <td>8</td> </tr> <tr> <td>TREE Proposals</td> <td>55</td> <td>20</td> <td>20</td> <td>0</td> <td>95</td> </tr> </tbody> </table>				ITEM / YEAR	PHASE I 2010-11	PHASE II			TARGET	2012	2013	2014	Number of Communities / Programme Areas	6	1	1	0	8	TREE Proposals	55	20	20	0	95	1.1. Evidence of needs-related TREE training programmes proposals	<ul style="list-style-type: none"> <li>National and local government, employers and workers organizations, local community groups, civil society, private sector, master craftspersons and other stakeholders demonstrate continuous commitment to collaborate in strengthening skills development systems</li> </ul>
ITEM / YEAR	PHASE I 2010-11	PHASE II			TARGET																								
		2012	2013	2014																									
Number of Communities / Programme Areas	6	1	1	0	8																								
TREE Proposals	55	20	20	0	95																								

PROJECT TITLE:	Skills for Youth Employment and Rural Development in Zimbabwe		PROJECT DURATION: 5 years Phase II: 2012 – 2014 (3 years)				<b>BENEFICIARIES:</b> <ul style="list-style-type: none"> <li>Youth aged 15 - 35 years (Ultimate /Indirect)</li> <li>Government, Workers and Employers including formal/informal private sector and civil society organizations (Direct)</li> </ul>																												
PROJECT STRUCTURE	INDICATORS		MILESTONES				MEANS OF VERIFICATION	ASSUMPTIONS																											
	Description	Target																																	
2. Public and private training institutions are enabled to better deliver demand-oriented services to rural, informal economies	2.1. Number of public, private and civil society training partners designing and delivering TREE programs  2.2. Number of needs related TREE training programmes designed and offered by partner organizations in target communities  2.3. Number of Youth (women and men) who have participated in TREE skills training programs  2.4. Percentage of Youth (women and men) participating in TREE Programs who have received Microfinance and other post training support services	2.1. 5 Training Partners capacitated to deliver TREE by 2014  2.2. 10 needs-related TREE training programmes designed and continuously offered on a demand basis by end of 2014  2.3. 3,400 Youth participate in TREE Programs (average 680 from each community) by end of 2014  2.4. At least 75% TREE Training Graduates 2011 -14 have received Microfinance <b>and other</b> post training services through the Youth Community Fund	<table border="1" data-bbox="954 373 1592 491"> <thead> <tr> <th rowspan="2">YEAR</th> <th rowspan="2">PHASE I 201-11</th> <th colspan="3">Phase II</th> <th rowspan="2">TARGET</th> </tr> <tr> <th>2012</th> <th>2013</th> <th>2014</th> </tr> </thead> <tbody> <tr> <td>TREE Courses Offered</td> <td>3</td> <td>3</td> <td>4</td> <td>0</td> <td>10</td> </tr> </tbody> </table> <table border="1" data-bbox="954 539 1592 657"> <thead> <tr> <th rowspan="2">YEAR</th> <th rowspan="2">PHASE I 201-11</th> <th colspan="3">Phase II</th> <th rowspan="2">TARGET</th> </tr> <tr> <th>2012</th> <th>2013</th> <th>2014</th> </tr> </thead> <tbody> <tr> <td>TREE Program Participants</td> <td>1,280</td> <td>900</td> <td>1800</td> <td>400</td> <td>4380</td> </tr> </tbody> </table>	YEAR	PHASE I 201-11	Phase II			TARGET	2012	2013	2014	TREE Courses Offered	3	3	4	0	10	YEAR	PHASE I 201-11	Phase II			TARGET	2012	2013	2014	TREE Program Participants	1,280	900	1800	400	4380	2.1. Evidence of graduates from each training institution.  2.2. Evidence of skills training course materials  2.3. Monitoring system including progress reports  2.4. Microfinance Partner and Field Officer reports on access to microfinance	<ul style="list-style-type: none"> <li>Training providers continue to remain committed in designing new and adapted curricula providing training services related to new and existing local economic opportunities</li> </ul>
YEAR	PHASE I 201-11	Phase II				TARGET																													
		2012	2013	2014																															
TREE Courses Offered	3	3	4	0	10																														
YEAR	PHASE I 201-11	Phase II			TARGET																														
		2012	2013	2014																															
TREE Program Participants	1,280	900	1800	400	4380																														
3. Strengthened systems of informal apprenticeship through upgrading the skills of master craftspersons and apprentices while facilitating access to new technologies	3.1. Number of Informal Economy Associations and Training Partners capacitated to deliver better youth informal apprenticeship schemes  3.2. Number of Youth (women and men) participating in informal apprenticeship skills training programs  3.3. Number of Youth (women and men) who have completed wage or self-employed as a results of	3.1. 5 Informal Economy Associations and Training Partners by 2014  3.2. 2,000 Youth participated in informal apprenticeship skills training programs by end of 2014  3.3. 1,800 youth graduated from IA skills programs by end of 2014  3.4. 5% increase each year from Phase 1 baseline until 2014	<table border="1" data-bbox="954 1070 1592 1203"> <thead> <tr> <th rowspan="2">YEAR</th> <th rowspan="2">PHASE I 201-11</th> <th colspan="3">PHASE II</th> <th rowspan="2">TARGET</th> </tr> <tr> <th>2012</th> <th>2013</th> <th>2014</th> </tr> </thead> <tbody> <tr> <td>Apprentices who completed IA Skills Programs</td> <td>285</td> <td>540</td> <td>900</td> <td>180</td> <td>1905</td> </tr> </tbody> </table>	YEAR	PHASE I 201-11	PHASE II			TARGET	2012	2013	2014	Apprentices who completed IA Skills Programs	285	540	900	180	1905	3.1. Semi-annual Progress Reports  3.2. Semi-annual Progress Reports  3.3. Informal Economy Associations and Training Partners Reports  3.4. Qualitative survey on youth perceptions and experiences on informal apprenticeship as a means to gainful employment	<ul style="list-style-type: none"> <li>Master Craftpersons have the business capacity and are willing to engage on average at least 2 apprentices for on-the-job training</li> <li>Drop-out rate of apprentices is less than 10% and 80% apprentice graduates will access employment opportunities</li> </ul>															
YEAR	PHASE I 201-11	PHASE II				TARGET																													
		2012	2013	2014																															
Apprentices who completed IA Skills Programs	285	540	900	180	1905																														

