International Labour Organization

Evaluation Office

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**THE ILO-NORWAY PROGRAMME COOPERATION AGREEMENTS ON SKILLS DEVELOPMENT (2016-2023)**

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

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## Acronyms and Abbreviations

| | |
|---|---|
| CPO | Country Programme Outcomes |
| DWCP | Decent Work Country Programme |
| DWAA | Decent Work Agenda for Africa |
| GESI | Gender and Social Inclusion |
| GIZ | German International Cooperation |
| GPSL3 | Global Programme on Skills and Lifelong Learning |
| KII | Key Informant Interviews |
| KPI | Key Performance Indicator |
| M&E | Monitoring and Evaluation |
| LMIS | Labour Market Information System |
| MSMEs | Micro, Small, and Medium Enterprises |
| NEET | Not in Education, Employment or Training |
| NPC | National Project Coordinator |
| P&B | Programme and Budget |
| PCA | ILO-Norway Programme Cooperation Agreement |
| RPL | Recognition of Prior Learning |
| SAB | School Advisory Boards |
| SSC/SSB | Sector Skills Councils/ Sector Skills Bodies |
| SDC | Swiss Development Cooperation |
| STED | Skills for Trade and Economic Diversification |
| VET | Vocational Education and Training |
| ToT | Training of Trainers |
| TORs | Terms of Reference |
| UNDAF | United Nations Development Assistance Framework |
| UNPDF | UN Partnership Development Framework |
| UNSDCF | UN Sustainable Development Cooperation Framework |
| WIL | Work Integrated Learning |

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**Disclaimer**
The views expressed are those of the evaluation team and do not necessarily represent those of the ILO or the governments of the target countries.

# EXECUTIVE SUMMARY

## Programme Background

The Programme Cooperation Agreement (PCA) is a multi-phased collaborative effort between the ILO and the Government of Norway (NORAD) to enhance the capacity of constituents in target countries to better identify and organize labour market requirements, as well as to collect, distribute, and provide training in the utilization of global knowledge in this field. Key thematic areas encompass strengthening skills systems, improving skills programme delivery, enhancing access and inclusion, and developing knowledge products with a focus on gender, youth, social inclusion (with particular focus on people with disabilities), environmental sustainability, and digitalization. The current phase of the programme (hereafter PCA 3) has eight components, enforcing each other: one global component to develop and disseminate knowledge products and solutions; one regional component to address labour migration by fostering partnerships and cross learning on combatting forced labour, recognition of prior learning (RPL) and harmonization of qualifications; and six country components (Ethiopia, Lebanon, Ghana, Malawi, Senegal and Tanzania) to strengthen local capacities, test innovations, and for the application of global products.

## Background and Scope of the Evaluation

The evaluation assessed the partnership between ILO and the Government of Norway, which has been a four-phased programme from 2016-2024. It aims to guide decision-makers, including ILO-SKILLS Branch and ILO Evaluation Unit, NORAD and constituents at global and national levels for more effective interventions and better management arrangements. The evaluation covers a **final assessment of the most recent project phase, PCA 3,** extended to October 2023, where it examines relevance, coherence, effectiveness, efficiency and, sustainability. It also covers **synthesis review of evaluations from previous phases and ex-post evaluations of Phases 1, 2, and 3 and assesses the feasibility for use of the Service Tracker and whether an ex-post impact assessment should be undertaken**. Finally, it identifies lessons learned and good practices for future phases and recommendations. The evaluation also assessed the extent to which transversal themes were addressed - Gender Equality, Social Inclusion, Tripartism, Social Dialogue, International Labour Standards, and Environmental Sustainability.

## Methodology

The evaluation was formative and included a self-assessment by national programme coordinators (NPCs), reflective dialogues, and feedback sessions in field offices and headquarters, as well as interactions with NORAD representatives. It employed a mix of qualitative and quantitative research methods, desk research, review of project documents and excel sheets on beneficiaries and case studies. The evaluation was participative, involving input from relevant stakeholders to assess the project's alignment with their needs and ensure a comprehensive reflection of achieved results and challenges. It involved face-to-face and online interviews and some focus group discussions with beneficiaries and recipients during missions to Geneva, Ghana, Malawi and Tanzania. Analysis was based on primary and secondary data and included findings from self-assessments. The evaluation matrix was used as a reference for collecting data, the analysis and discussion of the results. Triangulation of findings was done through de-briefing with NPCs and other staff contributed to the validity of findings.

## Main Findings

Overall, the programme performance is satisfactory and fulfils all the DAC requirements.

***Relevance and Strategic Fit:*** The programme is considered highly relevant by all partners involved and aligns with country, donor, and SDG priorities and frameworks. However, it requires greater constituent (even more valid for social partners) involvement in programme design and oversight of implementation. The programme would benefit from multi-phase funding for improved predictability and clarity of direction, where the programme wants to go. This also requires setting up tripartite 'plus' steering committees to empower constituents and enhancing their local capacities in a systematic way. This might also require top up funding to the existing funding available.

***Coherence:*** The programme demonstrates good coherence with other ILO initiatives, and has made significant progress to strengthen collaboration with external agencies to generate external coherence for larger impact. At national level, more efforts are required to pro-actively participate in donor facilitated skills platforms and proactively reach out for potential collaboration. There is internal programme coherence across all phases. ILO services are deemed relevant and useful for system building. However, staff and constituents highlight that there's a lack of clarity about the programme's direction. There are concerns that activities were not conclusively taken to the next phase, or that there was not enough follow-up support provided to conclude them in the phase itself due a to lack of funding or prioritization. The programme design and coherence show some inconsistencies regarding impact logic; some outcome and output indicators are not clearly defined and levels (output-outcome) mixed up. The programme is still very much focussed on delivering outputs and is weaker on outcome performance.

The programme would benefit from more prioritisation and a longer-term programme perspective in each country which is based on a vision jointly developed with the constituents. It should also further clarify its Theory of Change (ToC) and results chain conceptually and with better defined indicators and milestones, which stay valid over multiple phases, and are supported by a strong M&E system. Within this programmatic frame, several two-year PCAs phase can be better fitted and funded. This shall contribute to greater coherence, while at the same time become the basis for improved reporting of progress and evidence based management.

***Effectiveness:*** The programme is considered effective in achieving outcome and output targets, with generally positive stakeholder feedback. There have been inconsistencies on reporting targets which need to be addressed so that systematic reporting and monitoring of progress can be made. Thorough evaluation the actual effectiveness of interventions requires systematic feedback and impact assessments, which are at this point of time not available.
*At global level:* The Innovation Facility has demonstrated notable growth and response resulting from innovation challenges and Innovation Labs. Digitalization of courseware and knowledge products experienced valuable dissemination and local adaptation within the region with a good response. The Knowledge Sharing Platform's (KSP) update and the internal help desk are acknowledged as valuable and global products and services are considered relevant for planning and implementing programmes at the national level. However, the shortage of knowledge management and communication staff at the global level has diminished its effectiveness in supporting national teams and reaching out to a broader audience for increased visibility.
*At regional level:* The regional component played a critical role in addressing forced labour and low skilled labour migration in the African region by focusing on mutual skills recognition and harmonization of skills between African countries. It showcased its importance through partnerships, joint frameworks, and successful pilot projects. This created a positive momentum, fostered discussions on various skills-related challenges and facilitated the sharing of valuable

lessons in the region. The significant reduction in funding for PCA 4 has unfortunately resulted in its discontinuation. However, the evaluation recommends reconsidering this decision.
*At national level:* It led to a deeper understanding of constituents about the benefits of demand-driven skills systems with tripartite governance and private sector involvement. Exposure visits, training and multistakeholder engagement lead to joint policy and strategy development and generated enthusiasm. However, stakeholders have requested for further support from the ILO to translate policies into practice, requiring additional financial, institutional, and technical assistance for long-term sustainability. The relatively new role of social partners in skills development calls for an active and coordinated approach within the ILO country programme. Social partners and the government seek a longer-term programme perspective. STED, workplace based training initiatives, SSCs and well-targeted short-term upskilling initiatives for vulnerable groups show promising results to effectively address challenges in the short run, but funding shortages for follow up activities or for the scaling of pilot programmes affect institutionalization.

***Efficiency***: The programme overall delivered good value for money and was efficiently managed. Decentralized coordination is generally appreciated, though occasional delays in fund disbursements have impacted activities in the countries. Structural staff issues and staff shortages have affected the programme's efficiency and effectiveness, impacting the performance of the innovation facility, KSP, internal and external communication and partially also the depth of technical support for country offices. The lean team structure at the country level makes staff members feel stretched and in need of additional capacity building to meet the heightened demands from constituents. It requires expansion of teams at all levels and more effective technical and programming guidance and capacity building of national staff and constituents. Shortage of knowledge management and communication staff should be addressed. Funding should be made available for internal project reviews and backstopping missions.

Project monitoring, reporting quality and knowledge management is insufficient and needs to be enhanced with more streamlined online tools and mentoring support. Challenges have been identified, such as discrepancies in reporting, missing key performance indicators (KPIs), and incomplete disaggregation of data by gender, disability status and for migrants. To ensure consistent and accurate tracking of the programme, it's necessary to streamline log frame figures, provide training for both staff and recipients, and allocate resources for quality data reporting at both national and global levels.

***Impact orientation***: The outcome-based funding modality has been instrumental for the ILO's Skills and Employability Branch, enabling flexibility to enhance activities and strengthen thematic expertise at the global and national levels. NORAD emphasizes a long-term partnership and is committed to flexibility for adjustment of the funding modality to ensure best impact in countries. Aligning global efforts with national priorities and contextualizing global products are priorities. A focus on innovation, documentation, and cross-learning also exists.

The programme was instrumental in supporting constituents within the African region and the six project countries to assume a more active role in the skills ecosystem, resulting in 28 countries requesting ILO support. Impact on recipients within countries has been significant and has shaped the perspective of how constituents perceive and want to assume their role in the skills ecosystem. The programme contributed to stronger multistakeholder engagement and cross-learning in skills anticipation, policy dialogue and governance and made important contributions to aligning TVET programmes with market needs and engaging the private sector in workplace based learning and apprenticeships. Overall, recipients of services and capacity building provided by the ILO have observed an enhancement in their capacities and shown ownership to take

interventions forward. However, this improvement has not been systematically assessed by measuring 'increased capacity' adequately.
Assessment of the impact of training and post-training services on ultimate beneficiaries (learners, vulnerable groups) has been done only in few incidences until now, and more tracer studies are planned for the next phase using the service tracker. Measuring impact on ultimate beneficiaries, currently, remains vague and ambiguously defined. Instead of using "being employed or self-employed" as categories, measuring income increase would be more adequate. Overall there is a need to systematically assess impact with more conceptual clarity and more solid data collection and tracking systems. **The service tracker is a very critical tool to increase visibility and transparency of ILO's skills interventions and is a very timely tool to be further developed and expanded. However, the design needs to be reviewed** and requires a stronger conceptual foundation and more research rigour. It requires well-qualified staff with social science backgrounds and M&E experience to manage the service tracker, mentor its roll out and ensure the quality of data collection, aggregation and analysis. **An impact assessment of the multi-phased programme is highly advisable, but only if the M&E system is enhanced and data collection is streamlined beforehand.**

***Sustainability**:* The programme made some progress on sustainability of interventions in the African region and in all countries. Deeper thematic understanding and increased capacities in collaboration led to joint policy revisions, improved and more relevant competency standard and curricula development and training practices, and some financial commitments from governments towards replicating tested pilot initiatives and programmes. Some strategic partnerships with other development partners led to continuation of piloted initiatives, and contributed towards institutionalisation and larger scale interventions. While these important milestones provide a foundation for sustainability, the programme's timeframe and lack of a well consolidated proof of concept as a basis for developing a longer term operational plan remains an important barrier for continuation and hence sustainability. In this regard, sustainability depends on continued technical and financial support from the ILO.

***Transversal themes*** were incorporated into programme design and reflected in the implementation of interventions and reporting. Specific outcomes for Tripartism, Gender Equality and Social Inclusion, and Green Skills guided interventions were observed. Data reporting, however is limited, and there is a lack of systematic analysis regarding the extent of mainstreaming of these themes. A more systematic approach is needed, with dedicated indicators for mainstreaming as part of the performance matrix.

## Recommendations

***Recommendation 1: Consolidate experiences and learning at all levels***

The primary goal should be to consolidate and build upon the experiences gained from the programme across different levels. At the global level, this involves assessing the impact of interventions, creating a typology of countries based on institutional maturity and capacity building needs, and developing prototypes/proof of concepts (with costing and information detailing required time and funding commitment) for sustainable interventions. Regionally, the focus is suggested to be on evaluating impact and exploring the reinstatement of a regional component, with an emphasis on South-South cooperation. Nationally, self-assessments and prioritization of interventions should be facilitated based on budget constraints, capacity building needs and contextual factors. Finally, there is a call to sharpen the ILO's value proposition by clarifying and communicating its strengths (convening power and technical capacity) to support development of proof of concepts and operational plans. Additionally, there is a need to enhance global branding, particularly for GSPL3, to improve visibility and clarity in communication, ensuring a strong presence both globally and locally.

| Addressed to | Priority | Implementation | Level of Resources |
|---|---|---|---|
| ILO Global Skills branch, KM Management together with subregional experts and NPCs | Very high | Short term | Middle |

***Recommendation 2: Strengthen joint programming, M&E and reporting***

It is recommended to establish steering committees or skills task forces for enhanced tripartite governance and for strengthening and ensuring programming focus. The scope of engagement with the ILO should be defined based on available resources. Priority areas for deeper engagement should be identified for impactful interventions with a long term perspective (4-6 years). A revision of the Theory of Change, results chain and programme roadmap are suggested to guide strategic efforts. Additionally, the implementation of a robust monitoring and evaluation system linked to SMART outcome and institutional indicators, coupled with capacity building for staff and project partners, is proposed. An overall emphasis is required to increase quality assurance for data collection, monitoring, and reporting at all levels to ensure accuracy and reliability in assessing programme effectiveness.

| Addressed to | Priority | Implementation | Level of Resources |
|---|---|---|---|
| ILO Global Skills branch, NPCs, subregional experts | High | Short term | Low |

***Recommendation 3: Expand funding to take existing achievements to the next level***

For ILO to respond to the requests from constituents and implementation partners to continue assistance in the operationalisation and next level of institutionalisation of ongoing interventions, top up funding is required for all components. It is recommended that the ILO supports the institutional capacity building of social partners, particularly workers to enable them to engage more effectively in skills development. A programme developed jointly with constituents and relevant ministries involved should provide a good foundation for the ILO to approach donors more easily for funding.

| Addressed to | Priority | Implementation | Level of Resources |
|---|---|---|---|
| ILO Global Skills branch, NPCs | High | Short term | High |

***Recommendation 4: Address staffing and capacity issues***

It is recommended that teams are expanded globally, regionally and nationally so that the complexity of the programme can be addressed. This includes appointing senior staff including one programme manager, knowledge manager and M&E manager. Each national team should add at least 1 junior communication/knowledge management officer and 1 monitoring officer. Synergies can be strengthened between ILO programmes in a country as well as for similar interventions between countries (e.g. exchanging about RPL, SSCs between countries). The potential of communities of practise for capacity building can be significantly expanded by offering focussed thematic exchanges with the support of specialists and experts from different countries. Constituents, implementation partners and NPCs will benefit from these need based exchanges. It is also suggested that mid-term evaluations are replaced by internal strategic reviews and annual backstopping missions in each country.

| Addressed to | Priority | Implementation | Level of Resources |
|---|---|---|---|
| ILO Global Skills branch, NPCs | High | Short term | Middle |

***Recommendation 5: Address transversal Issues systematically and integrate indicators into the performance matrix***

Mainstreaming transversal issues requires not treating it as an add-on but rather as an integral part of programme design, implementation, reporting and M&E practice. It requires a change of

culture within the organisation. Therefore, NPCs and stakeholders should be trained how to proactively approach transversal issues in all programme activities by using an institutional and programming perspective. In the case of Gender Equality and Social Inclusion (GESI), this requires working with implementation partners on their institutional practices, on how they address multiple barriers in their organisations, when designing, implementing and monitoring interventions. Resources need to be put aside to ensure that evidence is provided through monitoring of results and assessment of impact on ultimate beneficiaries. Indicators should be developed as part of the performance matrix.

| Addressed to | Priority | Implementation | Level of Resources |
|---|---|---|---|
| ILO Global Office together with thematic experts | High | Mid-term | Middle |

## Lessons Learnt

***1. Strengthening tripartism by involving constituents and systematically building their capacities, pays off:*** There's growing interest from stakeholders, particularly the private sector, to actively participate in VET, resulting from ILO's focussed efforts of capacity building of constituents and multistakeholder engagement processes. However, the ILO needs to fully leverage its convening power to take advantage of tripartism in VET and build capacities of constituents more systematically. Meaningful engagement also requires social partners to assume their role as competent representatives who jointly hold a long-term vision and ownership in the skills system. This entails an institutional development programme with tailored capacity-building plans for each constituent.

***2. The Malawi Work integrated learning approach (WIL) and the Zanzibar dual Apprenticeship interventions demonstrate that piloting small initiatives is effective but not enough. A proof of concept approach and certain enabling conditions are required to ensure sustainability:*** Pilot initiatives showed promising results. They have, however, not as yet become well tested initiatives with a proof of concept with the right framework conditions so that institutionalisation and mainstreaming are sustainable. Governments face uncertainty in operationalizing these initiatives, and the essential framework conditions to motivate private sector involvement are often not as yet in place. Consolidating pilot initiatives for institutionalization demands a programme perspective with longer-term funding assurance.

***3. The effectiveness of NORAD's contribution to achieve sustainability depends on the maturity level of a country's governance and skills system:*** Outcome-based funding improved programme cohesion during the PCA 3. However, challenges include maintaining focus and delivering sustainable results within short timeframes, especially in fragile countries. The evaluator acknowledges the benefits of the two-year funding approach to mobilise the right stakeholders, build understanding and ownership for innovations; however the effectiveness and potential sustainability depends on the country's context, the maturity of the VET system, and the government's ability to absorb these new innovations. In situations where the ILO lacks a presence, and where countries have weak VET governance and institutions, longer commitment and stronger team presence are required and is critical for institutionalisation. An assessment tool to better understand the strategic entry points and determine the required length and depth of engagement in a country can strengthen the planning of initiatives and the ILO's position when negotiation with funding agencies.