PROJECT TITLE:	Skills for Youth Employment and Rural Development in Zimbabwe		PROJECT DURATION: 5 years      Phase II: 2012 – 2014 (3 years)				<b>BENEFICIARIES:</b> <ul style="list-style-type: none"> <li>Youth aged 15 - 35 years (Ultimate /Indirect)</li> <li>Government, Workers and Employers including formal/informal private sector and civil society organizations (Direct)</li> </ul>																																								
PROJECT STRUCTURE	INDICATORS		MILESTONES				MEANS OF VERIFICATION	ASSUMPTIONS																																							
	Description	Target																																													
	training  3.4. Percentage of youth (women and men) who consider informal apprenticeship as a means to gainful employment.																																														
4. Enhanced capacity of stakeholders and institutions at the national level to apply tools, methodologies and strategies developed under the programme for promoting skills and youth employment	4.1. Number of stakeholders' middle and top level managers who have been sensitized in lessons, tools and methodologies of the skills programme.  4.2. National Skills Development Policy drafted and adopted for implementation  4.3. National Youth Policy reviewed and adopted for implementation  4.4. Number of Stories of Most Significant Change in Young People's Lives	4.1. 120 partner organization officers and staff by end of 2014  4.2. Draft National Skills Development Policy and Implementation Plan by end of 2014.  4.3. Draft National Youth Policy and Action Plan with specific policy measures on skills development and youth employment by end of 2014.  4.4. At least one story of significant change in young people's lives from each program area each year 2012 to 2014	<table border="1"> <thead> <tr> <th rowspan="2">YEAR</th> <th rowspan="2">PHASE I 201-11</th> <th colspan="3">PHASE II</th> <th rowspan="2">TARGET</th> </tr> <tr> <th>2012</th> <th>2013</th> <th>2014</th> </tr> </thead> <tbody> <tr> <td>National Officers Trained</td> <td>105</td> <td>30</td> <td>30</td> <td>35</td> <td>200</td> </tr> <tr> <td>Stories of Significant Change</td> <td>11</td> <td>6</td> <td>7</td> <td>8</td> <td>32</td> </tr> <tr> <td>M &amp; E System</td> <td>Basic</td> <td>upgraded</td> <td colspan="2">improved</td> <td>Transferred</td> </tr> <tr> <td>Skills Policy</td> <td>Draft</td> <td>adopted</td> <td colspan="3">implemented</td> </tr> <tr> <td>Youth Policy</td> <td>Draft</td> <td>adopted</td> <td colspan="3">implemented</td> </tr> </tbody> </table>				YEAR	PHASE I 201-11	PHASE II			TARGET	2012	2013	2014	National Officers Trained	105	30	30	35	200	Stories of Significant Change	11	6	7	8	32	M & E System	Basic	upgraded	improved		Transferred	Skills Policy	Draft	adopted	implemented			Youth Policy	Draft	adopted	implemented			4.1. Training Workshop, Study visit mission reports, Evidence of improved M&E capacity for programme partners  4.2. Skills Workshop Reports and Policy documents  4.3. Youth Workshop Reports and Policy documents  4.4. Media reports (press cuts, television documentaries, radio clips, news items etc.)	<ul style="list-style-type: none"> <li>Policy makers and promoters remain susceptible to take on board lessons learned</li> </ul>
YEAR	PHASE I 201-11	PHASE II			TARGET																																										
		2012	2013	2014																																											
National Officers Trained	105	30	30	35	200																																										
Stories of Significant Change	11	6	7	8	32																																										
M & E System	Basic	upgraded	improved		Transferred																																										
Skills Policy	Draft	adopted	implemented																																												
Youth Policy	Draft	adopted	implemented																																												
<b>Outputs:</b>  1.1. Institutional mechanism for planning and implementation established and stakeholders' capacity strengthened in	1.1.1 Tripartite National Steering Committee (NSC), Technical Working Group (TWG) and TREE Committees (TC) established  1.1.2 Number of NSC, TWG and DIC meetings held	1.1.1 List of current committee members  1.1.2 3 minutes of meetings each year from each committee until 2014	<ul style="list-style-type: none"> <li>NSC, TWG and DIC implementation mechanism operational and functional in phase 1 and new Phase II areas by end of 2012</li> </ul>				1.1.1 Semi-annual Progress Reports  1.1.2 Minutes of committee meetings  1.1.3 Programme visit, training workshop and study tour re-	<ul style="list-style-type: none"> <li>Local community organizations, leaders, and individuals continue to take ownership and actively participate in district community development efforts</li> </ul>																																							