# I. PROGRAMME BACKGROUND

Norway has engaged as a longstanding partner of the International Labour Organization (ILO). Between 2016 and 2024, Norway's programme contribution committed to funding for four phases (see figure 1 below) under the programme cooperation agreement (PCA) with phase 3 (2021-22) ending in October 2023 (following an extension), while phase 4 (2023-24) has already started[1]. *The Programme supports the translation of the ILO normative vision for Skills and Lifelong Learning under ILO Policy Outcome 5 "Skills and lifelong learning to facilitate access to and transition is in the labour market…. -To provide strategic and coordinated guidance for the development of innovative and scalable solutions for training people of all ages for the labour market of the future."*[2] The efforts over the past years have focused on generating knowledge products, practical tools, enhancing partnerships, capacity development of constituents and stakeholders, and advocacy in thematic areas including a) 5.1 Skills mismatches and anticipation of future skills needs, 5.2 Skills and lifelong learning policies, governance models and financial systems, 5.3 Innovative flexible and inclusive learning options, encompassing work based learning and quality apprenticeships.

## Overview of ILO-Norway Programme Cooperation Agreement since 2016

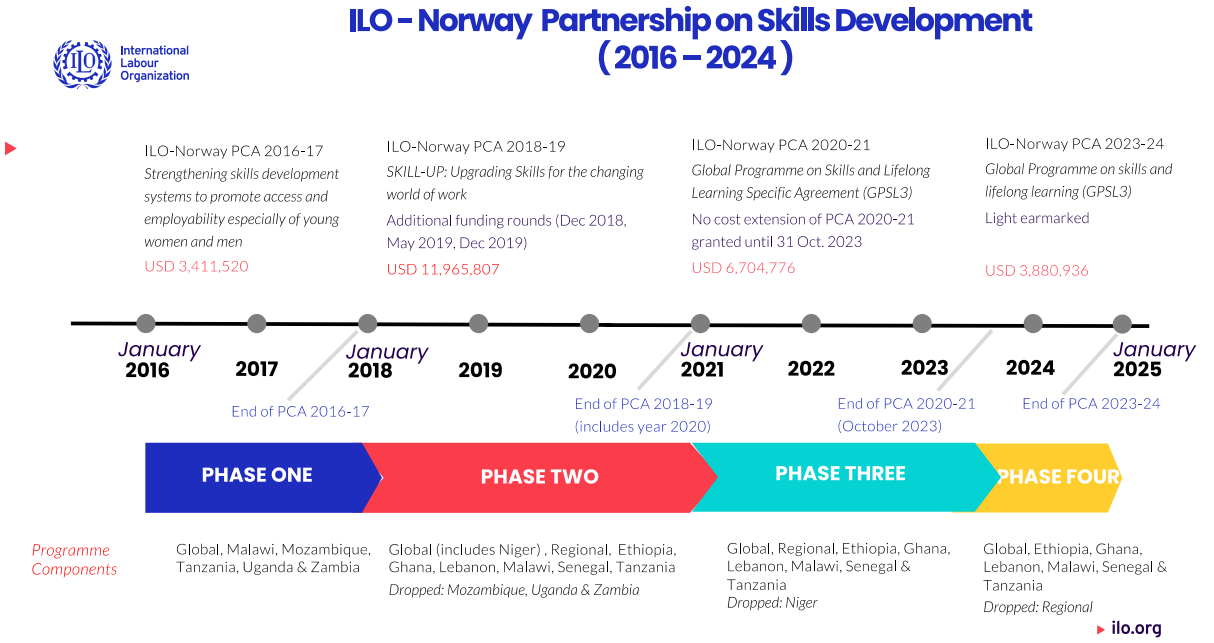
Figure 1 displays the time line of the four phases of the ILO – Norway Partnership on Skills Development. PCA 2016-17 (phase 1) was focused on upgrading their skills development systems and piloting new programmes in the target countries of Malawi, Mozambique, Tanzania, Uganda and Zambia. Both at the country and global levels, the project focused on strengthening stakeholder capacity to deliver effective programmes, support work-based learning, apprenticeships and systems for recognizing skills informally acquired (see table 1 for priorities over the phases). The first phase was able to deliver in terms of its planned outputs and intended outcomes to a large extent, in all of the five participating countries. The global component. with the development of learning resources and workplace base training, RPL and Quality apprenticeships, reached a worldwide audience.

PCA 2018–19 (SKILL-UP Programme – *Upgrading Skills for the changing world of work*), which was phase 2, aimed to assist ILO member states in preparing their skills systems to respond to the challenges and opportunities offered by emerging global drivers of change including trade integration, technological change, and migration flows. Interventions were undertaken at the country, regional and global level, including Ethiopia, Ghana, Lebanon, Malawi, Senegal, Tanzania. The interventions at the global level intended to have global reach, intensify knowledge creation and sharing and partnerships. The regional component covered skills partnerships in Western Africa and Central Africa with a focus on making migration more demand-led, formalized and informed and also addressed combatting modern slavery in Niger (see figure 1). As per the final evaluation for this phase, the majority of the outcome and output targets were achieved and delays or unachieved results were largely due to external factors such as lack of interest of partner governments, political turmoil/impasse and the COVID-19 pandemic. Stakeholders did emphasize short time frame of two years and limited budget as constraints in attaining sweeping results at the micro and macro level.

[1] As per figure 1, it can be seen that some of the 4 PCA periods differ from planned implementation due to COVID-19 delays. To enhance clarity, we propose renaming them: Phase 1 (2016-17), Phase 2 (2018-2020), Phase 3 (2021-2023), Phase 4 (2023-2024).

[2] The planned effects for target groups (outcome) are to promote innovative solutions to challenges in today's labour market, especially related to digitalization. It is about capacity building to make the countries better able to map and systematize the needs of the labour market, as well as to gather, disseminate and provide training in the use of global knowledge in the field." NORAD-ILO agreement 2020, p. 2.

Figure 1: Time line of four PCA Phases, including budgets and countries/components covered




PCA 3 (2020-21) began in 2021. It coincided with the post COVID 19 recovery phase and skill development as a means to access decent work opportunities took on even greater significance. The pandemic also brought up the need for people to transition from sectors that have shrunk to those that are growing. They needed skills to retain a job or move to another job in the same or a different sector. ILO's Future of Work centenary discussions at national, regional and global level re-enforced the call for "investing in skills and lifelong learning" to address the future of work challenges. ILO decided to position its interventions by launching the Global Strategy and Programme on Skills and Lifelong Learning (GPSL3) which is the guiding framework for phases 3 and 4. The PCA 3 was to be completed in December 2022, after two years of implementation, but had a no cost extension until October 2023. Phase 3 is discussed in greater detail in section 1.3.

PCA 2023-24 (phase 4), continues its alignment with ILO's GPSL3 framework to enable successful economic structural transformation, inclusive growth, a just transition and a human centred recovery. The emphasis in this phase includes an active collaboration across regions and to build on the lessons and good practices of each other. Figure 1 demonstrates that funding has been cut for this phase of the partnership (in comparison to earlier phases), to USD 3.88 million, which also re-shaped focus and scope. A very small global component remains with very limited staff plans to strengthen partnerships that support countries in reforming their skills systems, continuing to take innovative tools and approaches which were developed in previous phases to support target country constituents. Interventions will be adjusted to gaps identified, recommendations and new developments in order to further enhance earlier programme implementation efforts leading to higher effectiveness, relevance and sustainability. Common threads in the programme include a focus on digital and green economies as well as bridging the gender and social inclusion gap, in terms of women labour market participation and pay and disability inclusion. Other priorities include assessing impact of interventions on beneficiaries by using the service tracker, RPL, SSCs, private sector engagement and tripartism in VET. Apprenticeship was added as a result of the interest from the recent debate around the recommendation on quality apprenticeships.

## Focus of PCA 3 (2020-21)

PCA 3 (2020-21) or Phase 3 represents the realignment of the ILO – Norway Partnership on Skills Development with ILO's GPSL3[3]. This outcome-based partnership shall advance innovative global skills products, benefitting from the tripartite stakeholder's ownership and implementation structures already in place in the six target countries of Ethiopia, Ghana, Lebanon, Malawi, Senegal, and Tanzania. The PCA complement's ILO's internal budget and funding from other development partners for the implementation of GPSL3 to leverage synergies and have coordinated interventions across regions and learnings from each other.

PCA 3 helps to advance Outcome 5 of ILO's P&B "Skills and lifelong learning to facilitate access to and transitions in the labour market" and its three outputs: Skills mismatches and anticipate future skill needs; Skills and lifelong learning policies, governance models and financing systems; and Innovative, flexible and inclusive learning options, encompassing work-based learning and quality apprenticeships skills. This shall help promote the next generation of sustainable skills and lifelong learning ecosystems in the target countries. The GPSL3 is also aligned with SDG 8 on Decent Work and Economic Growth and SDG 4 on Quality Education. The overall programme's theory of change is in Annexe 3. The interventions consist of eight components. Each has its own theory of change:

- A global component that focuses on developing innovative knowledge and practical tools on the impact of different drivers of change on skills systems. It is also focused on strengthening partnerships, capacity development and advocacy;
- The regional component that focuses on addressing victims of forced labour / modern slavery and on skills partnerships on migration and for migrant workers;
- There are six country-level components, which will contribute to the achievement of the respective Country Programme Outcomes (CPO) listed below. For details of each component, see Annexe 4.

Table 1: Country Programme Outcomes (CPOs)

| Countries | Country Programme Outcomes (CPOs) |
|---|---|
| **Ethiopia** | Enhanced capacity of constituents to anticipate skills needs and to develop and implement inclusive skills policies and programmes enhancing employability of youth, vulnerable groups and forcibly displaced people |
| **Ghana** | Employment creation mainstreamed into national development frameworks |
| **Lebanon** | Improved employability of Syrian Refugees and Lebanese citizens to access decent Work |
| **Malawi** | Enhanced skills, employability, and entrepreneurial capacity of target populations especially youth, women and persons with disabilities |
| **Senegal** | Employment strategies, policies and programmes for young men and women are developed and implemented |
| **Tanzania** | Improved skills development strategies for employability |

This phase emphasizes innovation and enhanced support for various groups of beneficiaries, including governments, employers, workers, NGOs and training and post-training providers (direct beneficiaries or recipients), women, youth, migrants, refugees, and individuals in vulnerable situations in target countries. Phase 3 (PCA 3 2021-22) ended in October 2023 and is the primary focus of this evaluation report.

## Changes in funding, management structure and coordination

The global component of PCA 3 was/is hosted in the Skills and Employability Branch (SKILLS) of the ILO, within the Employment Policy Department, at the ILO Headquarters, overseen by a

[3] ILO's GPSL3's theory of change can be accessed at LINK

programme manager (until December 2022) under close supervision of the Chief of SKILLS. Until December 2022, a management unit existed comprising of a programme manager, two project officers supporting the development of global products and tools, providing technical and operational support to country projects and ensuring knowledge management and communication activities. The country coordinator was also responsible for and the service tracker. The management unit collaborated with relevant units of the Employment Policy Department, including ACTRAV, ACTEMP, GED, FUNDAMENTALS and DCOMM. The regional component was also managed from the ILO HQ with close collaboration and supporting on a regular basis the field specialists covering the target countries and subregions of West Africa, DRC and Mauritania. With regards to the respective country components, interventions are decentralised with overall authority with the Director of the respective country offices, with coordination support from the global component. The programme team in the target country is led by the National Project Coordinator (NPC) and receives technical backstopping from the field Skills Specialist and operational support from the Programme and Operations Manager based in CO-Dar es Salaam. The project's funds and management of the Global component is centralized and based in the ILO Headquarters in Geneva, while the management and funds of each component is decentralized to the respective countries.

There has been a shift toward decentralized management and support during PCA 3. This shift is partly due to reduced funding and recognizing the need for closer, more accessible technical and coordination support to country project teams to enhance their capacity and improve outcomes. Field coordination (since 2021) and knowledge management (since 2023) were moved to Tanzania. Significant fund reduction within the programme led to further reduction of global level staff and decentralising of responsibilities, which should have buffered these reductions in some way. There has been a continuous decrease of staff between phases from 20 staff in 2020 to 16 in 2022), which further reduced to less than 15 (for PCA 4 incl. 1 vacancy), as some staff are cost-shared with other projects.[4] Due to additional fund reduction (30%) for PCA 4, overall coordination of the programme has been shifted to the Programme and Operations Manager in Tanzania so that ongoing activities are maintained. One communication officer is being appointed at the global level, and there are plans to hire a manager for the service tracker. The regional component has also been dropped for phase 4 (see Figure 1).

# II. EVALUATION BACKGROUND

## A. Purpose and Scope

This evaluation aims to assess the partnership between ILO and the Government of Norway, which is based on the four-phased project signed and implemented between 2016-24. The resulting analysis and recommendations are to guide relevant actors in making strategic choices for more effective interventions and to improve current management arrangements during Phase 4 and for potential future phases of a similar nature. The evaluation covered all 8 components: Global-Regional and 6 country components (see earlier section for details). Areas of specific focus or the programme were a) Sector Skills Councils (SSC) and skill anticipation, b) skill-based strategies and programmes, c) recognition of prior learning (RPL) and migration, d) workplace-based training and quality apprenticeships, e) gender equality and social inclusion and f) innovation and digitisation. The evaluation also includes to what extent cross cutting aspects have been addressed, including mainstreaming of Gender Equality and Social Inclusion (GESI),

[4] It's important to highlight that the representation of women in the programme is relatively limited. As of October 2023, the programme includes two female NPCs (out of 7 NPCs). Among the 15 team members (Global and National), only 4 are women. Nevertheless, the programme receives support from 2 female subregional and 1 global skills expert and has recruited one women as communication officer in the Skills Branch in Geneva to address this issue.

emphasising Disability Inclusion, Tripartism and Social dialogue, International Labour Standards and Environmental Sustainability. The scope of the evaluation covers:

- **Final evaluation of the PCA 3 (2021-22):** The most recent project phase (extended up to October 2023). Its primary aim is to comprehensively assess the overall achievement of results for this phase. The evaluation provides formative feedback for the fourth phase 2023-24. The evaluation follows the OECD/DAC recommended criteria and assesses how well the programme addressed the needs of the region, national, and local governments, constituents, and the donor. The assessment will also examine ILO's cross-cutting issues. And evaluates the programme's coherence, effectiveness, efficiency, sustainability and orientation towards impact.
- **Synthesis review of evaluations conducted in previous phases 1, 2 & 3 (till Dec 2022):** This review focuses on the evolution of the cooperation modality between the ILO and NORAD, examining advantages, disadvantages, and emerging suggestions for the future. It analyses the spread and reinforcement of different types of activities and the selection of interventions for system change. It reviews all three previous project evaluations since 2016, recommendations made and documents the longer-term processes leading to achievements in the aforementioned areas. This review also evaluates the overall effectiveness of the cooperation mechanism. Some ex-post evaluation questions assess the level of sustainability of initiatives from project phases starting in 2016/17 and onwards.
- **Explore feasibility of an ex-post assessment:** This involved assessing observed changes (intended and unintended) resulting from the previous phases to today and explores initial evidence of outcomes on final beneficiaries and recipients to measure results, leading to higher transparency and accountability towards partner countries on impact achieved. Findings, learnings and insights would be the basis for a potential ex-post evaluation of the entire programme to provide background for the design of the next collaborative Phase between the ILO and the Norwegian Government. This evaluation also assesses the feasibility of the Service Tracker. Amongst others, it is assessed whether service tracker can conduct an extensive longitudinal analysis to measure impact achieved for beneficiaries and recipients.
- **Identification and recommendation of lessons learnt and good practices,** suitable for further expansion, replication and scale during the next planned phase between the ILO and NORAD.

## B. Clients of the Evaluation

The primary clients of this evaluation are the ILO Skills Branch, ILO constituents at Global and country levels and donor NORAD. Indirectly, this evaluation should also benefit programme partners, beneficiaries (recipients and ultimate beneficiaries) from the knowledge generated through the evaluation.

## C. Methodology and Process

### 1. Approach

**The evaluation is formative and considered a reflection and learning opportunity**. The discussions online and during missions were held with that objective, and included self-assessments and discussions with National Project Coordinators (NPCs), reflective discussions and feedback in field offices and HQs as well as with representatives from NORAD. **A participatory and as far as possible a gender sensitive perspective** is applied to ensure that relevant stakeholders' views and realities are reflected.

**The evaluation specifically assessed the PCA 3 of the programme but also approached it as an assessment of the programme as a whole.** This took into account the broader perspective

of the programme and earlier phases (synthesis). To provide adequate reflective details, the 'Effectiveness chapter has a section for each of the eight components, while the other chapters highlight some country specific aspects.

**The evaluation benefited from 4 missions: to Geneva for the global-regional component to missions to three countries.** The missions to Ghana, Malawi and Tanzania included assistance from national consultants who could follow up and clarify findings as well as provide the required national background for reflection and context setting.

## 2. The Method and Process

The evaluation employed a mix of qualitative and quantitative research methods, desk research, review of project documents and excel sheets on beneficiaries and case studies. It was participative, involving reflections from relevant stakeholders to assess the project's alignment with their needs and ensure a comprehensive reflection of achieved results and challenges. It involved face-to-face and online interviews (KIIs) and some focus group discussions (FGDs) with beneficiaries and recipients during ILO HQ and country visits to Ghana, Malawi and Tanzania. The evaluation process is summarised in the timeline (figure 2) and consisted of the following steps:

- **Desk review:** of ILO Skills Strategy, Norway strategy documents, DWCPs of project states, PCAs, project proposals, reports, evaluations, publications and knowledge products;
- **Mission to ILO HQ:** KIIs with responsible ILO-SKILLS staff, selected global social partners and EVAL team for overall programme background and global and regional components;
- **Self-Assessment of project performance for PCA 3 and earlier phases by NPCs in 6 countries and online meetings:**[5] NPCs provided the basic performance overview of their respective programmes and reflected on their work. This became the basis for further in-depth probing in online reflection meetings with NPCs (Ethiopia, Lebanon, Senegal) and discussions during the mission (Ghana, Malawi and Tanzania (including Zanzibar).
- **Online exchange/meetings with key informants (relevant stakeholders):** This included donors and strategic partners, and selected stakeholders from countries that were not visited or could not be met face to face (list of people interviewed,[6] see Annexe A5)
- **Mission to 3 selected countries** (for criteria for selection of countries to visit see Annexe A6):
    - Exchange with NPCs to discuss progress, achievements, challenges and opportunities. The discussions also included learnings and impact created during earlier PCAs;
    - KIIs with stakeholders relevant to the projects, including government officials (VET officials, Ministry of Employment), employers' organisation, trade unions, service providers for training and post training support (recipients), to assess to what extent their needs and expectations were met;
    - 4 FGDs with 16 beneficiaries (50% women, no PwDs) were held in Malawi and Zanzibar;[7]
    - Meetings with other VET stakeholders/partners in the project countries to assess the contribution and role of ILO to the VET ecosystem resulting from PCA funding;

[5] The self-assessment was crafted using an online questionnaire comprising both closed and open-ended questions. These inquiries spanned not only the 3rd phase but also earlier stages, ensuring comprehensive capture of insights from preceding phases. The open-ended questions encouraged respondents to provide specific examples and insights, which proved invaluable for the overall analysis and country-specific assessments. Subsequently, the findings underwent thorough examination and validation through individual discussions with each of the NPCs. However, due to time constraints, NPCs were unable to present the self-assessment at the mission's outset, which would have been the most effective approach. It is recommended that self-assessments be conducted annually, serving as a foundational element for strategic discussions with constituents and within the program team. This iterative process enhances the effectiveness of the self-assessment method, fostering continuous improvement and informed decision-making.

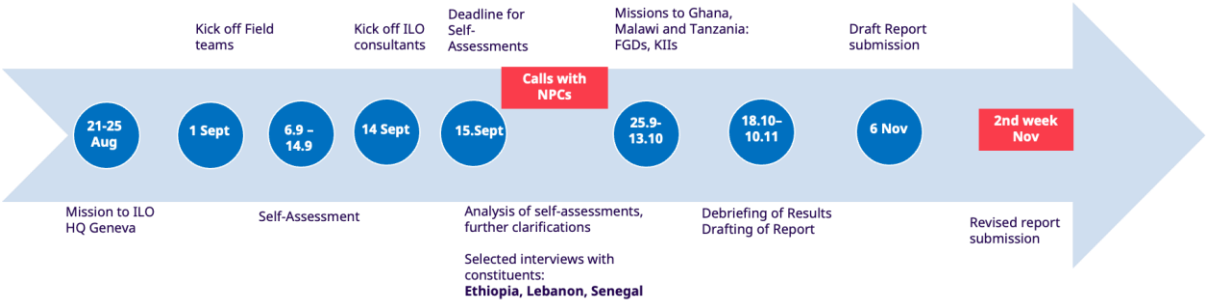
[6] The list of key informants was provided by each NPC and the programme coordinator. An effort was made to have gender balance in the interviews however, in the case of Ethiopia, Lebanon and Senegal, it was agreed that due to time constraints, 4-5 key informants would be interviewed. These represented government, employers and trade unions and 1-2 implementation partners. This consequently limited the extent of gender representation.

[7] Zanzibar: 1 FGD with 2 graduates, now employed in a hotel. Malawi: 3 FGDs with graduates trained in 3 farms. The evaluation took place at a time when learners were in internships. This made it difficult to have larger FDGs.

- National consultants supported data collection and, by the end of the mission, provided a summary report that was validated by the NPC and the ILO team;

- **Analysis of data was** based on the desk review and analysis of primary and secondary data and self-assessments. The evaluation matrix was used as a reference for analysis and discussion of the results. The evaluators triangulated the findings and shared the same with NPCs and skills experts during a reflective discussions at the end of the mission (Ghana, Malawi, Tanzania) and online. It was made sure that a gender and social inclusion lens was applied at all levels.

Figure 2: Timeline of the Evaluation




## 3. The Evaluation Matrix

Following the Terms of References (TOR), the evaluation addressed the general evaluation criteria and specific questions, as summarized and detailed in Annexe A7.

## 4. Team Composition and reporting

The Evaluation team included Sandra Rothboeck (lead evaluator) who was supported by 3 national consultants (Ghana: Evans Alhassan; Malawi: Bright B. Sibale; Tanzania: Gabriel Wilhelm). And Tanushree Bhushan supported the analysis of documents and consolidation of data. The team was guided and reported to the evaluation managers Guy Thjis and Amanda Mack. Adame Traore was the technical focal point for the SKILLS Branch.

## 5. Limitations

The evaluation aimed to adhere to the evaluation objectives, but faced certain limitations:

- **Phase was still ongoing:** With the third Phase (2021-22), ending in October 2023, was not yet fully closed, hence data was missing for the entire phase including the cost extension period. With the PCA 4 starting and not yet reaching midterm, this phase has been reviewed solely from a design perspective to see whether there is a coherence of interventions to optimize impact and overall sustainability of the programme.
- **COVID-19 pandemic and changes of targets and documentation:** Anticipated modifications in outcome, output, and beneficiary objectives were inevitable due to disruptions caused by factors during the COVID-19 pandemic. Nevertheless, the assortment of documents and data created confusion, making it challenging to get definitive targets and indicators that should have served as reference in a systematic way. Several efforts were made to validate information through the project coordinator which created delays and was time consuming. To expedite collection of information, the evaluator reached out to NPCs individually to access the relevant documents and data.
- **Coordination of evaluation, planning and time management:** The evaluation was complex and had a very limited time frame. It included a final evaluation and a synthesis review, as well as a 3.5 weeks mission to three countries. There were several delays and challenges encountered (including related to contractual, provision of information and planning), which delayed the planning and organisation of the mission and delivery of the report.

- **Organisation of Mission:** Stakeholder interviews were well-organized for all locations, for both online and in-person visits to Ghana, Malawi, and Zanzibar. The short time available to organise the missions however, made organising of FGDs difficult, so that only few ultimate beneficiaries could be met in Malawi and Zanzibar. The Tanzania Mainland mission faced some issues, which affected access to constituents and implementation partners. Late notifications and several non-appearances of the mission organiser to joint meetings led to delayed or cancelled meetings with government, social partners and partners. To address these issues, the evaluation team took direct action by reaching out to employers, implementation partners and enterprises to ensure that relevant meetings were held. This also included a debriefing with the country director ad interim of the Country Office in Dar Es Salaam and a call with the NPC for Mainland Tanzania, who is currently on maternity leave but kindly agreed to participate in the self-assessment and a telephonic interview.

### 6. Evaluation norms, standards and ethical safeguards

The evaluation team took necessary ethical and quality assurance steps to ensure a quality evaluation process and outputs. The steps taken included participatory planning of the evaluation process, briefing of NPCs and consultants and thorough review of the reports and data, followed by validation of information gathered where ever possible, and debriefing of NPCs and ILO country director ad interim in Dar Es Salaam after the mission. Regular briefing meetings were held with the technical focal point of the Skills Branch and the evaluation managers responsible for the evaluation. Interviews held were based on informed consent. The evaluation team upheld strict confidentiality with regards to the sensitive information obtained from self-assessments and from participant and stakeholder interviews.

### 7. Structure of the Report

The report follows outline as suggested in the ILO evaluation guidelines. Chapter I provided the programme background, while Chapter II discussed evaluation background (scope, approach, method and limitations). Chapter III includes discussion of programme findings, the performance using the DAC criteria relevance, strategic fit coherence, effectiveness (details for each component: global, regional and country), efficiency of implementation, impact orientation and sustainability. It also discusses the extent of application of transversal aspects and unintended results. The section on impact orientation also addresses the feasibility of undertaking an ex-post impact assessment. Chapter IV discusses feasibility of the service tracker, while Chapter V providers lessons learnt. Chapter VI covers conclusions and Chapter VII recommendations.

## III. EVALUATION FINDINGS

This chapter presents the evaluation team's findings for the evaluation. The analysis is guided by the OECD[8] - principles of the Paris Declaration on Aid Effectiveness (DAC) evaluation criteria to address programme relevance, coherence, effectiveness, management and resource efficiency, impact orientation, and sustainability. Attention was also given to transversal aspects, the core values of the ILO: to what extent the programme contributed effectively to tripartism, gender equality and social inclusion (GESI), to the application of relevant Labour Standards and Recommendations (195), as well as to environmental sustainability. Various sources of information and methods were used, including prior evaluations, updated log frames, internal quarterly and annual reports and self-assessments provided by NPCs[9] with follow up discussions. KIIs/FGDs with stakeholders and few ultimate beneficiaries were held (Malawi, Zanzibar). All the discussions were guided by the questions formulated in the evaluation matrix (Annexe A8).

[8] OECD Page: https://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm

[9] One each for Ethiopia, Ghana, Lebanon, Malawi and Senegal, while 2 for Tanzania (Mainland and Zanzibar)

## A. Relevance and strategic fit

*This section addresses the extent of relevance of the programme design and implementation in relation to the global, regional and national development priorities and donor requirements, as they were specified in the ILO-Norway PCA I to PCA 4. It also includes responsiveness of the programme design to the needs of the constituents, other stakeholders and beneficiaries and how stakeholder participation in programme design and implementation was addressed.*

### 1. Alignment with frameworks and priorities

The evaluation team confirms findings from earlier evaluations (2018 and 2021/22), that the programme has throughout all phases remained highly relevant. Constituents and other stakeholders in the ecosystem space (training providers, planning commission, other ministries) underscored the pertinent role of the programme spanning from 2016 up to now. The evaluation also affirms the strong alignment and relevance of the programme with existing frameworks and priorities:

- *ILO's Skills Strategies and P&B Framework:* The programme closely aligns with the ILO's Global Skills Strategy for Lifelong Learning (GSPL3) and ILO's P&B Outcome 5, which seeks to facilitate lifelong learning and effective transitions in the labour market. This also aligns with the global initiatives outlined in the ILO's Human Resources Development Recommendation (No. 195) and the Centenary Declaration for the Future of Work.
- *Global Development Frameworks:* The programme contributes to Sustainable Development Goals (SDGs) 8 (decent work and economic growth) and Goal 4 (quality education). It focuses on specific SDG targets, including Goal 4.3 (equal access to technical/vocational and higher education), 4.4 (relevant skills for decent work), and 4.5 (gender equality and inclusion), aiming to enhance relevant skills for youth and adults by 2030.

*Alignment with NORAD Priorities:* The programme aligns with NORAD's core objectives and commitment to support the ILO's Decent Work agenda and skills development, which involve strengthening systems, addressing skills mismatches, and facilitating the transition to work. NORAD is also committed to investing significantly in areas like climate adaptation, food security, clean energy, reducing the digital divide, and lifelong learning. Collaborative efforts with partners like GIZ as implementation partner and ILO as technical agency for policy dialogue are encouraged to maximize impact and synergies.

*Alignment with Regional and National Priorities:* The programme is consistent with the national development plans, employment strategies, and skills development priorities of the six participating countries. All country projects are in sync with UN Country Programmes, including the United Nations Development Assistance Framework (UNDAF) and United Nations' Sustainable Development Partnership (UNSDP). They actively contribute to the negotiated goals of their Decent Work Country Programs (DWCP) and Country Program Outcomes (CPO), with a specific focus on skills anticipation, improving employability, enhancing entrepreneurial capacity, and fostering inclusive employment and skills strategies. This alignment extends to various funding sources and complements the broader objectives outlined in the ILO's Decent Work Agenda for Africa (DWAA) and its goals, which serves as a regional benchmark.[10] The evaluation found that throughout the phases the programme is well aligned to the CPOs (see table below).

[10] See https://www.ilo.org/public/english/standards/relm/rgmeet/11afrm/dg-thematic.pdf. The agenda (2007-2015) defined the target as follows "Three-quarters of all African member States critically review and implement, with the involvement of the social partners, national policies and strategies for education and training, as well as establish mechanisms for their implementation at national, regional, local and sectoral and enterprise level. Such strategies should include annual targets for the provision of (re)training opportunities for the working poor, especially young people and women, with the aim of ensuring that half of Africa's workforce has obtained new or improved skills by 2015" (p.42).

Table 2: Alignment with CPOs

| **Country CPO** | **P&B** | **Alignment with country** (examples) |
|---|---|---|
| Ethiopia-126 "Enhanced capacity of constituents to anticipate skills needs and to develop and implement inclusive skills policies and programmes enhancing employability of youth, vulnerable groups and forcibly displaced people" | 5.1 | Ten-year Development Plan (2021-30); VET Policy and Strategy (2020); Green Growth Strategy (2011); Agriculture Transformation Agenda |
| Ghana-105 "Employment creation mainstreamed into national development frameworks" | 5.1 | VET Transformational Agenda; VET Policy and Strategy (2018-22); Human Resource Development Strategy (2010-20) |
| Lebanon-103 "Improved employability of Syrian Refugees and Lebanese citizens to access Decent Work" | 5.1<br>5.2 | National Strategic Framework for VET in Lebanon (2018-22); National crisis response and recovery plan |
| Malawi-105-"Enhanced skills, employability and entrepreneurial capacity of target populations especially youth, women and persons with disabilities" | 5.1 | Malawi Vision 2063 (Agricultural productivity & commercialization; Industrialization); National Export Strategy/Agriculture policy |
| Senegal-101 "Employment strategies, policies and programmes for young men and women are developed and implemented" | 5.3 | Plan for an Emerging Senegal; National Strategy for VET; Digital Senegal 2025 Strategy;<br>National Employment Policy etc. |
| Tanzania-103 "Improved skills development strategies for employability" | 5.1 | Vision 2025; National Employment Policy (2018); National Skills Development Strategy (2016-26); Education & Skills for prod. jobs |

## 2. Relevance of ILO and programme for partners and recipients

Interviews with ILO departments (ACTRAV and ACTEMTP) supporting international trade union confederation (ITUC) and the international organisation of employers (IOE) at global level revealed their increased interest and ownership for driving the global agenda on skills development and for shaping national skills systems. They appreciate the continuous involvement by the Skills Branch in implementing the GSPL3 strategy. Particular references were made to the ongoing debate around the quality apprenticeship recommendation and action plan, resulting in high commitment and prioritisation of ACTEMP towards addressing skills mismatch through quality apprenticeships in a proactive way within its membership.

NPCs and stakeholders at national level **highlighted a notable shift in perspective towards ILO's prominent role in strengthening the skills ecosystem.** The ILO is viewed[11] as an increasingly relevant partner, particularly due to its unique ability to bring employers, trade unions, and government stakeholders together. Constituents in all project countries appreciate the approach through which tripartism and multistakeholder engagement has been fostered outside ILO's traditional areas (e.g. Malawi for child labour; core labour standards) and that ILO ventured into less 'contentious' areas such as the skills development. Existing intervention priorities are seen as appropriate and relevant. Particularly in the context of the COVID 19 pandemic, the ILO responded effectively to the needs of most vulnerable groups in all countries, as well as to the political and economic crisis in Lebanon and Ethiopia, confirmed ILO's role as a trusted partner of the government.

*Findings from Ghana and Malawi: The STED methodology was appreciated for its multistakeholder engagement process to address future skills needs and mismatches. It was realised that skills development is not an isolated matter relevant to ministries of education and labour alone, but impacts the overall development process in countries and hence the performance of other ministries (e.g.*

[11] Particularly constituents in Ghana, Ethiopia, Lebanon, Malawi, Senegal, Zanzibar and GIZ in Ghana

*Planning Commission and Ministry Trade and Industry), as well as the performance of the private sector and workers.*

ILO's valuable role as a knowledge provider, offering access to the most current research and global best practices for capacity building is well appreciated. Particularly useful were exposure visits, webinars, thematic regional and national training workshops (e.g., ILO-ITC training, Zanzibar workshop in 2018 on STED, regional workshops, initiatives on RPL, quality apprentice-ships in Benin in 2022). They resulted in policy revisions (e.g. Ethiopia, Ghana, Malawi, Senegal, Tanzania) or jointly developed sector strategies (e.g. Malawi: Horticulture, Diary; Senegal: Digital skills strategy; Ghana: green skills strategy). ILO's support to piloting initiatives in all countries was appreciated and considered as highly relevant. These efforts increased awareness and deepened understanding on critical topics, such as the future of work, skills anticipation, and addressing skills mismatches, the formalization of skills, and inclusive skills systems.

## 3. How was programme designed (topics, countries, stakeholder involvement)?

The overall direction and objectives of the programme were determined by ILO's mandate, the GSPL3, the ILO's in-house technical capacities and the P&B framework, DWCP and donor ODA priorities (countries and focus). As highlighted earlier the choice of countries since 2018 is closely aligned with NORAD's country priorities. While PCA 2 (2019-20) implemented activities in 7 countries, PCA 3 (2021-21) covered 6 countries.

In response to earlier recommendations (End Evaluation 2021 for PCA2), the ILO has more consistently engaged constituents in assessing their needs and in some cases also involved them in defining skills priorities when designing the PCAs (e.g. Lebanon, Malawi, Zanzibar). Discussions with social partners revealed that the government's level of influence and genuine willingness to share responsibilities for skills and VET with other stakeholders and social partners varies between countries and has in some cases affected the level of engagement (less effective in Ethiopia, Tanzania, Senegal). However, overall employers and trade unions have increasingly contributed to policy reviews and strategy development; employers got also increasingly involved in curriculum and standard revisions. As shown in the table below, very few countries established formal tripartite steering committees for the programme (e.g. Zanzibar, Malawi). Senegal and Lebanon have formed informal task forces as a first step. Overall however, stakeholders expressed concerns about not being adequately informed and involved in the development, implementation, and oversight of skills programmes (see table).

Table 3: Involvement of constituents in programme

| | Programme steering committee in place | Feedback from Social Partners on level of involvement in planning and monitoring PCA |
|---|---|---|
| Global | Not for the programme but for the global GSPL3 | Partially involved in programme development<br>Regular exchange |
| Ethiopia | Not in place | Government strongly involved<br>Not enough systematic involvement of social partners |
| Ghana | Not in place | Government strongly involved<br>Not enough systematic involvement of social partners |
| Lebanon | Informal task force | Close engagement of government and social partners |
| Malawi | In place | Consultation of social partners in programme planning<br>Not enough systematic engagement in planning |
| Senegal | National Taskforce in place since 2023 | Systematic engagement of government<br>Recently added social partners |
| Tanzania Mainland | Formed but not active | Government strongly involved<br>Not enough systematic involvement of social partners |
| Tanzania Zanzibar | In place | Regularly informed<br>Not enough systematic engagement in planning |

There has been an ongoing challenge in balancing the expectations of constituents with the programme's objectives and resources available. This sometimes creates tension, as national teams are presented with a list of activities that may exceed the programme's scope and budget.