PROJECT TITLE:	Skills for Youth Employment and Rural Development in Zimbabwe		PROJECT DURATION: 5 years      Phase II: 2012 – 2014 (3 years)		<b>BENEFICIARIES:</b> <ul style="list-style-type: none"> <li>Youth aged 15 - 35 years (Ultimate /Indirect)</li> <li>Government, Workers and Employers including formal/informal private sector and civil society organizations (Direct)</li> </ul>																						
PROJECT STRUCTURE	INDICATORS		MILESTONES			MEANS OF VERIFICATION	ASSUMPTIONS																				
	Description	Target																									
TREE methodology	1.1.3 Number of programme visits, tours and sensitization workshops organized	1.1.3 At least 2 committee activity reports each year until 2014				ports																					
1.2. Local economic opportunities identified and training needs assessed	1.2. Number of economic opportunities and skills gap (ECOTRAIN) studies completed	1.2. At least 2 studies; One study for the opportunity and skills gap review of phase 1 and another for the assessment of new Phase II programme areas by end of 2014	<ul style="list-style-type: none"> <li>Two ECOTRAIN Studies and identification of Training Partners by end of 2012</li> </ul>			1.2. ECOTRAIN Study reports	<ul style="list-style-type: none"> <li>Training providers continue to remain committed in designing new and adapted curricula providing training services related to new and existing local economic opportunities</li> </ul>																				
2.1. Training programmes designed and delivered to meet local economic opportunities	2.1. Number of TREE Trainers and Facilitators trained by end of 2014	2.1. At least 50 Trainers and 90 Facilitators by end of 2014	<table border="1"> <thead> <tr> <th rowspan="2">YEAR</th> <th rowspan="2">PHASE I 2010-11</th> <th colspan="3">PHASE II</th> <th rowspan="2">TARGET</th> </tr> <tr> <th>2012</th> <th>2013</th> <th>2014</th> </tr> </thead> <tbody> <tr> <td>TREE Trainers Trained</td> <td>38</td> <td>20</td> <td>0</td> <td>0</td> <td>58</td> </tr> <tr> <td>TREE Facilitators Trained</td> <td>52</td> <td>30</td> <td>15</td> <td>0</td> <td>97</td> </tr> </tbody> </table>			YEAR		PHASE I 2010-11	PHASE II			TARGET	2012	2013	2014	TREE Trainers Trained	38	20	0	0	58	TREE Facilitators Trained	52	30	15	0	97
YEAR	PHASE I 2010-11	PHASE II			TARGET																						
		2012	2013	2014																							
TREE Trainers Trained	38	20	0	0	58																						
TREE Facilitators Trained	52	30	15	0	97																						
2.2. Post training support for wage and self employment is in place	2.2.1 Number of community structures such as self-help, savings and credit groups created or strengthened to mobilize information, microfinance and other resources for youth  2.2.2 Number of TREE program beneficiaries with access to microfinance and other business development services (BDS)	At least one community structure operating and providing financial and non financial services in each programme area by 2014  75% of programme beneficiaries have access to microfinance and BDS such as markets, entrepreneurship and small business training	<ul style="list-style-type: none"> <li>At least two partners in each programme area providing access to Microfinance and Business Development Services on a sustainable basis by end of 2012</li> </ul>			2.2.1 Semi-annual Progress Reports  2.2.2 Training and Microfinance Partner reports	<ul style="list-style-type: none"> <li>Providers of financial and non-financial services continue to provide or extend their services in programme areas and other underserved rural communities</li> </ul>																				