### 4. Relevance for ultimate beneficiaries/target groups

The programme is seen as relevant because it explicitly focuses on addressing the challenges faced by disadvantaged groups in accessing high-quality training and post-training support and finding productive employment opportunities (see for details in section III-G). These groups include unemployed youth, women in the informal sector, poor farmers, migrants, NEET individuals (those not in education, employment or training) and people with disabilities. Few interviews with female and male learners and participants from various countries confirmed that the project was relevant to them and met their training needs. No conclusive statement can be made at this point whether the programme was equally relevant to all target groups.

Constituents and implementation partners have appreciated the capacity-building efforts in areas such as skills in digitalization in Senegal, the establishment of Women Digital Hubs; support for people with disabilities in Malawi; reaching out to the most vulnerable groups affected by conflict or COVID-19 through short-term training programmes in Malawi and Tanzania; providing career guidance, placement, and entrepreneurship support in countries like Lebanon, Ethiopia, and Tanzania; enhancing core work skills in Ethiopia, and offering upskilling courses for self-employed women and farmers in Ghana, Malawi, Tanzania/Zanzibar, and Lebanon.

## B. Coherence and validity of programme design

*This section examines the coherence and validity of the project design taking into account time and resources available; the coherence of the programme with ILO's overall goals; the coherence of the components within the programme; the theory of change of the programme; the Projects' Monitoring and Evaluation (M&E) framework related to the programme; and whether ILO crosscutting themes have been and are systematically taken into consideration in the design.*

### 1. Coherence with overall goals

The programme's objective is coherent with ILO's overall Decent Work and Future of Work agenda, NORAD's priorities – and the 2030 Agenda for sustainable development. The programme's consistency with international norms and standards is high, primarily because of ILO's own role in setting the latter and applying them in the delivery of its interventions. This does not come as a surprise since ILO's overall objectives are broadly formulated, giving space for a range of interventions of different topics and themes. The three programme component levels – global, regional, country – combine several themes that are at the meta-level coherent with the P&B and aligned with the GSPL3 programme.

Another measure for coherence pertains to the synergies and interlinkages between the programme and other interventions carried out by the ILO. It was found that projects like PROSPECT[12] (e.g. Ethiopia) and AgroPro (e.g. Lebanon; Ethiopia), ProAgro Youth provided particularly fruitful opportunities for collaboration. Similarly, the Malawi component collaborates with sparking disability inclusion for rural transformation (SPARK), the youth programme Agro Youth, while Ghana continued collaboration with the NORAD funded project Sustaining

[12] PROSPECT: Partnership for improving prospects for forcibly displaced persons and host communities, funded by Dutch government, in partnerships with IFC, World Bank, UNHCR, UNICEF and implemented in Kenya, Egypt, Jordan, Uganda, Sudan, Ethiopia. AgroPro: Promotion of Decent Work in Agrobusiness, funded by BMZ, and currently implemented in Ethiopia and Morocco.

Competitive and Responsible Enterprises Programme (SCORE), as there was potential for many touchpoints (see sustainability section for more details on partnerships).

The programme has made significant efforts towards building external coherence with existing national (e.g. NEET programme in Tanzania) and international programmes that are relevant for the skills domain. Some opportunities for collaboration have been seized and systematically cultivated at global level with UNESCO, IOM, ETF in areas of STED methodology and Skills anticipation, Challenge Calls (AfDB) and with ITC-ILO, co-creating joint webinars, MOOC development and blended training initiatives and digitalization projects, and led to co-funded events and joint initiatives at regional level (MOU between ILO, UNHCR, INPP-DRC; ILO- CEEAC partnership). At national level, ILO strengthened ongoing national government initiatives and fostered collaboration with social partners and other stakeholders relevant for the ecosystem.

Discussions with donors (e.g. SDC) and implementation partners reveal that the ILO has only started taking advantage of its tripartite structure and closeness to a variety of ministries, employers and trade unions, which other funding or implementing agencies, like GIZ do not have. However, some start to see as a clear advantage of working with the ILO in this regard (GIZ in Ghana; the Government Malawi and Lebanon). **Throughout the interviews, the evaluation has found that ILO can do more in this area, as visibility is mostly limited to traditional ILO partners (Ministries of Labour and Skills, Employers, Trade Unions, see sustainability section ). NPCs and constituents mentioned that more efforts are required to pro-actively participate in donor facilitated skills platforms** and other skills network initiatives to optimize synergies, leverage initiatives and avoid duplications (Malawi, Ghana, Tanzania, Zanzibar). The ILO should continue to establish itself as a serious player in the skills space, who comes across as technically sound and relevant (despite the limited funding).

## 2. Coherence within programme

Internally, the programme has shown considerable coherence at national and global level over all phases and remains consistent with ILO's Skills Strategy 2030 and GSPL3 as well as other ILO projects. The PCA 3 also strengthened coherence by building on earlier phases.

Recommendations from earlier evaluations on strengthening the project logic as well as the **Theory of Change (TOC) have been taken into account, and one sees a shift towards a more consolidated and coherent programme perspective.** SKILL UP had three outcomes and independent log frames for each component. PCA 3 was further consolidated in close alignment with the global Skills Strategy 2030. Each of the eight components had their own theory of change and logical frameworks, and significantly less indicators measuring progress provides more clarity on performance. Their common thematic focus areas across and the global component played an overarching role of knowledge building and support, contributed to coherence.[13] The ongoing PCA 4 is even more streamlined with an integrated programme and monitoring framework and joint outcomes and common key performance indicators,[14] while at the same time, having field level interventions driven by their own priorities too.

[13] GPSL3's global component's sphere of Influence include Digital transition, Innovation Facility, Knowledge Management and Communication, which in turn are used to a) build capacities of constituents and b) extend field support to increase commitment and coordinated efforts towards addressing skills and lifelong learning. See the theory of change infographic in the Annexure 3 for more detail.

[14] These joint outcomes are: 1. Enhanced participatory process for government, employers and workers to improve policies and financing arrangements. 2. More timely, accurate and forward-looking anticipation of future skills needs 3. More individuals, especially vulnerable groups, can access and benefit from innovative, flexible and inclusive lifelong learning options, encompassing work-based learning and quality apprenticeships and 4. Enhanced global knowledge base, innovation, partnerships and capacity building to empower constituents to tackle contemporary skills challenges.

When assessing country specific log frames and project documents from a stand-alone programming perspective, **consistency can be noted to a certain degree across phases, however, there is need for improvement.** NPCs and other constituents felt that there were issues with regards to the transitions between programme phases. Some activities were not conclusively taken to the next phase, or there was not enough follow-up support provided to conclude them in the phase itself due a to lack of funding or prioritization. Examples include KAB in Lebanon; Core Work Skills in Ethiopia, GESI in general; LMIS in Ghana and Tanzania; and the work on SSCs in most of the countries (see for details effectiveness and sustainability section).

**Within PCA 3**, the evaluation found that largely, the programme did have logical cause-and-effect linkages from the activities to the outcomes, which contributed to the programme's development objectives; although the quality across countries varied. After reviewing all the results frames, it is notable that there's a need to enhance the logical clarity of what's measured to attain program outcomes and impact. Most of the programme's focus remains on measuring outputs with much less focus being put on assessing higher level outcomes (such as increased capacities of constituents/private sector/training providers to deliver more accessible and relevant services to end beneficiaries) and of course impact for various beneficiaries (such as status of employment or income levels of learners or enterprises being more productive/satisfied). This was also observed by NPCs, who struggled to see changes at outcome and impact level due to the short time frame of the PCAs[15]. Output indicators largely seem to be a "to do" lists that would provide clear direction on what activities needed to be completed by the end of the two-year project. However, output indicators need to measure the various tangible and intangible results (such as capacities built) from these very project activities (such as a training programme). This has been discussed in greater detail in the impact orientation section.

**Some activities are perceived as fragmented and 'arbitrary' in nature.** Interviews highlighted that some interventions seemed somewhat 'imposed' by the global programme to achieve stronger visibility in areas like 'social inclusion' and 'green skills', which is understandable; however, in a programme with a very lean budget and narrow scope for intervention, they may hinder ownership and sustainability in the long run. There are some concerns that elements of the programme felt "cobbled together" and coexisted as loose interventions where it is not clear how they are interconnected and/or jointly contribute to higher level outcomes. This however does not mean that transversal topics should not be mainstreamed in ongoing activities.

To enhance program design coherence and effectiveness at the outcome level, there's need for further sharpness when defining **key performance indicators (KPI)**, particularly when defining output and outcome indicators. There are instances of mixing up output and outcome indicators, and some formulations lack precision, attempting to cover two aspects at once.[16]

Another area which needs to be addressed are **concepts and terms**, Terms like 'capacities built' are used loosely and fail to capture the depth required for stakeholder behaviour or behavioural change, which necessitates a more sustained thematic learning process. Additionally, in the case of SSC/Boards (SSC/SSBs), the goal is to make them functional contributors to an improved skills system, requiring several milestones to be achieved over time. It is worth noting that some projects, including Ethiopia, Malawi and Ghana reported in PCA 3 that these SSCs/SSBs were 'established,' but the more accurate term would be 'formed,' as they still lack the essential legal

[15] Outcome level indicator data was sparse or non-existent among the KPIs across the components due to lack of data collection and reporting on the same and the short time frame of the phase.

[16] The Log frame for Malawi, for example, included various output indicators that had a double formulation which made measurement unclear - # of vulnerable people trained in various skills (initial training) and engaged in economic activities, # of RPL centres assessed, accredited, with increased capacity, % trained workers who benefit from increased responsibilities and wages

independent status for functioning effectively.[17] Likewise, there's a need for greater clarity on the definition of quality apprenticeships, particularly in Tanzania, as the current interventions and partners tend to focus on dualized professional courses with increased private sector engagement, but may not fully align with the concept of apprenticeships (see effectiveness section). To ensure the indicators are meaningful and appropriate, it's essential to:

- Provide a clear definition of what an indicator measures
- Ensure indicators effectively gauge the desired results
- Apply the SMART criteria (Specific, Measurable, Achievable, Relevant, and Time-bound) for indicators to accurately represent the intended outcomes

**Time horizon in Programme Design:** In addition, what emerges from feedback from the NPCs and skills specialists is that NORAD-ILO PCAs provide a two-year perspective and that while services provided by the ILO are relevant and useful with a system building vision, there is a lack of clarity about the direction the programme is taking. Few people could clearly articulate the causal chains across the entirety of the programme and what, from a logical perspective needs to be done to achieve these higher-level outcomes leading to the desired impact. **There is a need to shift towards a programme-wide TOC that remains consistent for a longer period of time with a jointly developed vision to achieve the development goals envisaged.** In such a programmatic framework, the theory of change, the impact logic and the respective impact-outcome and some output indicators should remain valid over several PCAs, keeping in mind that activities and indicators may need to be revised as per the needs and priorities of the context and time. There would be a clear articulation on how multiple activities globally and country wise lead to higher level outputs which in turn support the realisation of outcomes. Such a TOC should be based on a results chain and supported with a broad road map with milestones and an M&E is developed over several stages, based on which PCAs are designed and measurable KPIs developed. This makes it a foreseeable and transparent process, which is easy for NPCs and constituents to use as reference for prioritising activities and holding partners accountable. This would contribute to greater internal coherence (see section on impact orientation for more details).

> "A two-year project cycle remains a big setback in realising tangible impact beyond execution of activities."

### 3. Mainstreaming of transversal topics

The programme has addressed transversal topic systematically in the design, implementation and reporting (see separate section cross cutting and transversal themes section).

## C. Effectiveness

*This section assesses how effective the programme interventions were during the PCA 3 2021/22 but also keeps in mind to what extent earlier phases haves contributed towards higher level of effectiveness of interventions. Starting with an overview of common aspects, the section also dives deeper into each individual component to highlight some specific findings and observations. These observations stem from discussions on KPIs provided in tables and reports. As 'fully achieved' indicates that all the activities were achieved as planned, while 'partially achieved' equals signifies some progress made, with potential delays or ongoing status at the time of evaluation. The more detailed tables with KPI performance for each component can be found in the Annexe A8.*

[17] Follow up discussions highlighted that regulatory barriers and lack of clarity about financing and incentives given to the private sector are reasons why over the years, implementation partners shifted to dualized professional courses and are indeed successful. While is this very positive, it differs however from apprenticeships, where enterprises hire apprentices as employees and where employees spent most of their time. One should therefore, change the narrative when promoting the initiative.

Despite encountering unexpected challenges – delays due to the COVID 19 pandemic or political turmoil, reduced interest by government or lack of enough funding, the programme was largely successful in meeting its outcome and output targets for all eight components. The reasons provided why activities were dropped, delayed or otherwise not achieved were reported and are reasonable.[18] The flexibility provided by Outcome-Based Funding allowed the ILO to tailor interventions to each country's unique needs and providing timely responses to local priorities. It also enabled countries to start strategic initiatives particularly to respond to immediate needs of most vulnerable groups affected by the pandemic (women, NEETS, people with disabilities) or also gave a boost to ongoing efforts in other nations. The global and regional component contributed to the development and dissemination of information and online tools, boosted digitalisation to mitigate challenges with well-attended blended learning webinars and trainings on RPL, Quality Apprenticeships, GESI and thereby furthering the ILO's global skills agenda with national presence.

**Some common features:**

- **The programme is considered as very effective by constituents and stakeholders**, with objectives achieved. There is deeper understanding and a growing commitment to shifting towards demand-driven skills systems, emphasizing the role of tripartite governance and private sector involvement (SSC/SSBs). The importance of work-based training, core skills, and upskilling is recognized. RPL is acknowledged for formalizing skills and expanding lifelong learning access.
- The programme generated deeper understanding and enthusiasm through exposure visits and multistakeholder engagement and capacity building. However, **stakeholders highlighted the need for ILO to go further and support them to translate policies into practice.** This requires additional financial, institutional, and technical support for long-term sustainability (see sustainability section).
- **The role of social partners in skills development governance and overall design and delivery is relatively new**, necessitating a more active and coordinated approach within the ILO country programme. This approach should be longer-term (4-6 years), developed in collaboration with constituents, with clear objectives and measurable indicators. A capacity building strategy for constituents is crucial for impact and will position the ILO better to access larger funding for complementary programmes.
- **Well targeted short term upskilling initiatives to address immediate challenges faced by vulnerable groups to earn a sustainable income** showed promising results with scaling potential. For example, addressing farmers' lack of capacities to deliver marketable produce and linking them to the market (Malawi) or enabling women entrepreneurs to sell their products through digital marketing (Ghana). Similarly, short term dualized skills programmes for NEETs in Tanzania and Lebanon show potential for replication.
- **Funding shortage for activities and pilot programmes:** Various target figures that fell short were reported to be due to a paucity of budgetary resources. Outcome and output targets need a realistic matching with the budgets allocated for the same at time of planning.
- **There are M&E and reporting challenges:**
    - Revisions of log frame target figures caused reporting discrepancies in KPIs across countries. It was also difficult to get gender segregated data. Streamlining these figures in log frames is necessary for consistent and accurate programme tracking. M&E training of staff and recipients overall is required;
    - KPIs, especially those related to measure ultimate beneficiaries' impact and outcome indicators were missing, making it difficult to track progress and effectiveness. While some qualitative descriptions hinted at target achievements in reports, the absence of quantitative figures created ambiguity.

[18] See annual and quarterly reports.

## Global component

The global component of the GPSL3 continued efforts of earlier phases. As shown in the summarising table below, outcome 2 achieved target and 1,3,5 partially achieved the targets:[19]

Table 4: Summary of achievements of Global Component

| **Global Level Achievements** | |
|---|---|
| ***Outcome (OC)*** | **Summary** |
| 1. Innovative solutions to address the contemporary skills challenges are identified, selected and implemented | Outcome Partially Achieved |
| 2. Digitisation of key technical products on contemporary skills challenges are advanced | Outcome Achieved |
| 3. Constituents and field staff are empowered to take a lead role in providing technical guidance | Outcome Partially Achieved |
| 4. Knowledge management, communication and visibility enhanced | Outcome Partially Achieved |

**OC1. Innovative solutions to address the contemporary skills challenges are identified, elected and implemented**

- The ILO Skills Innovation Facility conducted seven innovation challenges, initially with high demand but faced uneven response in applications, which is partially a result of whether the challenge was national, regional or global. Overall, the challenges got a satisfactory response and increased ILO's responsibility. Two successful Innovation Labs for digital innovation supported globally recognized initiatives, but the target for technical support during exchanges fell short.
- The innovation network for skills development and lifelong learning was established, however, fell short of the 1500-member target of participants; participants in the innovation network however, appreciated the support; however, they would have preferred more interaction with ILO experts and practitioners working on similar initiatives, since they were finding exchange meetings with diverse innovators less useful. Assessing the effectiveness of online platforms, pilot interventions, and programme impact in addressing current skills challenges is needed.
- Some quantitative targets related to increased visibility, outreach and partnerships were not fully met; the results were potentially influenced by the pandemic and staff shortages (departure of knowledge manager). This affected the quality and relevance of a KSP and web presence so that NPCs hardly use the platform. A KSP needs to be well staffed and curated to remain relevant and proactively promoted within the field, with staff available to guide in keep users informed. This is currently missing.

**OC 2. Digitisation of key technical products on contemporary skills challenges are advanced**

- Two open-courseware modules were created, focusing on combatting forced labour and digitizing TREEPEDIA. A digital transformation strategy for VETA Kenya led to courses on Kenya's National Skill Gateway and training government staff for online content delivery.
- Digitization of global products and guides has been effective, particularly during the COVID-19 pandemic, enabling local adaptation and a wide use by NPCs and constituents. It was mentioned that the target audience should be more carefully identified, so that tools and guidelines are more effective and relevant. Guides seem to be too generic to be useful in their application.

[19] This was provided from log frame document revised March 2022, but some data were not reported in progress report or mid-term evaluation.

- Collecting participant feedback is essential, along with regular exchanges to assess the usefulness of products and services. Providing guidance and mentoring support to NPCs is vital for effective tool usage. Another obstacles that was mentioned are the paid courses, which prevent participants to join. Overcoming the financial barrier can enhance the use of global online products for stakeholder capacity building.

**OC 3: Constituents and field staff are empowered to take a lead role in providing technical guidance**

- The programme has effectively strengthened tripartism of constituents on strengthening skills development systems, identifying future skills needs and addressing the mismatch. Tripartite engagement gained momentum, but readiness from government to involve other stakeholders varies based on political history, which needs to be taken into account. Strong government control can delay tripartism, but overall, shifts towards recognizing the benefits of private sector participation are visible.
- An internal Help Desk provides support for ILO Field staffoffering tools and information related to the project's activities, and supports NPCs in progress reporting. However, NPCs require more guidance on reporting, usage of tools, or examples when formats are shared (e.g. filled out TORs)., While overall the Help Desk is appreciatedsome colleagues expressed concerns about the timeliness and adequacy of support (see section efficiency). Further two regional hubs in Tanzania and India were established to enhance operational capacity at the field level.

**OC4: Knowledge management, communication and visibility enhanced**

- The ILO KSP was upgraded for user-friendliness and to get greater social media presence. While the external KSP and service provision got positive feedback, monitoring was hindered by communication and knowledge management staff vacancies. To address visibility and communication challenges, a new global communication officer has just been hired to enhance global communication efforts and support country-level communication needs. Target group specific outreach activities online can engage more users. Analytics on visitors site use should be regularly collected to ensure that content provided is aligned to users' needs.
- Knowledge management at this point of time remains minimal and seems to primarily serves reporting and communication purposes. When going through the reports, the focus on learning from experiences or expanding best practices or challenges to achieve goals seems limited. Increased resources and enhanced knowledge management capacities within the branch are necessary for systematic reflective documentation.

### Regional component

In 2018, the ILO, in partnership with UNESCO, IOM, ITUC, and IOE, introduced the Global Skills Partnership for low- and medium-skilled and vulnerable migrants. The project, under PCA 3, launched three subregional partnership initiatives and provided technical support in collaboration with UNHCR, IOM, and UNESCO. They organized conferences and tripartite consultations focusing on labour migration, skills to combat forced labour, RPL, harmonization of qualifications, and skills development. The project achieved the target for outcome 2 and partially achieved the targets for outcomes 1, 3, and 5.

Table 5: Summary of Regional Component

| Regional Level Achievements | |
|---|---|
| **Outcome (OC)** | **Summary** |
| 1. RPL systems are developed or strengthened in countries of origin and destination (Mauritania – Senegal) | Partially achieved |
| 2. Qualifications are mutually recognized and/or jointly harmonized between countries of origin and destination (Nigeria – Ghana – Togo) | Achieved |
| 3. Skills development and post-training support services for migrant workers in countries of origin and destination (Central Africa) are improved | Partially achieved |
| 4. Vulnerable groups have increased awareness and resilience to modern slavery through skills and lifelong learning | Partially achieved |

*Details for indicator wise targets data, see Appendix . Summary statistics used from latest tables updated by component heads. They differ from the numbers in the Progress Report 2022.

**OC1: RPL systems are developed or strengthened in countries of origin and destination (Mauritania – Senegal)**

- The project successfully revised/ developed nine out of the initially targeted ten standards to support RPL in priority sectors. Six of these standards were adopted through ministerial decrees. Delays in standard development led to fewer professionals being trained than intended, and budget constraints limited further training opportunities. KPIs required revisions due to delays in adopting RPL procedures in Mauritania, resulting in the postponement of the pilot RPL implementation with a lower number of participants. Despite the delay however, the Mauritanian government has institutionalized RPL and is offering the service with its own funds
- Overall, the programme made significant progress on RPL systems in Senegal and Mauritania. To further enhance the collaboration, additional technical support to INAP Mauretania is required. Additionally, there is a need to assess the quality of the standard development process, including private sector involvement, and evaluate the consistency and impact of the RPL process on beneficiaries' employability and its credibility within the private sector. Furthermore, efforts should continue to foster mutual recognition and collaboration between Senegal and Mauritania to ensure the programme's long-term sustainability.

**OC2: Qualifications are mutually recognized and/or jointly harmonized between countries of origin and destination (Nigeria – Ghana – Togo)**

A total of eight skills standards were collaboratively drafted, reviewed, and validated by expert working groups from Nigeria, Ghana, and Togo, surpassing the set target of seven. This accomplishment resulted from successful capacity building efforts that led to agreements on mutual skills recognition and harmonization, leading to the creation of a roadmap and Togo's commitment to reviewing the MOU on mutual recognition. This significant progress was well-received by technical committees and participants, as it facilitated enhanced national skill standards, improved skill portability for migrant workers, and fostered a deeper mutual trust and understanding between these countries. However, to ensure sustainability, there is a need for continuation of ongoing collaboration with partners to implement these roadmaps effectively.

**OC3. Skills development and post-training support services for migrant workers in countries of origin and destination (Central Africa) are improved**

- Collaborative efforts to recognize and certify the skills of vulnerable migrant workers in various sectors led to the joint development of a list of occupations for mutual recognition and certification, involving countries such as Gabon, DRC, CAR, Congo, and Cameroon, concentrating on key sectors such as agriculture, mining, and the oil industry.
- An MOU was signed between ILO, UNHCR, and INPP-DRC to establish a regional platform for recognizing the skills of migrant workers and forcibly displaced individuals.

- Although some targets related to skills standards development, training and after-training programmes (entrepreneurship training) for migrant workers were only partially met due to time constraints, the programme received positive responses as mentioned in selected interviews regarding effectiveness. Efforts were made to conduct tracer studies, however, access to beneficiaries was limited due to lack of funds to conduct face to face meetings. Further systematic assessments are needed to determine the impact of these collaborative initiatives and capacity building programmes to deliver migrant workers and professionals so make a conclusion on effectiveness.

**OC4: Vulnerable groups have increased awareness and resilience to modern slavery through skills and lifelong learning**

- The ILO supported training providers and VET agencies to adapt their curricula, focusing on raising awareness about modern slavery and catering to victims and at-risk groups. A challenge call led to a project in the Union of Comoros, where 25 vulnerable women and forced labour victims were trained in fish drying techniques and digital skills, enabling them to develop community business plans.
- 2 guides were developed, capacity building and a challenge call took place and a regional conference was organized. A free MOOC online course on "Combating forced labour through skills and lifelong learning" benefitting 325 participants led to the formation of a community of practice with 48 regional experts. These efforts show promise in addressing low-skilled migrant workers at risk of slavery but further assessment of their effectiveness is to be made. Additional follow up support is needed for countries in putting these efforts into practice.

*Observation:*
The regional component played a crucial role in addressing intensified and informal, low skilled labour migration in the African region by focusing on mutual skills recognition and competency harmonization between countries. It showcased its importance through collaborative efforts, joint frameworks, and successful pilot projects. This created positive momentum, fostered discussions on various skills-related challenges and facilitated the sharing of valuable lessons across the region. It's unfortunate that the component did not sustain the initiatives it had initiated.

## Ethiopia

The programme continued most of its efforts from the earlier phase and achieved most targets fully or partially, with the exception of outcome 4 (see table).

Table 5: Ethiopia Achievements

| Outcome (OC) | Output Summary | Result |
|---|---|---|
| 1: Capacity of tripartite constituents to identify and address current skills mismatches, decent job creation and sustainable investment increased | Forward-looking sectoral approaches to identify, anticipate and match skills needs in priority sectors are enhanced | Achieved |
| | Institutional mechanisms strengthened for improved skills needs anticipation and analysis to national level policy | Partially achieved |
| 2: Core work skills training contribute to greater employability of trainees | A pilot blended learning programme for both mid and high-level managers on core skills in priority sector developed | Partially achieved |
| | Pre-employment core skills training developed by VET institutions with ILO's support | Partially achieved |
| | Core skills for employability is mainstreamed into occupational and qualification standards, VET curricula and programmes | Partially achieved |
| | RPL proposed for inclusion in national strategy | Achieved |

| | | |
|---|---|---|
| 3: An effective and inclusive RPL system established | Enhanced capacity of RPL assessors | Partially achieved |
| | e-RPL tools and assessment methods are used: delayed integration into VET policy | Partially achieved |
| 4 : Disadvantaged groups have increased employability through inclusive skills development | Skills development and LLL programmes adapted to make them more accessible to disadvantaged people, particularly those impacted severely by COVID-19 – Delays due to the political and security situation in the country | Not achieved |
| | Social media awareness campaigns targeting disadvantaged groups and employers are designed and implemented | Partially achieved |
| | Inclusive transition to and in the labour market through partnership among employment service providers, training institutions and private sectors facilitated – incomplete, undertaken in partnership with the PROSPECTS project | Not achieved |
| 5 : Capacity and operations of quality and more demand oriented VET/AVET and SSC in priority sectors strengthened and supported | SSC have increased collaboration, dialogue and capacity to deliver evidence-based recommendations at different level | Achieved |
| | Capacity of SSC members built | Partially achieved |

**OC1: Capacity of tripartite constituents to identify and address current skills mismatches, decent job creation and sustainable investment increased**

- The VET policy and strategy underwent a revision that included the integration of pilot initiatives and capacity building in RPL and greening of VET in the previous phase . The project also played a central role in finalizing occupational standards in the tourism-hospitality and textile-garment sectors.
- Capacity of constituents and other stakeholders was increased to anticipate skills needs, address skills mismatches, and sector strategy development. A climate and gender-sensitive STED methodology was applied in various sectors, including the garment and textile, tourism and hospitality industry, and agro-processing.
- ILO also supported the Ministry in establishing a national LMIS and enabled staff to attend online training on sectoral approaches. This World bank funded project will continue and additional technical support from ILO is explored.

**OC 2: Core work skills training contribute to greater employability of trainees**

- To address the lack of core work skills in the garment sector, a national core skills framework was developed in collaboration with the VET Agency. The framework includes soft skills, basic vocational awareness, and literacy and numeracy skills. Training of Trainers and certification of 32 'master' instructors led to training of colleagues, students and school managers. Some institutes also started integrating core skills into their curriculum and training materials.
- Core work skills have also been integrated in pre employment and career guidance training; they were also pilot tested by VET/AVET training providers offering agro-processing courses, in close collaboration with ProAgro project. Core work skills were also mainstreamed in 9 competency standards. While follow up is required to continue institutionalisation across the TVET system, no commitments have been made in PCA 4 to continue this initiative.

**OC3: Effective and inclusive RPL system established**

There is an acknowledgement that RPL contributes to formalisation of skills, and an increased commitment from the government can be noted.[20] Learnings from earlier work and additional technical support led to RPL and assessor guides and training of 23 RPL assessors. The planned

[20] Based on reports, interviews with the government and advisors.

online e-platform for RPL enrolment and management was deferred due to delayed appointment and reshuffle of staff in the new ministry. An exposure visit of members of SSC on RPL did not take place due to COVID-19 restrictions. While pilots showed promise, further work is needed to establish a mechanism for full implementation, which is planned for PCA 4. Addressing issues related to financing and sustainability, and impact assessments are necessary to evaluate the effectiveness of RPL at institutional levels and for beneficiaries.

**OC4: Disadvantaged groups have increased employability through inclusive skills development**

Outcome 4 was not implemented as planned due to the political and security situation in the country from 2021. The implementation of activities was delayed and therefore there wasn't sufficient time to implement. An assessment of VET providers was conducted for people with disabilities and vulnerable groups to have better access to VET and skills development. A strategy and action plan was also developed to promote employment of persons with disability in the garment and textile sector, including in the training that leads to occupations in this sector. The project jointly implemented with PROSPECT is however delayed due to political reasons.

**OC5: Capacity and operations of quality and more demand oriented VET/AVET and SSC in priority sectors strengthened and supported**

- The programme has facilitated the formation and strengthening of 3 SSC. However, the government's strong influence over skills system governance, coupled with the establishment of a new ministry, has slowed down the willingness of the private sector and trade unions to engage in skills development. The legal recognition of the SSCs, despite their formation, has been delayed. Progress has been made in SSC institutional development, including strategy planning, leadership training and thematic deepening, with insights gained from visit and exchange with Indian SSCs, which was supported by the Pro-Agro project. Addressing the legal bottlenecks, funding and capacity building needs will be essential for the initiative's continuity.
- The development of an Integrated Capacity Development Plan (ICDP) for Ministry of Labour and Skills was delayed due to a cabinet reshuffle, however, is ongoing and a workshop to share results and move towards developing of plan is set to take place in the next two months. The ongoing effort is highly appreciated by the government.

*Observations:*

- The ILO is recognized for its valuable expertise; nevertheless, constrained funding and a tight timeline impede the program's continuity and expansion. To mitigate reputational risks, it is advised to concentrate resources and prioritize interventions in close collaboration with constituents. Allocating more time for the ongoing institutionalization of existing interventions, such as Core Work Skills, is recommended.
- To enhance effectiveness and collaboration, exploring partnerships with agencies like the World Bank, GIZ, and others is suggested. Internal collaboration and resource-sharing within the ILO, particularly with programmes like PROSPECT and ProAgro, have yielded positive results and can be further improved.
- The challenge of increasing female participation in VET and addressing the needs of people with disabilities underscores the importance of gender-responsive approaches and proactive measures inclusion in VET. Additionally, there is a need to address gaps in VET policies and strategies identified by disability organizations.
- Finally, effectiveness and impact assessments are required to develop empirical evidence of impact on direct and ultimate beneficiaries.

## Ghana

The programme continued most of its earlier efforts during PCA3. As shown in the summarising Table below, outcome 1 was changed, based on which reporting has been adjusted. Outcome 1 achieved all targets and outcomes 2,3,4 partially achieved targets set for the PCA 3.

Table 6: Ghana achievements

| Outcome (OC) | Output Summary | Result |
|---|---|---|
| Outcome 1: Strengthened Skills Anticipation System at National Level relevant to the local labour market[21] | Capacity of national stakeholders on skills governance strengthened through establishment of SSC and building their capacities | Achieved |
| | Evidence based strategy for SSC developed and adopted | Achieved |
| | Recommendations for the Oil & Gas SSC, and previously developed for the Tourism & Hospitality SSC prioritized and implemented | Achieved |
| 2: VET programmes adopt greener practices and lead graduates to green jobs | Improved capacity of VET stakeholders towards greener and more sustainable VET practices | Partially achieved |
| | Training programmes include green skills – cancelled/deferred | Not achieved |
| | 6 Advocacy campaigns on skills for green jobs implemented | Partially achieved |
| 3: Enhanced capacity of national stakeholders to implement lifelong learning programmes leading to jobs and improved career prospects | Capacity building of training institutions to plan and effectively deliver training relevant to the labour market needs, especially through enhancing digital skills and building e-learning programmes/platform | Partially achieved |
| | Post-training support includes measures to increase the access of graduates to decent work opportunities – cancelled | Partially achieved |
| | Advocacy campaigns to increase the relevance of VET and work-based learning implemented | Partially met |
| 4 : Inclusive skills development system to address existing barriers to education and employment for disadvantaged groups developed | Partnerships for inclusion facilitated and priorities for action identified | Partially achieved |
| | Increased awareness and capacity of national constituents on inclusion of vulnerable groups, in particular women and persons with disability in VET programmes | Achieved |
| | Skills development and lifelong learning programmes adapted to make them more accessible to disadvantaged people, in particular women and people with disability | Partially achieved |

**OC1: Strengthened Skills Anticipation System at National Level relevant to the local labour market**

- Significant progress was made in building the capacity of 5 master trainers and over 150 stakeholders in applying the STED Methodology. This fostered greater private sector engagement in VET governance through Sector Skills Bodies (SSB) in collaboration with GIZ, resulting in improved collaboration between ministries, social partners, and private sector associations for skills development. 6 new SSBs were formed and 10 sectoral skills strategies were adopted. A national framework for the operationalisation of SSBs guided leadership and strategic development training resulted in operational plans to be implemented. However, these SSBs currently lack independent legal status and funding commitment, which has hindered implementation efforts.
- In alignment with sector recommendations, 7 career pathways were developed collaboratively between the government (CVET) and SSBs in the tourism and hospitality sector. Occupational

[21] Earlier formulation, based on which reporting was done1: Improved employability of graduates of market relevant skills trainings in Tourism and Hospitality, Oil & Gas and ICT sectors

standards were developed for the tourism and hospitality, oil and gas sectors, and the ICT field. While 2 out of the 10 targeted institutions successfully integrated digital learning into their programmes, 8 institutions faced challenges due to a lack of equipment and reliable internet connectivity.

**OC2: VET programmes adopt greener practices and lead graduates to green jobs**

- Sensitisation, information sharing and consultations generated significant interest amongst constituents and the SSCs to actively contribute to the finalization and validation of the Strategy for Greening TVET in Ghana and its Action Plan.
- Planned capacity building activities, including green skills anticipation, curricula revisions, green skills in competency-based training programmes, and specific pilot projects were postponed due to limited commitment from CVET. There is anticipation that an upcoming EU skills project in this area may provide more resources and time, which also offers the potential for ILO to take an active role.

**OC3: Enhanced capacity of national stakeholders to implement lifelong learning programmes leading to jobs and improved career prospects**

A 5 day online ITC-Turin workshop covering strategic planning, leadership, change management, policy-oriented research and the role of management information systems and tracer studies in VET centres, registered only 30 (target 237) participants. The ILO was not in the position to provide the needed equipment and internet connectivity to VET institutions, so they could not attend. Lack of equipment also affected outreach of online training, henceforth reaching 1198 instead of the targeted 8690 beneficiaries.

**OC4: Inclusive skills development system to address existing barriers to education and employment for disadvantaged groups developed**

- The project made substantial progress in promoting inclusive skills systems with a focus on GESI. Achievements include sensitization training in 2021 for over 150 participants (SSB members, social partners, CVET staff and tutors), a policy brief on social inclusion for policy makers, curriculum development for the agriculture and tourism sectors, and an assessment of inclusivity in VET programmes and the hospitality sector in Ghana. It also included implementing practical initiatives benefiting vulnerable groups and youth with disabilities. A policy brief on social inclusion was developed to guide policy makers.
- Partnerships with disability and business development service organizations led to two pilot projects targeting vulnerable women entrepreneurs and PWD particularly affected by COVID 19 pandemic (kente weavers, informal caterers) to benefit through digital marketing and entrepreneurship training. While initial feedback is positive, further impact studies are needed.

*Observations*:

- Certain targets were not met due to lack of 'commitment' from the government. Green skills and entrepreneurship were dropped from the original plan. Lack of commitments from CTEVT might be related to the upcoming EU project on greening of skills in VET. More proactive involvement of constituents in the planning of a phase could prevent such a situation. Agreeing from the beginning on priorities, interventions and targets from the beginning will further increase the commitment from constituents.
- Certain targets could not be met due to insufficient budget and time allocation (incl. digitalisation and blended learning). While interest in areas like green skills and gender equality and social inclusion has been generated and thematic sensitisation and training provided to multiple stakeholders, these interventions need to be continued in the subsequent phase for further deepening and application to ensure sustenance.