PROJECT TITLE:	Skills for Youth Employment and Rural Development in Zimbabwe		PROJECT DURATION: 5 years Phase II: 2012 – 2014 (3 years)				<b>BENEFICIARIES:</b> <ul style="list-style-type: none"> <li>Youth aged 15 - 35 years (Ultimate /Indirect)</li> <li>Government, Workers and Employers including formal/informal private sector and civil society organizations (Direct)</li> </ul>																																								
PROJECT STRUCTURE	INDICATORS		MILESTONES				MEANS OF VERIFICATION	ASSUMPTIONS																																							
	Description	Target																																													
3.1. Knowledge on the range of informal apprenticeship vocations and sites improved for programme planning and evidence based advocacy	3.1.1 Number of Country Studies, Workshops conducted and Study Tours on Informal Apprenticeship organized  3.1.2 Database with an inventory of trades and a roster Master Craftspersons	3.1.1 5 workshops and 2 study tours organized by end of 2014  3.1.2 10 vocations and a roster of 2000 Master Craftspersons in database by end of 2014	<table border="1"> <thead> <tr> <th rowspan="2">YEAR</th> <th>PHASE I</th> <th colspan="3">PHASE II</th> <th rowspan="2">TARGET</th> </tr> <tr> <th>2010 - 11</th> <th>2012</th> <th>2013</th> <th>2014</th> </tr> </thead> <tbody> <tr> <td>MC Database</td> <td>670</td> <td>300</td> <td>200</td> <td>0</td> <td>1170</td> </tr> <tr> <td>Vocations</td> <td>8</td> <td>3</td> <td>2</td> <td>0</td> <td>13</td> </tr> </tbody> </table>				YEAR	PHASE I	PHASE II			TARGET	2010 - 11	2012	2013	2014	MC Database	670	300	200	0	1170	Vocations	8	3	2	0	13	3.1.1 Workshop reports  3.1.2 MC Database	<ul style="list-style-type: none"> <li>Continued collaborative efforts of Master craftspersons, Apprentices, Informal Sector Associations, Policy makers and other stakeholders in strengthening systems of informal apprenticeship</li> </ul>																	
YEAR	PHASE I	PHASE II			TARGET																																										
	2010 - 11	2012	2013	2014																																											
MC Database	670	300	200	0	1170																																										
Vocations	8	3	2	0	13																																										
3.2. Awareness and attitudes towards Informal Apprenticeship among Youth, Policy Makers and Communities improved	3.2.1 Youth Attitude and Opinion Survey conducted  3.2.2 Number of National Stakeholder Workshops on Informal Apprenticeship organized	3.2.1 Baseline and annual follow-up youth opinion surveys conducted 2012 until 2014  3.2.2 At least two National Stakeholder Workshops by 2014	<ul style="list-style-type: none"> <li>Baseline survey in all new trades</li> <li>Follow-up survey in Phase I trades</li> <li>National stakeholder workshop on Informal Apprenticeship by end of 2012</li> </ul>				3.3.1 Baseline and annual follow-up reports 2012 until 2014  3.3.2 National Stakeholder Workshop reports																																								