## Lebanon

The programme continued its earlier efforts during PCA3. As shown in the summarising table below, targets for outcome 1 was met and targets 2 and 3 partially met for the PCA 3.

Table 7: Lebanon achievements

| Outcome (OC) | Output Summary | Result |
|---|---|---|
| 1: Skills supply is better aligned with labour market demand through a range of interventions | Availability and quality of labour market skills demand information improved through studies and EMIS establishment | Achieved |
| | Non-formal market-relevant training approach is piloted for replication | Achieved |
| | Disadvantaged youth (Lebanese and refugees, including women) benefit from competency-based skills training programmes developed. Staff trained on the same | Achieved |
| | Informed learning and career decisions of trainees are supported through pre-enrolment career orientation and post-training support to graduates. Staff capacitated in the same. Referral network established | Achieved |
| 2: Model for entrepreneurship education is piloted and proposed for upscaling | A model for entrepreneurship education is piloted and proposed for up scaling (capacity building of KAB) | Partially achieved |
| | Skills training programme on Know About Business (KAB) delivered in an inclusive manner promoting active citizenship, employability, job retention or transition, linking skills development to market demand (rollout) | Achieved |
| 3: Skills governance systems and management of VET strengthened with greater private sector engagement | Improved governance and capacity at national and sector levels including an MOU between relevant ministries and industry body | Achieved |
| | Improved management of testing and certification | Partially achieved |
| | Improved management of accreditation system for private training providers (DGTVE / NEO / line Ministries) | Partially achieved |

**OC 1: Skills supply is better aligned with labour market demand through a range of interventions**

- In collaboration with UNICEF, the project supported the implementation of the 2018-22 VET Framework. Sector studies and local labour market assessments lead to new competency standards and curricula and the piloting of five new competency-based training programmes. Despite financial and other constraints affecting the development of the Education Management Information System (EMIS), negotiations for support continues.
- A national referral network involving 143 training and post-training service providers was set up and now needs roll out so that initial efforts for pre-enrolment, career and employment counselling can be further enhanced and targeted for vulnerable groups (at this point only 24% women, 9% Syrian refugees have used the network).
- Work-Based Learning (WBL) and competency-based training (CBT), along with career guidance and self-employment training, have been recognized as effective approaches with a positive impact on learners' employability and increased interest from the labour market. Some (private) training providers adopted these approaches but require more support in design, implementation, monitoring, and student tracking. The limited timeframe of the project currently lacks such a perspective and needs adjustments. The existing toolkits and reporting formats offered from global guides and tools are overly complex as mentioned by implementation partners.
- Interviewees highlighted the lack of conceptual clarity regarding training modalities such as quality apprenticeships, CBT, and WBL within the country. Multiple agencies promote their

perspectives, leading to confusion (UNESCO, 2018).[22] Creating clarity about these training approaches and promoting dualized training while aligning them with existing national qualifications and certification systems is essential for better governance and collaboration.

**OC2: Model for entrepreneurship education piloted and proposed for upscaling**

- The Know about Business (KAB) initiative, launched in 2019, made significant progress in enhancing entrepreneurship skills in secondary education and VET. It achieved its targets, training 49 KAB National Facilitators, who in turn trained school management staff and their students. Interviewees highlighted that participants praised the programme for developing soft skills, boosting student agency and promoting environmental awareness through a learning game approach.
- While a quantitative impact assessment is pending, there are instances of individuals starting businesses and sharing knowledge within their communities, empowering students and participants and enabling financial independence. However, the programme's momentum slowed since 2020 due to shifting priorities within the ILO and reduced funding. Several people interviewed raised concern that without more system anchoring, KAB may struggle to sustain itself in Lebanon's challenging economic and political environment, where entrepreneurial skills are vital for individual livelihood and survival.

**OC 3: Skills governance systems and management of VET strengthened with greater private sector engagement**

- The initial goal of establishing SSC was considered premature by ALI and the team, which led to a shift in focus towards creating 22 School Advisory Boards (SAB). These SABs facilitated multi-stakeholder dialogues and improved local-level skills development, resulting in successful joint action plans and training of board members in School Management and Leadership. Additionally, the adoption of the STED methodology and skills anticipation allowed the programme to meet all its targets.
- According to the team, Employers (ALI) and Workers organisations (FENASOL) played an increasingly active role in VET governance, particularly in areas such as strategy development, occupational standards, and skills anticipation. ALI highlighted that it initiated skills needs and mismatch surveys among its members and plans to expand these services further but requires funding. ILO has recently facilitated a presentation by ALI on this initiative in the skills development working group (donor network) to discuss better coordination of support to ALI and potential funding of the initiative.
- A public-private partnership (PPP) agreement between ALI and various ministries aims to enhance VET school management in agri-business. Current challenges include legal, financial, and operational issues and assurance that the initiative is based on mutually beneficial arrangements. Continued technical and financial ILO support is essential to avoid challenges in implementation. Currently, ILO funds are not sufficient to fully pilot the PPP.
- Capacity building for reviewing the accreditation and quality assurance system for private training providers began, has however been delayed by the government due to resource constraints and legislative complexities.

*Observations:*

- The ILO's unique advantage lies in maintaining constructive dialogue with Lebanese government institutions. Efforts by donors and INGOs to limit direct engagement with government institutions have raised concerns amongst implementing partners, UN agencies and development practitioners, which undermines existing public institutional capacities.
- The Lebanon component was able to develop a well-aligned skills programme with an integrated perspective which guide 3 independent projects to optimize synergies and impact.

[22] https://en.unesco.org/sites/default/files/lb_0.pdf. However, it was highlighted that Dr. Berri from DGVET has clear inclination for Swiss dualized model.

- Collaborations and partnerships have been effective, and there's further potential for more systematic collaboration with other organisations which are currently explored. Collaboration with UNICEF and GIZ has been productive, but clear terms of engagement should be established to ensure equal visibility and acknowledgment for both agencies, avoiding redundancy and competition. Finally, there is a consensus among interviewees that the ILO should prioritize and continue ongoing efforts to ensure sustenance.

## Malawi

The programme continued most of its earlier efforts during PCA3. As shown in the summarising table below, outcome 4 achieved all targets and outcomes, while outcomes 1,3,5 partially achieved targets set for the PCA 3.

Table 8: Malawi achievements

| Outcome (OC) | Output Summary | Result |
|---|---|---|
| 1: Skills supply is better aligned with the needs of international trade sectors[23] | Assessment of the impact of key drivers of change of the Future of Work, and related policies on skills needs in key sectors is analysed and relevant policy recommendations formulated | Achieved |
| | Strengthened capacity of key stakeholders to use STED methodology and other qualitative and/or quantitative methods to identify skills mismatch and anticipate future skill needs in priority economic sectors | Achieved |
| | Forward-looking initiatives to scale up recommendations in priority economic sectors implemented | Partially achieved |
| 2: Capacity of the ILO constituents to design and deliver innovative and effective learning and assessment options | Enhanced national VET assessment and certification system to better align with the harmonised VET curriculum and emerging technologies | Partially achieved |
| | Strengthened capacity of constituents and practitioners to deliver RPL and competency-based programmes | Partially achieved |
| | Upgrading of informal apprenticeship practices in the informal economy – incomplete | Partially achieved |
| 3: Strengthened governance model for quality skills development and implementation at Sector level | Strengthened institutional mechanisms for establishing LMIS/TMIS at national and sectoral level for skills needs anticipation, analysis and matching | Partially achieved |
| | Strengthened capacity of social partners in governance of skills development – limited as work related to SSC formation and relatedcapacity building was shifted to 2024. | Partially achieved |
| 4 : Vulnerable populations affected by COVID-19 have an improved livelihood after training programmes | Inclusive skills programmes and initiatives for disadvantaged groups developed and implemented. Challenge faced to reach numbers due to limited resources. | Partially achieved |
| | Strengthened capacity of VET institutions and industry to offer skills to vulnerable people affected by COVID-19 | Achieved |

**OC1: Skills supply is better aligned with the needs of international trade sectors**

- Recognizing the significance of the **Malawi STED method and process**, stakeholders from across multiple ministries, social partners, business sector, academia and training providers have demonstrated their understanding and awareness of its use to jointly prioritise sectors of high macro-economic and political relevance (horticulture and diary), define sector strategies and develop recommendations. The STED implementation guide was locally used

[23] The log frame for Malawi was revised midway through the course of the phase. Many quantitative output indicators for outcome 1 from the revised log frame have not been reported for the final evaluation. Qualitative writing implies that certain targets have been met, though there is ambiguity regarding the same without the accompanying quantitative figures.

for developing the dairy sector strategy independently. Nevertheless, notable concerns have emerged regarding their technical and financial limitations that have slowed down institutionalisation. The ministry noted: "We need guidance and support how we can put these recommendations into action." **First signs of interest to institutionalise STED within National Planning Commission as the facilitating agency show promise however, more people need to be trained, more sector strategies be developed, and recommendations put into action before a decision is made.**

- The project progressed on institutionalising the **Work Integrated Learning (WIL) approach** in VET institutions and promotes its continuation among training partners (farms, aggregators and NOGs). Together with TEVETA, an organic agriculture curriculum was developed for broader mainstreaming. Additionally, a horticulture curriculum (level 1 and 2) for short-term training in post-harvest handling was developed for vulnerable groups and successfully piloted using the WIL approach; it is now expanding to a second cohort of learners. Training institutions and enterprises broadened their short-term programs, with farms offering valuable learning opportunities that could lead to employment or product purchases by learners. Companies like Roseberry Farm and Amazing-B effectively applied the WIL model in their short-term training, thereby enhancing the training landscape. However, to sustain progress and foster further growth, additional support is required for expansion and institutionalization within the government and among training partners. The main outstanding challenge lies in after training support and diligent monitoring of training's impact on the income of target groups.

**OC2: Capacity of the ILO constituents to design and deliver innovative and effective learning and assessment options**

- An exchange visit on RPL between Malawi and Tanzania, led to a strong commitment from the government to finance and pilot RPL for 1,000 beneficiaries in 5 occupations. While guidelines have been developed and some piloting showed promise, there have been delays in rollout due to administrative and regulatory issues and due to complexities that emerged, which needed adjustments (e.g. partial/modular competences tests). To institutionalize RPL, the Government plans to reform the National Trade Test Centre to become the RPL assessment authority, but policy reforms take time and require significant technical, financial, and administrative support.
- Additionally, there is a critical need to automate RPL registration and data management due to high number of candidates applying for and passing several partial assessments until they are fully competent. Keeping their records during that process will be critical. Addressing implementation issues such as documentation complexity and language barriers for disadvantaged groups, expanding assessors and assessment centres, and developing RPL processes for more trades is also essential so that the project's objectives are achieved. To support the development of a valid RPL mechanism is highly complex and warrants the need for a separate RPL project or at least long-term commitment over several PCAs to complete the RPL capacity building process.

**OC3: Strengthened governance model for quality skills development and implementation at sector level**

- Progress was made in empowering social partners (ECAM, MCTU) to collaborate on skills development. Capacities were built on RPL, STED and WIL. The government recognizes the value of involving the private sector and multiple stakeholders in skill development at the sector level. Involving various ministries and academia through training programs, both at the ILO International Training Centre (ILO-ITC) in Turin and within the country, has increased understanding and ownership. Engagement with ECAM and MCTU has facilitated the industry's implementation of STED recommendations in the Horticulture and Dairy Sector.

- The project further supported TEVETA to complete the TVET Policy and review the TEVET Act to pave way for the formation of SSCs, strengthening tripartite collaboration and the development of the quality apprenticeship programme jointly with social partners.

**OC4: Vulnerable populations affected by COVID-19 have an improved livelihood after training programmes**

The project established an effective short-term training initiative for upskilling and connecting farmers who were most affected by COVID-19 and Cyclone Freddy. The initiative collaborated with farmer networks with strong community presence and networks and disability organisations to ensure more access of poor farmers, including 30% women and people with disabilities. Numerous aggregators and farms, such as those mentioned, played a pivotal role in supplying horticultural products to retailers and aggregating produce from trained farmers. Interviews with farmers and training providers and FGD with ultimate beneficiaries highlighted very positive results. However, it is very early to assess the effectiveness of the initiative and tracer studies need to be done to get valuable insights into the impact on their income.

*Observations:*

- Overall, all stakeholders acknowledge the programme's success in delivering its intended outputs. However, they emphasize the importance of shifting the programme's focus towards achieving medium and long-term outcomes and impact. More focus and prioritisation is required and continuation of ongoing initiatives (e.g. operationalisation of sector strategies, continuing support towards building RPL mechanism and WIL institutionalisation). Constituents want to be more involved in programming, which needs to be more systematic and strategic and supported by an M&E system that measures progress and impact.
- The project has increased the capacity of farms/agri-enterprises and farm aggregators to establish continuous market connections with smallholder farmers. This focus on mobilizing farmers for produce aggregation and value addition assumes that it enhances household income and enables sustained collaboration. The trainings and upskilling initiatives provided are essential for ensuring the long-term success of beneficiary farmers, whether they continue working with existing aggregators, seek new partners, or operate independently. It is important to ensure that farmers have a choice whom they sell produce to and avoid that aggregators/farmer training organisations create dependencies. Monitoring is required to ensure that the programme creates wealth for vulnerable farmers as well.

## Senegal

The programme continued most of its earlier efforts during PCA3. As shown in the summarising table below, outcome 3 was achieved and outcomes 1,3 were partially achieved.

Table 9: Senegal achievements

| Outcome (OC) | Output Summary | Result |
|---|---|---|
| 1: Skills development system is improved through the integration of digital skills and e-learning programmes | Digital skills included in training programmes | Achieved |
| | Distance and online training available – met. While training programmes have been developed, they still need to be implemented and taken up by beneficiaries for training | Partially achieved |
| 2: Capacities are strengthened for the digital economy, identification and anticipation of skills | Recommendations developed in previous STED work for the ICT sector are prioritized and implemented | Partially achieved |
| | Capacities of VET actors and government strengthened in a strategic vision | Partially achieved |
| 3: Inclusion in the VET system improves consistency and efficiency | Initiatives to promote digital inclusion of vulnerable groups deployed | Achieved |

**OC1: Skills development system is improved through the integration of digital skills and e-learning programmes**

- In a previous phase, the project supported MEFPA in the development and adoption of the Digital Strategy for VET. Recommendations made during STED workshop for digitalisation led to a sector strategy and recommendations were integrated into VET strategy 2025, which is currently used as reference for large donor funded programmes (World bank, GIZ) in their efforts to mainstream digitalisation in VET design and implementation.
- In the current phase, new curricula, training programmes, and mainstreaming efforts were introduced, which includes online and blended training for innovative digital businesses. An e-learning platform was developed to facilitate access to training materials for trainers and students. However, the rollout and full implementation are still pending. Discussions also emphasized the necessity of further delving into the planning and implementation of digitalization pilots that have been previously tested to evaluate their impact on training capacities in VET centres, impact on learning and employability and finally impact on income opportunities of learners benefiting from digitalized and blended learning.

**OC2: Capacities are strengthened for the digital economy, identification and anticipation of skills**

The strong government control over skills system governance has limited private sector and trade union engagement, affecting overall participation in skills development. Interviews highlight that there is a growing interest among social partners and other ministries to become actively involved in skills anticipation and other VET areas, emphasizing the need to shift away from a government-controlled skills system. The formation of SSCs was deferred, but efforts towards setting up a tripartite skills committee have been made, which are a step toward a more formalised engagement.

**OC3: Inclusion in the VET system improves consistency and efficiency**

The project established digital clubs, aiming to instil an entrepreneurial mindset among youth for opportunities in the digital sector. To address gender equality in currently male dominated digital professions, proactive steps were taken to increase enrolment of women in digital clubs, which yielded positive results. Finally, 350 students (164 young women) benefited from a STEM and campaign initiative that will enable learners to create an ecosystem favourable to capacity building, innovation, and entrepreneurship through digital technology. While women's pro-active enrolment has led to positive results, the planned initiative towards disability inclusion faced some challenges and was dropped during this phase.

*Observations:*

- ILO has a strong tactical presence in Senegal in a policy advisory role with the good reputation as a thought leader and for building up interest in critical areas and fostering policy dialogue. The government wants ILO to take further steps and see policies to realise. Interest from other donors in ILO's pilot initiatives has been generated for rolled out (World bank, GIZ). An SSC for the ICT sector with a tripartite structure is still to be formed. This work needs to continue to scale and towards institutionalization, with the support of the VET Ministry.
- More emphasis is needed in addressing gender equality and social inclusion as part of implementing the digitalisation strategy and to ensure that digitalisation promotes inclusion. Other follow up is required to expand the e-learning platform, digital hubs and decentralized management of VET centres, including their digitalisation and their professionalisation efforts in teaching and learning and their linking to the private sector.

## Tanzania

The programme continued its earlier efforts during PCA3. As shown in the summarising table below, outcome 4 achieved all targets and outcomes 1,3,5 partially achieved targets.

Table 10: Tanzania Achievements

| Outcome (OC) | Output Summary | Result |
|---|---|---|
| 1: Improved employability of graduates of quality apprenticeships programme | Apprentices have improved competencies in one government priority sector | Achieved |
| | Apprentices have improved competencies in National Technical Awards (NTA) level 5 and 6 hotel operations – level 5 less than 25%, level 6 : deferred | Partially achieved |
| | Out of school and disadvantaged young women and men are trained with Pre-apprenticeship programmes | Partially achieved |
| | VET institutions have enhanced capacity to design, implement and monitor apprenticeships programme | Achieved |
| | Promotional campaign raises awareness on advantages of apprenticeship | Achieved |
| 2: Improved employability and career prospects of beneficiaries of RPL | RPL assessment tools revised to reflect changes in technologies – met | Achieved |
| | RPL candidates in Tanzania Mainland and Zanzibar assessed and certified | Partially achieved |
| | Greater awareness of the public on advantages of RPL, delayed | Partially achieved |
| 3: Increased employability and career prospects of beneficiaries after lifelong learning programmes | Core skills mainstreamed into VET programmes with a focus on disadvantaged groups –not met reaching disadvantaged groups | Not achieved |
| | Information on VET programmes made more accessible to disadvantaged people – less than 1% of target numbers | Not achieved |
| | Post-training support measures for graduates to promote their job placement or business start-up designed and delivered | Partially achieved |
| 4 : Employability of young women and men in rural settings enhanced | Capacity of social partners, selected Institutions, SMEs and youth groups to implement skills for green jobs programmes developed – delayed | Not achieved |
| | Demonstration model(s) linking skills and greenhouse interventions in agriculture developed, delayed | Partially achieved |
| | Awareness and knowledge on skills for green jobs created and enhanced | Achieved |

**OC1: Improved employability of graduates of quality apprenticeships programme**

- The programme successfully introduced dual apprenticeships for hospitality in both Mainland Tanzania and Zanzibar. The Institute of Tourism – Sate University of Zanzibar has institutionalised the apprenticeship training programme for Level 4. The institute is accredited by the National qualification authority (NACTVET). The National College of Tourism (NCT) in Mainland Tanzania pioneered programmes at higher education levels and continues their implementation, although at a reduced scale and speed due to resource and coordination constraints. The Institute of Accountancy Arusha (IAA) adopted the NCT model and offers bachelor's degree courses in banking, insurance, and piloted disability inclusion. In Zanzibar, modular apprenticeships for shorter courses and lower level certificates have been tested and are being further extended to reach the NEET population in various occupations, resulting in increased demand for training. Public sector partners, such as VETA and VTA in Tanzania have shown commitment to financing apprenticeships and promoting institutionalization, with plans for further expansion into various trades and higher qualifications. Positive effect on employability and work attitudes of apprentices have been observed through interviews with training providers and employers. However, challenges persist when it comes to enrolment of women or people with disabilities, which needs further emphasis.

- Private sector involvement has been limited, primarily due to a lack of awareness and incentives for participation. The initiative requires more active engagement between the government, employers, sector associations, trade unions, and development partners to streamline apprenticeship guidelines and provide clearer incentives.
- There are conceptual challenges which should not be ignored at this stage. IAA and NCT have shifted towards dualized professional education, due to the absence of apprenticeship regulations and employer incentives. Both would like to explore Apprenticeships however, require guidance and clarity on how enterprises can be enrolled and incentivised. At this point of time, both institutions are clearly committed to intensify dualization and ensure that workplace based training is an integral and well aligned part of the curriculum and training process. Clarity on concepts and roles within the initiative is essential, along with ongoing capacity building and technical mentoring of training partners. Dialogues with the government and private sector are crucial to address apprenticeship regulations and incentives, as well as the potential use of levies.
- The programme could benefit from increased collaboration with other donors and like-minded organizations and organisations (GIZ, SDC, and other private apprenticeship initiatives) to enhance its effectiveness and push for the required policy reforms, conceptual clarity and promotion of apprenticeship as a business case. Proactive and strategic thinking is recommended to respond to donor and partner demands, as well as funding opportunities.
- Social Partners emphasized their limited engagement in apprenticeships and NEET initiatives, despite potential synergies in dualized NEET programmes. For example, workers organisations collaborate with VETA and Employers to implement a NEET programme in Mainland Tanzania, funded by Danish Trade Union Agency and Confederation of Danish Industries in similar trades. Leveraging this tripartite collaboration can aid in further institutionalizing the programme.

**OC2: Improved employability and career prospects of beneficiaries of RPL**

- The Government's efforts to rollout RPL to enhance access to training and certification and therefore contributing to formalisation, remain a priority and is fully sponsored by the PMO office in the government. The demand for certification has risen due to government policies requiring certified workers for public procurement contracts, so that demand for certification exceeds available testing capacities. However, there are accessibility issues, with only 16% assesses being women and 0.4% persons with disabilities.
- Progress has been made in streamlining the RPL process, with e-registration and modular testing for low-skilled workers, but challenges persist. According to the ministry, the majority of workers attending RPL receive partial certifications, mostly for practical competences, requiring further ILO support to increase training and certification capacities.
- The planned tracer study to assess RPL's impact on employment is planned. Additional aspects should be considered when designing the survey, including baseline employment status, evaluation of the RPL quality and process, and assessing additional factors like increased learning interests and self-esteem. Engaging the private sector to ensure credibility of RPL and certification in the labour market are crucial for RPL's success. Transparency and anti-corruption measures in the system need to be established.

**OC3: Increased employability and career prospects of beneficiaries after lifelong learning programmes**

The capacity of Employment Services Unit (TaESA) was enhanced to deliver quality employment services to job seekers by designing and piloting job placement or business start up support for graduates. However, efforts have been delayed and targets for outreach, particularly to disadvantaged groups could not be met.

**OC4: Employability of young women and men in rural settings enhanced**

- The last outcome aimed to improve the employability of rural youth by developing curricula and certifying 150 young women for green jobs, particularly in poultry farming and food processing in rural Tanga. However, progress has been slow, and the targets may have been overly ambitious due to the short time frame and COVID-19 challenges. The effectiveness of making jobs "green" through poultry farming and horticulture needs reassessment whether practices how they are used in the curriculum are really environmentally sustainable. Nobody could provide conclusive information.
- In Zanzibar, Skills Development Committees have been set up and are functional at the local government level (Districts), while at national level there has been a delay and funds are not available. However, there is an opportunity for the ILO to work with these multistakeholder committees which were set up to address skills mismatch and employability within a broader development framework including poverty alleviation and job creation at the district level. At this point of time, these committees lack legal guidelines and private sector representation, hindering efforts to connect graduates with the industry. Strengthening rural skills planning within agriculture could be facilitated by the ILO through these committees.

## D. Efficiency

*This section seeks an understanding how well human and financial resources have been allocated and utilised strategically so that they led to the desired results at output and outcome level. It needs to be highlighted that multiple programme adjustments were made during the previous phase, which were partially caused by the COVID 19 pandemic but also political unrest.*

From reviews of reports and their budgets, combined with discussions and self-assessments made by NPCs, the evaluation team perceives that the programme has generally used human and financial resources well to achieve the expected results. However, readjusting targets, planning and implementation might have reduced efficiency to some extent during the PCA 3.

### 1. Management Structure, Coordination

Following budget reductions (see introduction), the regional component was dropped and staffing was further decentralised as part of building regional hub in Tanzania. At the country level team, led by the NPC, receives technical support from the subregional Skills Specialists (or from global experts dependent on request for technical support) and operational assistance from the Programme and Operations Officer based in CO-Dar es Salaam. Reporting follows established ILO practices, where NPCs and Programme and Operations Officer report to their respective ILO country directors. This set up is logical and seems convincing and efficient.

- *More clarity of roles, programme and feeling of belonging to a team:*

Discussions highlighted that the current management structure and arrangements overall have become more effective and processes for information and decision making more streamlined during PCA 3. Overall, field staff feels that 'removing too many layers' was positive and support is adequate to ensure communication between countries and between field and the Skills Branch in Head Quarters . According to feedback from the entire team, a more integrated programme perspective and thematic onboarding of the team during the second phase resulted in a stronger common vision. In addition, common monthly exchange meetings on project progress, facilitated by the Programme and Operations Officer led to the feeling of belonging to a team. With increased experience as NPCs, field staff also feel better equipped to work independently. A flexible management approach enabled the field offices to ask for assistance from colleagues in the field, in headquarters and/or the skills specialists as and when necessary.

- *Structural Shortcomings*

Discussions with various staff and the self-assessments revealed however that there are structural issues at this point of time which currently delay and partially negatively impact the efficiency of the programme management over all (e.g. knowledge management, communication and reporting ) and field operations in particular.

Staffing across all levels tends to be too lean, affecting efficiency and effectiveness: The programme has consistently faced challenges due to limited staffing and resources, particularly during PCA 3 and PCA 4. From the discussions with NPCs, the evaluation team got the impression that this has led to a strain on the team, with single NPCs (except Tanzania) and administrators taking on multiple roles, resulting in an overload of responsibilities and reduced efficiency. There is a feeling of insecurity due to lack of clarity about funding and the future of the programme. Additionally, there is a shortage of technical staff at all levels (global and subregional), affecting the programme's ability to coordinate complex issues and provide quality assurance. The absence of key personnel, such as the global programme manager and global component manager for knowledge management and communication, has created a void at headquarters. Delayed appointments of technical specialists in subregional offices have further strained available resources. All NPCs feel the urgent need for additional capacity building,access to technical support, and to communication and knowledge management resources and tools to keep their interventions relevant in their countries and to play a more active programmatic and technical role. Staff development areas mentioned included field exposure and regular additional online technical exchange on specific thematic issues relevant for programme implementation, as well as training in M&E and project management and reporting.

Mixed results from decentralisation: Although the decentralization of management and operations is generally seen in a positive light for its potential to improve proximity to field operations, interviewees have expressed concerns about the manner in which the transition was executed and the additional responsibilities which were assigned to the programme and operations manager based in Dar Es Salaam. The evaluation team got the impression from discussions with NPCs that this situation has resulted in an significant workload and some uncertainty regarding the roles and responsibilities of staff, particularly in Tanzania. It was repeatedly mentioned that the timeliness of support and responses have been slow, and therefore delayed work in the respective countries.

In addition, the programme was designed to benefit from the innovation facility and global services. Absence of global staff has impacted core functions like knowledge management and sharing, affecting field support. While efforts made to shift knowledge management to Dar Es Salaam may suffice for documenting country level initiatives of the programme, global knowledge management cannot be entirely replaced by local capacities. A global team is essential to support field level staff in knowledge management. This challenge needs to be addressed on a priority basis.

## 2. Financial management

The evaluation found that financial resources were utilised in an efficient manner to achieve the expected results. For the phase PCA 3, given that the project has not as yet come to an end, updated budget spending data have not been provided. However, quarterly and annual reports up to December 2022 highlighted high levels of spending of resources during phase 3, reaching appx. 72% (around the same rate like earlier phases as stated by the programme and operations officer). Discussions with staff suggest that remaining budgets have been fully utilized during the no cost extension phase. This needs however to be further verified at the end of the phase. Finally, the delay in release of funding for phase 4 by 4 months, delayed activities and hence led to lower spending than expected. Adjustments however have been made accordingly.

Although recommendations from earlier phases have been considered, the planning and **disbursement modality in instalments based on outcomes still pose a** challenge for most field operations. This leads to delays in activity planning, discussions with government and partners, and consequently, the implementation of project activities. While this short funding modality is effective for initiating skills activities in a country for common positioning or complementing specific strategic activities for existing programs, it becomes significantly more challenging in countries with standalone projects (Senegal, Zanzibar, and Ghana), where delays of funds leads to complete standstill of activities.

### 3. Monitoring progress and quality

The main methods for monitoring involve monthly team meetings, as well as informal exchanges. **A digital tool was introduced** to capture results was introduced with the goal that just-in time data on recipients and beneficiaries benefitting from the programme are available at an aggregated level. In addition, **quarterly progress reports** have been utilized. A new format has been introduced, which is short (max 5 pages) and concise and highlights the key achievements and developments of activities, learnings and opportunities for entry into new partnerships and % of budget spent. It also asks for strategic corrective measures and potential follow ups, links to publications, communication and documents/tools developed. All this material can be further used for reporting, capitalisation and communication or dissemination.

While the format is attractive and seeks to minimise time and efforts, the quality of **filling up the reports and updating progress remains quite patchy and requires improvement. As stated by the global team, significant progress has been noted with regard to timely delivery and content.** During phase 3, across all countries, many revisions on the log frame target figures led to discrepancies in the reporting of KPIs. Dedicated focus on streamlining of KPI target figures is needed along with quality assurance in reporting. Data reporting on certain indicators, especially those related to the impact on ultimate beneficiaries are missing. In addition, limited evidence has been developed to assess newly gained capacities of stakeholders, increased employability of learners and the impact interventions had on income and quality of work (see section impact orientation).

The yearly report of Dec 2022 is not yet completed and some data were missing so that making any conclusions on numbers of recipiences/ultimate beneficiaries is limited. The available reports still need more reflection on failures or difficulties or the next strategic directions which need to be taken so that outcome and impact can be achieved; or how the interventions can move towards more sustainability. **Reporting quality requires more focus. While programme and the different components put gender equality and social inclusion at centre stage in the design and requires reporting accordingly, the collection of beneficiary data on gender and people with disabilities is only scantily reported.** (Note: The data made available was inconsistent and incomplete (see Effectiveness section).

NPCs believe that project monitoring and reporting could be enhanced with more streamlined online tools and more focussed coaching and mentoring support. The absence of a dedicated staff for project monitoring and the lack of a monitoring system were cited as a key factor behind the existing monitoring and reporting challenges. Improvement of reporting quality could be done through presentations by NPCs on their KPIs and other progress made and challenges encountered, using the same format before they write the report. This sharpens staff reflection, reporting (see recommendation 2).

### 4. Internal communication, reflection and learning

While internal communication regarding team progress is generally deemed sufficient by ILO staff, there is a need for thematic learning exchanges facilitated by dedicated experts. These

exchanges would offer essential capacity building and mentoring support to NPCs in the field. The evaluator also suggested that more programmatic exchange meetings could be beneficial, involving constituents in the process.

A strong message comes from various of our conversations with ILO specialists and to a certain extent from constituents that the programme reporting and internal communication was more directed towards delivery of results and success stories than on learning from the process, and sharing reflection and learnings and potential setbacks. **More focus could be put on creating space for reflection on progress, which will require skills specialists who could play a larger role in this process, for instance as facilitators learnings back into more effective steering, design and impact focussed implementation.** With the global programme focus and when seeking a leading role as branch in the skills debate, this will further strengthen the quality of reports and global tools, as well as capacities of teams in the countries to respond more effectively to the needs of the constituents.

## 5. External communication and visibility

While communication and visibility measures were initially integrated into the design of PCA 3, sustaining the intensity during Skill UP was challenging. The departure of communication and knowledge management staff midway through the project has contributed to this difficulty. As mentioned earlier regarding effectiveness, the **KSP remains underutilized,** with many outdated country pages. While NPCs and specialists were trained in updating and maintaining webpages, the uptake and effective realisation remained limited. The NPCs clearly stated lack of time and communication support from global team as main reason. Recognizing the importance of enhancing collaboration between field and headquarters for timely updates and access to relevant communication materials, there is a need to ensure that this gap is quickly addressed with the communication officer joining in global office. Ideally, each country project should have a young communication/knowledge management officer, who is guided by the global staff to follow up, report and update on ongoing activities (see recommendation 4).

Throughout the interviews with the stakeholders in Ethiopia, Malawi, Ghana and Senegal and with some donors (e.g. SDC in Tanzania), the evaluation has found that ILO's visibility was limited to traditional ILO partners and participation in multi donor skills platforms and working groups remains low. **More can be done in positioning the ILO in the skills ecosystem**.

Stronger **and more systematic progress reporting to the donor** has already been recommended in the earlier evaluation (End Evaluation 2021). More exchange at national level would inform NORAD/the Norwegian Embassy about ILO's technical capacity (beyond policy dialogue) and to align the programme activities with the embassy's activities in the country. While some field staff participates in regular exchanges organised by the Embassy (Malawi, Ghana), other staff highlighted that it would be beneficial if ILO Skills Branch, together with NORAD, hosts annual online events for embassies for knowledge sharing, where each project can present their achievement.

## E. Impact Orientation and feasibility of ex-post impact assessment

*The impact section relates to the likely contribution of the programme´ initiatives to the stated objectives of the interventions; the realization of skilling and decent work opportunities in the project countries resulting from better framework conditions and enhanced performance of relevant stakeholders (recipients), as well as eventual positive changes in the lives of the ultimate project beneficiaries. It also explores the feasibility of an ex-post impact assessment.*

### 1. Global and regional level

The NORAD-funded programme has been a cornerstone of the ILO's Skills and Employability branch in Geneva, offering flexibility to enhance ongoing activities and consolidate both the Skills Branch thematic scope and thematic expertise at global level as well as at national level. The programme has significantly contributed to the development of the Branch's 2030 strategy and the global skills programme for lifelong learning (GSPL3), and enabled the development of a functional innovation facility, which can foster learning exchange and access to critical research, and collect relevant statistics and case practices which highlight impact created through the programme. The global component, has established networks and gained presence beyond the 6 countries involved in the skills space and most importantly created ownership for the programme from ACTEMP and ACTRAV.

The Regional component was able to generate outreach beyond partner countries and generated significant additional demand for technical support on ILO's skills related areas in 28 countries within the African subcontinent. Significant progress has been made on generating a common interest for skills anticipation and addressing mismatch, skills recognition and harmonisation and quality apprenticeships, leading to national adoption and subregional partnerships which address the issues of informal migration, forced labour and vulnerability affecting labour migration between countries. What has been achieved is significant for the region and needs to continue to ensure that regional activities and national adaptations as envisaged will be sustainable.

### 2. National level

The continuous support in enhancing constituents' capacity for tripartite governance and cooperation with other relevant partners in the context of skills development has significantly deepened the understanding that addressing future workforce and competitiveness challenges and hence sustainable and inclusive growth is a joint responsibility. Putting skills prominently, has positioned the ILO's as central player within the VET ecosystem with the capacity to contribute to the overall system and policy reforms (see sustainability).

A good level of ownership amongst constituents and other skills stakeholders can be observed for the STED approach, RPL and workplace based training/apprenticeships, which is combined with a better understanding of their roles and responsibilities in the skills ecosystem and the capacity how to engage in multistakeholder policy and strategy dialogue. More active engagement of the private sector and to a certain extent also amongst workers in core areas like policy and strategy development, but also in standard and curriculum development is noted, besides the interest in driving skills agenda more prominently through own competent institutions).

While not assessed systematically, training and service providers also stated that their capacities in delivering more relevant and yet target group relevant services with more impact has increased. Measurable indicators for higher capacities of teaching (more effective teaching and assessment methods), or VET school management (intake, pass rates, placement rates etc.) could provide a better insight but is currently not assessed. This, in turn, could be used to reflect with

service providers whether training has an impact on income and employment opportunities for graduates.

The table below indicates that the programme was able to reach the targets by training and engaging constituents and implementation partners as planned (recipients and direct beneficiaries), while outreach to indirect beneficiaries was slower than expected. Some programmes highlighted lack of equipment for e-learning as reasons (e.g. Senegal). No disaggregation can be made by gender or disability status to make an assessment whether 40% women or people with disabilities have been reached during phase 3. Data were not available to the evaluation team.