3.3. Quality and relevance of informal apprenticeship improved	3.3.1 Number of Master Craftspersons participating in the IA program  3.3.2 Number of youth (women and men) oriented in vocational trades  3.3.3 Number of youth (women and men) with an Apprenticeship contract  3.3.4 Number of IA program beneficiaries with access to microfinance and other business development services (BDS)	3.3.1 1,000 Master Craftspersons by end of year 2014  3.3.2 2200 Youth benefit from technical orientation by 2014  3.3.3 2,000 Youth have Informal apprentice contracts  3.3.4 75% of IA program beneficiaries have access to microfinance and other BDS such as markets, entrepreneurship and small business training	<table border="1"> <thead> <tr> <th rowspan="2">YEAR</th> <th rowspan="2">PHASE I 2010-11</th> <th colspan="3">PHASE II</th> <th rowspan="2">TARGET</th> </tr> <tr> <th>2012</th> <th>2013</th> <th>2014</th> </tr> </thead> <tbody> <tr> <td>Vocations selected</td> <td>5</td> <td>3</td> <td>2</td> <td>0</td> <td>10</td> </tr> <tr> <td>MCs in IA Program</td> <td>470</td> <td>300</td> <td>500</td> <td>100</td> <td>1370</td> </tr> <tr> <td>Apprentices in IA Skills Program</td> <td>830</td> <td>600</td> <td>1000</td> <td>200</td> <td>2630</td> </tr> <tr> <td>Total IA Program Beneficiaries</td> <td>1,300</td> <td>900</td> <td>1500</td> <td>300</td> <td>4000</td> </tr> <tr> <td>Access to Microfinance and BDS</td> <td>349</td> <td>675</td> <td>1125</td> <td>225</td> <td>2374</td> </tr> </tbody> </table>				YEAR	PHASE I 2010-11	PHASE II			TARGET	2012	2013	2014	Vocations selected	5	3	2	0	10	MCs in IA Program	470	300	500	100	1370	Apprentices in IA Skills Program	830	600	1000	200	2630	Total IA Program Beneficiaries	1,300	900	1500	300	4000	Access to Microfinance and BDS	349	675	1125	225	2374	3.3.1 Master Craftspersons database  3.3.2 Trade technical orientation training material and reports  3.3.3 Informal apprentice contracts  3.3.4 Monitoring System including Semi-annual Progress Reports	<ul style="list-style-type: none"> <li>Youth drop-out rate after orientation due to change in career objectives, greener pastures, transport costs to training location, etc. is less than 10%</li> <li>Master Craftspersons are willing and have the business capacity to participate in the programme.</li> </ul>
YEAR	PHASE I 2010-11	PHASE II			TARGET																																										
		2012	2013	2014																																											
Vocations selected	5	3	2	0	10																																										
MCs in IA Program	470	300	500	100	1370																																										
Apprentices in IA Skills Program	830	600	1000	200	2630																																										
Total IA Program Beneficiaries	1,300	900	1500	300	4000																																										
Access to Microfinance and BDS	349	675	1125	225	2374																																										
	4.1.1 Number of knowledge	4.1.1 3 Knowledge sharing Workshops organized by 2014	<ul style="list-style-type: none"> <li>Mid-term Evaluation Report</li> </ul>				4.1.1 Workshop and Progress reports	<ul style="list-style-type: none"> <li>Policy makers and pro-</li> </ul>																																							

PROJECT TITLE:	Skills for Youth Employment and Rural Development in Zimbabwe		PROJECT DURATION: 5 years      Phase II: 2012 – 2014 (3 years)	<b>BENEFICIARIES:</b> <ul style="list-style-type: none"> <li>Youth aged 15 - 35 years (Ultimate /Indirect)</li> <li>Government, Workers and Employers including formal/informal private sector and civil society organizations (Direct)</li> </ul>	
PROJECT STRUCTURE	INDICATORS		MILESTONES	MEANS OF VERIFICATION	ASSUMPTIONS
	Description	Target			
4.1 Stakeholders sensitized on tools and methodologies of the programme as well as lessons learned	sharing (lessons, good practices, tools and policy measures) workshops organized 4.1.2 Number of programme site visits with TWG and DIC members 4.1.3 Number of NSC/TWG/DIC study tours organized for TREE and Informal Apprenticeship 4.1.4 Number of Journalists who have written on change (case studies) in programme sites	4.1.2 6 programme site visits with TWG and DIC members by 2014 4.1.3 2 NSC/TWG/DIC study tours organized for TREE and Informal Apprenticeship by 2014 4.1.4 10 Journalists by end of 2014	<ul style="list-style-type: none"> <li>Publications on stories of change; lessons learned, good practice case studies written and policy measures proposed</li> <li>Manuals and tools developed</li> </ul>	4.1.2 Field visit mission reports 4.1.3 Study Tour mission reports 4.1.4 Media training reports	motors remain susceptible to take on board lessons learned
4.2 Monitoring and Evaluation System developed and aligned with MTP, UN-DAF, DWCP and existing youth sector national systems for policy influence, programme exit and sustainability	4.2.1 Baseline and follow-up studies for TREE and Informal Apprenticeship completed. 4.2.2 Database System established for TREE youth, apprentices and master craftpersons. 4.2.3 Website updated 2012 through to 2014	4.2.1 Baseline (new opportunities) and follow-up studies (phase 1 sectors and trades) by end of 2012 4.2.2 Database System in place by end of 2012 4.2.3 Website accessible and linked to national stakeholder websites 2012 to 2014	<ul style="list-style-type: none"> <li>Monitoring and Evaluation consultant working by June 2012</li> <li>Functional Monitoring and Evaluation System in place by end of 2012</li> <li>Regularly updated website accessible 2012 to 2014</li> </ul>	4.2.1 Study reports available 2012 - 2014 4.2.2 Database System in place by end of 2012 4.2.3 Website accessible 2012 - 2014	
<b>Inputs:</b> 1. Manpower 2. Funds	1. Technical and Administrative Manpower available on time 2. Funds available as scheduled	1. 192: 96 (Technical) plus 96 (Administrative) Work months 2. US\$ 4,040,000	<ul style="list-style-type: none"> <li>Phase II approval and funds available by April 2012</li> </ul>	1. Semi-annual progress reports 2. Financial statements	

## Annex 4: Bibliography

- Agenda for Sustainable Socio-Economic Transformation 2013-2018, Government of Zimbabwe
- DANIDA Africa Commission-Realizing the Potential for Africa's Youth–Report of Africa Commission (May 2009)
- DANIDA- Skills for Youth Employment and Rural Development in Western and Southern Africa Phase II 2012-2014-Appraisal - 20th December 2011
- DANIDA/ILO Joint Aide Memoire Draft on the Skills for Youth Employment and Rural Development in Western and Southern Africa (November 2010)
- Decent Work Country Program for Zimbabwe 2012-2015, Government of Zimbabwe
- ILO/DANIDA - Program Document Phase II (2012 – 2014), Proposal-Zimbabwe
- ILO - Decent Work Country Program 2009-11
- ILO - Decent Work Country Program 2012-2015
- ILO – Economic Sub-sector Analysis of Projects under the Skills for Youth Employment and Rural Development Program, September 2015
- ILO - Employment Sector Employment Report No. 1 2008 - Apprenticeship in the informal economy in Africa-Workshop report Geneva, May 2007
- ILO - Gender Mainstreaming in Local Economic Development Strategies
- ILO – Highlights of the Opinion and Attitudes on the Quality Improvements in Informal Apprenticeship Program, May 2013
- ILO - Logical Framework for the Skills for Youth Employment and Rural Development Program in Zimbabwe
- ILO - NSC Minutes of meetings (various)
- ILO – One Youth at a Time, Zimbabwe, 2015
- ILO - Program Brochures (various)
- ILO - Program Document Phase I & II (2010-2014);
- ILO - Project Progress Report, January 2013 to June 2015
- ILO – Policy Guidelines for results-based Evaluation, 2012
- ILO - Skills for Youth Employment and Rural Development in Western and Southern Africa Informal Apprenticeship (Kelvin Biling)-Final Report March 2011
- ILO - Skills Program Strategy Map (various)
- ILO - Technical Cooperation Program Proposal (Phase I & II)
- ILO - Training Manuals (Various sectors & trades)
- ILO - TWG Minutes of Meetings (various)
- Knowledge of the Range of Informal Apprenticeship ..., in Bulawayo and Harare, Kevin Billing, March 2011
- Medium Term Plan, MTP 2011-2015, Government of Zimbabwe
- Mid-term Evaluation Report of the Skills Program, May 2013
- Millennium Development Goals
- National Employment Policy Framework -Final Draft April 2009, Government of Zimbabwe
- National Gender Policy, Government of Zimbabwe
- Situation Analysis and Institutional Mapping for the Skills for Youth Employment and Rural Development Program, Michael Mambo, September 2010
- UN Assistance Framework 2007-2011
- UN Assistance Framework 2012-2015



## Annex 5: Good Practices and Lessons Learned»

### ILO Emerging Good Practice 1

**Project Title: Skills for Youth Employment and Rural Development in Western and Southern Africa (Zimbabwe Component)**

**Project TC/SYMBOL: RAF/10/52/M/DAN, ZIM/10/01/DAN**

**Name of Evaluator: Thomas Ranz                      Date: October 2015**

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.

<p><b>Brief description of the good practice (link to project goal or specific deliverable, background, purpose, etc.)</b></p>	<p>The program implementation in Zimbabwe can be called a best practice model in view of the very high ownership on national, but also on district and grass-roots level. Together with a comparatively high level of technical and administrative capacity, and clear and binding mandates for delegation of tasks and duties, the organizational set-up of the skills program in Zimbabwe could serve as a model for future program implementation, together with a real tripartite steering committee. Nevertheless, it is clear that strengths of this setting can only be used to a certain extent for future implementation, as it is largely the result of a very country-specific situation.</p>
<p><b>Context and any related preconditions</b></p>	<p>Multi country program Burkina Faso - Benin - Zimbabwe  - Zimbabwe Component</p>
<p><b>Targeted users / Beneficiaries</b></p>	<p>ILO Headquarters, Program Planning Units</p>
<p><b>Challenges /negative lessons - Causal factors</b></p>	<p>An in-depth analysis, asking why things went well in Zimbabwe, and to what extent they can be replicated in other partner countries, is worth to be done.</p>
<p><b>Success / Positive Issues - Causal factors</b></p>	<p>none</p>
<p><b>ILO Administrative Issues (staff, resources, design, implementation)</b></p>	<p>not applicable</p>

## ILO Lesson Learned 1

**Project Title: Skills for Youth Employment and Rural Development in Western and Southern Africa (Zimbabwe Component)**

**Project TC/SYMBOL: RAF/10/52/M/DAN, ZIM/10/01/DAN**

**Name of Evaluator: Thomas Ranz                      Date:                      October 2015**

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>Brief description of lesson learned (link to specific action or task)</b>	The high level of delegation of program implementation to local government structures, as well as the intensive use of available government training facilities, technical expertise and skills is highly appreciated. However, when strongly delegating program implementation, at least monitoring structures should be kept in hand and not be outsourced to partner structures at the same time. This is of particular interest when an impact monitoring shall be used for measuring significant changes at an early stage.
<b>Context and any related preconditions</b>	Multi country program Burkina Faso - Benin - Zimbabwe  - Zimbabwe Component
<b>Targeted users / Beneficiaries</b>	ILO Headquarters, Program Planning Units
<b>Challenges /negative lessons - Causal factors</b>	Setting-up an impact monitoring presumes at a first step the definition of qualitative indicators in program planning documents instead of purely quantity-related ones (number of..., percentage off... etc.).
<b>Success / Positive Issues - Causal factors</b>	none
<b>ILO Administrative Issues (staff, resources, design, implementation)</b>	not applicable

## ILO Lesson Learned 2

**Project Title: Skills for Youth Employment and Rural Development in Western and Southern Africa (Zimbabwe Component)**

**Project TC/SYMBOL: RAF/10/52/M/DAN, ZIM/10/01/DAN**

**Name of Evaluator: Thomas Ranz                      Date:                      October 2015**

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>Brief description of lesson learned (link to specific action or task)</b>	Micro-credit is a crucial and highly synergetic instrument for income-generating programs and it should not be left out. Yet, micro-credit must be completely separated from development activities (such as e.g. trainings etc.).
<b>Context and any related preconditions</b>	Multi country program Burkina Faso - Benin - Zimbabwe  - Zimbabwe Component
<b>Targeted users / Beneficiaries</b>	ILO PMUs
<b>Challenges /negative lessons - Causal factors</b>	Micro-credit must be managed professionally.  Collaterals, reimbursement schedules, and potential sanctions in case of non-reimbursement must be communicated without any ambiguity at an early stage.  Sanctions in case of non-respect must follow.
<b>Success / Positive Issues - Causal factors</b>	none
<b>ILO Administrative Issues (staff, resources, design, implementation)</b>	not applicable

### ILO Lesson Learned 3

**Project Title: Skills for Youth Employment and Rural Development in Western and Southern Africa (Zimbabwe Component)**

**Project TC/SYMBOL: RAF/10/52/M/DAN, ZIM/10/01/DAN**

**Name of Evaluator: Thomas Ranz                      Date: October 2015**

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>Brief description of lesson learned (link to specific action or task)</b>	Similar nationwide-operating large scale programs should better define their strategies in terms of group-based or individual targeting. Using a group-based approach for individual beneficiaries without any previous group-experience (e.g. Master Craftspersons) cannot work successfully.
<b>Context and any related preconditions</b>	Multi country program Burkina Faso - Benin - Zimbabwe  - Zimbabwe Component
<b>Targeted users / Beneficiaries</b>	ILO Headquarters, Program Planning Units, ILO PMUs
<b>Challenges /negative lessons - Causal factors</b>	Defining group-based organisational structures as a binding requirement for benefitting from project activities (e.g. credits) can only have little impact.
<b>Success / Positive Issues - Causal factors</b>	none
<b>ILO Administrative Issues (staff, resources, design, implementation)</b>	not applicable

## ILO Lesson Learned 4

**Project Title: Skills for Youth Employment and Rural Development in Western and Southern Africa (Zimbabwe Component)**

**Project TC/SYMBOL: RAF/10/52/M/DAN, ZIM/10/01/DAN**

**Name of Evaluator: Thomas Ranz                      Date: October 2015**

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>Brief description of lesson learned (link to specific action or task)</b>	<p>Transaction costs of 50% and more of an available budget of programs of several years, managed by a PMU, composed by very small numbers of key staff, is no longer up to date from the perspective of many donors. In view of a more efficient use of rare and expensive management resources, elements of lean management could be evaluated in view of their appropriateness.</p>
<b>Context and any related preconditions</b>	<p>Multi country program Burkina Faso - Benin - Zimbabwe  - Zimbabwe Component</p>
<b>Targeted users / Beneficiaries</b>	<p>ILO Headquarters, Program Planning Units</p>
<b>Challenges /negative lessons - Causal factors</b>	<p>Measures for cost-efficient management structures to be particularly studied during program planning:</p> <ol style="list-style-type: none"> <li>1. Local project manager plus regular coaching through ILO-Headquarters, Regional Offices or Country Offices;</li> <li>2. Part-time CTA, in charge for several (if possible neighbouring) projects at the same time;</li> <li>3. Intermittent short-term consultancies based on detailed periodical work plans, to be established together with project staff;</li> <li>4. Outsourcing of program implementing structures to avoid applying the very costly rules and regulations of the UN head-offices.</li> </ol>
<b>Success / Positive Issues - Causal factors</b>	<p>none</p>
<b>ILO Administrative Issues (staff, resources, design, implementation)</b>	<p>not applicable</p>