Table 11: Beneficiaries reached

| | Recipients=Direct Beneficiaries | | Indirect beneficiaries | |
|---|---|---|---|---|
| **Component** | **Phase Target** | **Effective reach** | **Phase Target** | **Effective reach by End 2022** |
| **Total** | 11,122 | 11,446 | 67,774 | 46,177 |

*based on excel sheets provided. The calculation of indirect beneficiaries seems ambiguous, and there seems lack of clarity how it is measured resulting in lack of consistently in data collection over the years. [24]

### 3. Ultimate beneficiary level

Finally, through its partners enhanced capacities, the programme reached out to ultimate beneficiaries through training interventions and targeted pilot programmes. Government partners, and training providers highlighted that placement rates could be significantly increased as a result of better training or apprenticeships (Tanzania, Ghana, Malawi, Lebanon). These provided statements are however qualitative testimonials and do not provide a comprehensive assessment of the overall impact on ultimate beneficiaries. Further, it was not possible for the evaluation to measure the eventual positive changes in the lives of the ultimate project beneficiaries due to various reasons:

- The programme currently assesses impact by **evaluating employment status** (employed, self-employed, further training, not active) resulting from training or services, but this is unclear and ambiguous. Countries with a large informal economy and limited employment prospects, self-employment typically serves as a fallback option due to the scarcity of formal employment opportunities. In that case, people are employed or self-employed however, one does not know whether training had a positive impact on employment opportunities. To better assess impact, we should consider measuring increased income, more working days, or improved work quality. At present, these data are not collected (neither are they mentioned in the service tracker, see separate section on service tracker).
- **The quality of the data and the inconsistency in parameters covered across the years make the data limited in its ability to give relevant insights.** The team had to go back to NPCs to get the required data and results and still feels that data are either inconsistent or not available. This is even more so when it comes to disaggregation by gender and disability status. Clarity about definition and systematic data collection through a monitoring/information system would allow for verification, however this is not in place.

[24] Direct beneficiaries-recipients: are defined as the group or entity that will be positively affected immediately by the project at the project output level. These may include: institutional partners including constituents, trainers, managers and civil society partners.
- Indirect beneficiaries: refer to other individuals, groups or organizations who are not the direct target of your interventions and activities but may be indirectly affected and benefited by the activities with direct beneficiaries. For instance, a curriculum developed will benefit 1,000 people yearly that enrol in this course, or a teacher trained on improved training methodologies will apply them to the 50 trainees he trains a year. Indirect beneficiaries are usually an estimation.
- Final / Ultimate beneficiaries are those who benefit, in any way, from the project in the medium term at the level of the outcome/immediate objective of the project.

- Tracer studies, while using the service tracker were originally planned for all countries during the PCA 3. However, **most were deferred to the ongoing phase** (2023/24). As will be shown in the separate section on service tracker, there is a need for design adaptation and most importantly quality management so that the service tracker fulfils the expected role.

## 4. Alternative way of assessing impact and feasibility of ex-post impact assessment

Assessing the impact is an important step for guiding projects whether they really move into the right direction of achieving their goals. As mentioned earlier (section coherence) the absence of a well-defined results chain makes and road map with milestones makes it difficult for the programme to measure impact at this point of time. The scope of this programme is to strengthen a) governance and systems for enabling framework conditions which ensure b) more accessible and relevant services provided by recipients (skills providers, business development services, counselling and job placement centres, SSC, social partners) to reach out to more beneficiaries with better services (outcome level).

Given the various levels of interventions, an impact assessment should include the effect of policy and programme related interventions on a) multipliers (recipients=direct beneficiaries), how they deliver more effective services and b) impact beneficiaries which may include i) enterprises and their workers benefitting from an increase in enterprise productivity and ii) learners/ workers (youth, disadvantaged men and women) in need of skills development, benefitting from better income opportunities. The programme does currently not measure these aspects systematically. The table below suggests indicators to measure impact and outcome:

Table 12: Indicators and ways measuring impact and outcome performance

| Categories | Indicator | Quantitative | Qualitative |
|---|---|---|---|
| **Impact level Beneficiaries** | | | |
| Training Enterprises | Enterprise performance increased | %Productivity increase<br>%Reduced attrition rate | Testimonials/case studies |
| Workers/ Learners | Well-being increased | % increase in income/quality of employment<br>% satisfied at work | Testimonials/case studies<br>FGDs |
| **Outcome Level** | | | |
| **Recipients** | | | |
| Skills providers | Increased capacity to deliver more accessible and relevant training | % drop out rates<br>% increase of graduates<br>% of placement etc. | Interviews, testimonials |
| BDS/Career guidance | Increased capacity to deliver more accessible and relevant training | % increase of users<br>% of placements/start-ups etc. | Interviews, testimonials |
| SSCs/Employers | Increased capacity to deliver relevant services to more enterprises | % enterprises train<br>%increased number of learners trained/assessed<br>% satisfied with services | Interviews, testimonials |
| Trade unions | Increased capacity to deliver relevant services to more enterprises/union members | % using and satisfied with services | Interviews, testimonials |

The type of data to be collected by recipients to assess impact of ultimate beneficiaries are listed in the table below. Accountability and effectiveness of training and other services can be sharpened through qualitative and quantitative validations. A training and service provider with genuine intentions to monitor performance should collect baseline and graduation and

placement/income data, and use findings for better planning and management but also for offering more relevant training and services.

Table 13: Current status and required ways for measuring performance

| Categories | Basic practice | Quantitative | Qualitative | Current practice | Countries |
|---|---|---|---|---|---|
| Skills providers/ Career guidance | Baseline<br>Graduation / drop out data<br>Placement data | Tracer study<br>Impact assessment | Testimonials<br>Case studies | No baseline<br>Graduation/drop out data<br>No placement data<br>Testimonials | Tracer<br>Lebanon<br>Ethiopia |
| BDS | Baseline<br>Service tracer data | Tracer/impact study | Testimonials<br>Case studies | NA<br>Testimonials | |
| SSCs/Employers/ Trade unions | Membership data base engaging in training | Satisfaction surveys<br>Tracer study (do members continue?) | Testimonials<br>Case studies | Testimonials | |

Collecting data for measuring impact is easiest done and most cost-effective when integrated in an M&E system at programme level. Such a system is closely linked to service providers (recipients) who report on their performance as part of their administrative procedures. In concrete, this means that the data are part of regular data collection, for which recipients/partners are trained and monitoring/quality assurance is regularly done. For this however, it is fundamental that the ILO allocates resources and invests into longer lasting partnerships and various rounds of piloting initiatives which make investments into such a system viable (see recommendation 2).

## 5. Summary

The programme is at a point where it is recommended to undergo ex-post impact assessment, drawing on the insights gained from the last 7 years and to inform the preparation of a new series of PCAs. However, this resource-intensive endeavour is most effective at the end of Phase 4, provided the following issues are addressed: a) a conceptual frame for measuring outcome and impact level needs to be provided; b) data collection across programme needs to be consistent and aligned the log and results frame; c) capacities of recipients need to be built so that primary data collection is consistent and outreach to ultimate beneficiaries can be ensured.

Additionally, it is vital to revisit and enhance the theory of change, as previously suggested, in order to ensure it offers a clear and logical sequence of results. The inclusion of SMART indicators for both outputs and outcomes, as well as impact indicators applicable to both recipients and beneficiaries, would be highly beneficial.

Lastly, it is essential to establish clarity regarding the terminology used, specifically distinguishing between ‘recipients’ (direct beneficiaries), ‘indirect beneficiaries,’ and ‘ultimate beneficiaries.’ These terms need to be used consistently across the programme. In addition, calculation of indirect beneficiaries and ultimate beneficiaries should follow less ambiguous ways to provide more realistic estimations of the impact.

## F. Sustainability

*This section provides answers to what extent the PCA 3 has contributed to further institutionalisation and sustainability of the results achieved in earlier phases.*

The nature of the Outcomes-Based Funding provided through the ILO-Norway PCAs operates on a logic closely tied to agreed policy reforms and long-term plans. This funding nature allows for more sustainable results and longer-term impact by providing flexibility to adjust or discontinue interventions that do not lead to expected outcomes. This contrasts with projects that fund one-off training exercises, which offer immediate and observable results but may lack long-term sustainability, as noted by ILO staff.

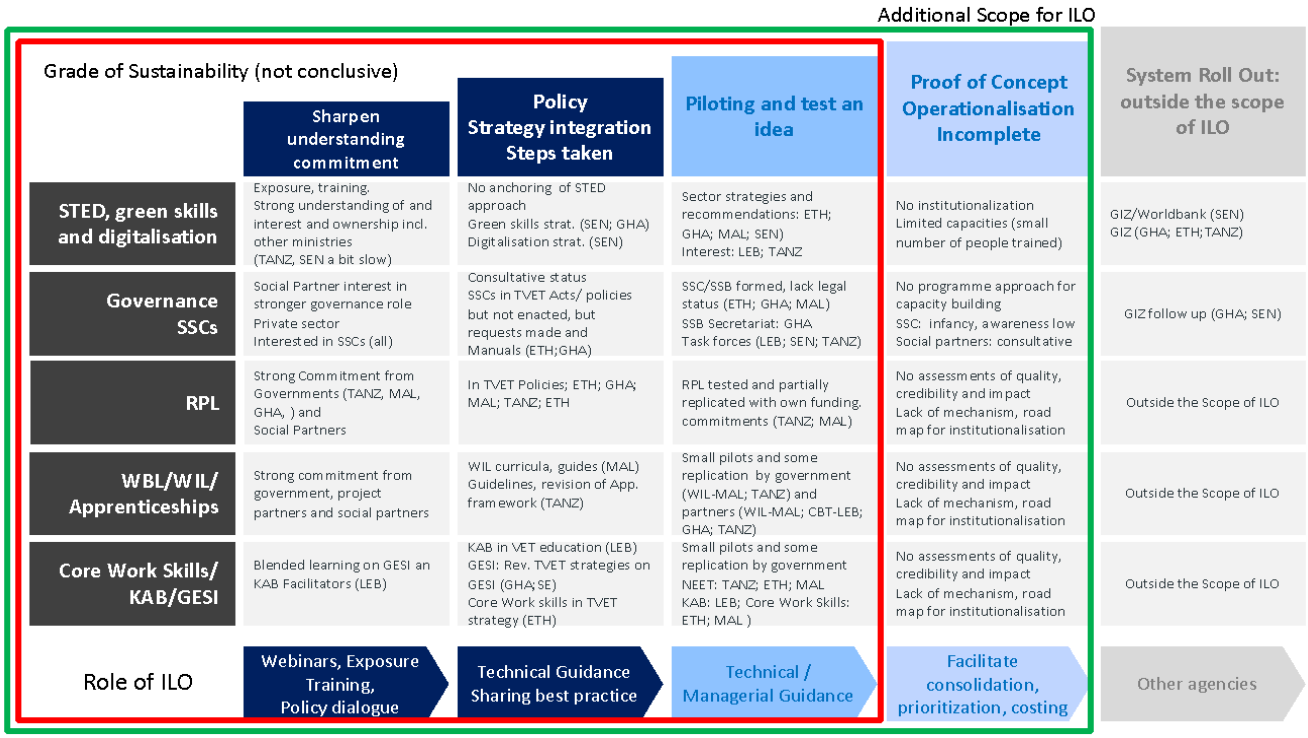
All country-level activities offer good prospects for a sustainable effect contributing to skills policies, tripartite governance and increased private sector engagement. Progress varies among countries due to political, historical, and unforeseen factors. The global and regional component were instrumental to provide the required external perspective and sharpen the strategic focus with the thematic and capacity building support provided (e.g. Digital Transition, Skills Innovation Facility and Knowledge Management & Communication), so that constituents benefitted from good practices and learning an exchange.

The figure illustrates the sustainability levels of various program components. There are three levels: Level 1 (dark blue) involves building a strong conceptual understanding, stakeholder commitment, action planning, strategy development, and policy integration—a foundation for sustainability. Level 2 (light blue) marks the achievement of milestones through well-planned pilot projects, building institutional capacities, and establishing the right framework conditions, leading to the development of a proof of concept. This includes a deep understanding of the approach, costing, required resources, and step-by-step documentation for monitoring and measuring milestones. Level 3 (grey) focuses on full system uptake, large-scale rollout, and implementation, progressing toward sustainable funding sources.

The evaluation team observed that most of ILO's current contributions towards sustainability concentrate mostly on the areas marked by the red frame due to the following reasons:

**1) The programme strongly deals with the foundational elements of capacity building through, exposure, training, and policy dialogue:** A joint commitment among all stakeholders involved in VET. Throughout the key informant interviews with stakeholders, the readiness to collaborate and work together toward common objectives is a positive sign for the long-term sustainability of project initiatives. This collaborative spirit sets the stage for continued cooperation among key stakeholders and enhances the effectiveness of the project. While there is a notable increase of private sector interest in STED, SSB/SSCs and workplace-based training models in all the six countries, and to some extent in RPL (Ghana), more needs to be done to strengthen the capacities of social partners and trade unions are in being able to engage (Senegal; Ethiopia; Tanzania; Lebanon; Malawi).

Figure 3: Grade of Sustainability




**2) It is strongly involved in policy development and revisions and standards and guidelines:** Some policy related support during the PCA 3 provided by the programme are highlighted (not conclusive):

Table 14: Programme's contribution to system reform

| Country | Policy/system reform element |
|---|---|
| **Ethiopia** | RPL in VET Policy |
| | Sector Strategies and forming of 2 SSCs |
| | Core Work Skills Standards, guidelines |
| | Integrated Capacity Development Plan for Ministry of Labour and Skills ongoing |
| **Ghana** | With GIZ, facilitated dev. of national Action plan for LMIS<br>Multistakeholder engagement for Green Skills Strategy |
| | 12 SSB formed, request for independent status for SSBs pending |
| **Lebanon** | In collaboration with EIMS |
| | PPP agreement signed by ALI with various ministries to improve VET school management and governance and establish industry training centre for Agribusiness. |
| | In collaboration with GIZ, Establishment of 22 School advisory committees |
| **Malawi** | TEVET policy reviewed to provide framework for SSC and RPL and quality apprenticeships |
| | WIL, in partnership with Min. of Agriculture and TEVETA developed WIL for vulnerable groups and organic agriculture curricula |
| | RPL Guidelines |
| **Senegal** | Integration of recommendations for Digitalisation Sector Strategy in VET Strategy 2025<br>Green Skills Strategy |
| | National Tripartite Taskforce for VET skills needs anticipation |
| **Tanzania** | Zanzibar's proposal to incentivize employer engagement using the skills development levy was approved on February 27, 2023, with implementation pending. |
| | Apprenticeship and internship revisions and legislations are pending and need implementation |
| **Regional** | 3 sub-regional partnerships and harmonisation of agreed occupational standards |

**3) The pilot projects are small initiatives, usually tested with few recipients (training providers, government officials) and beneficiaries (see impact).** Most pilot projects tested during PCA 3 generated a positive response on effectiveness of the approach from recipients and beneficiaries. However, no evidence could be provided, which is based on tracer studies or impact assessments. Follow up tracers and impact assessments need to be made on one side, and potentially further replication with larger numbers and more project cycles is required to consolidate approaches.

Table 15: Programme's current status and need to achieve sustainability

| Country | Need for follow up |
|---|---|
| **Ethiopia-Core Work skills** | STED to be institutionalised<br>Capacity building plan for Ministry of Labour and Skills to be implemented |
| | Move towards further formalisation of SSCs and governance |
| | Ensure further institutionalisation of core work skills across system |
| **Ghana** | SSB operationalisation and legal status required |
| | Upskilling of digital marketing initiative for women entrepreneurs |
| **Lebanon KAB and CBT** | KAB successfully piloted in 6 VET schools, needs institutionalisation |
| | CBT and after training support/career guidance platform tested needs institutionalisation |
| **Malawi WIL** | WIL institutionalisation is required |
| | Organic Agriculture developed and to be tested and mainstreamed |
| | Need for RPL mechanism and impact assessment, strengthen e-platform |
| | The National Planning Commission sought support for implementing sector strategies in Dairy and Horticulture and institutionalisation of STED. |
| **Senegal-Digitalisation** | Digitalisation pilots in VET schools and digital hubs require further guidance and support |
| | Digital Training and Learning Platform requires follow up capacity building |
| **Tanzania-RPL and Apprenticeships** | Sharpen conceptual perspective and approaches on apprenticeships |
| | Strengthen tripartite governance for apprenticeships |
| | Need to review of Apprenticeship legislation, guidelines and financial incentives using LEVY (follow up) |
| | RPL larger roll out, e-platform needs strengthening, impact assessment to be made |

**4) Programme has yet to develop of proof of concept and systematic operationalisation, which is fundamental for governments for progress on putting concepts/policies and recommendations into practice under the right framework conditions.** Notably, these gaps include to guide constituents how recommendations can be put into practice, by deeply understanding the a) approach, b) capacity building processes required, c) regulatory aspects to be addressed, d) cost estimation and e) clear programme details, including steps and milestones to achieve to reach the envisaged results and impact. It also requires the setting up of adequate monitoring and evaluation systems with well-defined measurable indicators. This can form the foundation for assisting constituents in putting plans and strategies into action, securing resource allocation from government ministries and development partners, and ensuring sustained implementation. It is a good moment, with all the learning from the previous three phases to focus on this step, for which ILO support is required in all the countries.

**5) has set up governance structures at various levels to ensure continuation**

Relevance, Coherence, Effectiveness, Impact and Sustainability of the programme greatly benefits from governance and accountability towards results. ILO's governance structure which define and oversee progress of DWCPs and P&B performance should be broken further down for Skills Development (see recommendation) to ensure that constituents are informed and engaged. Steering committees have only been formed and overall, it has been realised that the status of information about vision and goal of skills relevant initiatives within the countries has been relatively patchy and limited.

Constituents in all countries highlighted that they need further guidance, with some additional technical, financial and institution building support to prepare for implementation: the government seeks a mid-to long-term commitment from the ILO to continue offering expert technical guidance and support in critical strategic areas related to skills and employment over time. This involves jointly planning and putting into action the involvement of skills and labour market initiatives within the DWCP, ensuring that the contributions made are of required depth and quality.

**6) has significantly increased efforts towards building partnerships to sustain and expand existing efforts**

Key to sustainability of programme interventions are partnerships which ensure alignment in programming so that their work sustains beyond time of a project. ILO has made progress on building such partnerships between existing ILO projects and with other development partners, however experiences show mixed results.

The Global Skills Programme stepped up collaboration with key agencies like UNESCO, UNICEF, CEDEFOP, ETF, GAN and governments and employers' and workers' organizations on skills and lifelong learning for the Future of Work. Partnership with ITC-Turin to quickly respond to the increased digitalisation needs and online courses was particularly effective and allowed the programme to have a much wider reach which will remain in the future. The regional component strongly benefitted from partnerships amongst UN agencies (UNESCO, IOM, ITUC, IOE, UNHCR and others, see effectiveness section).

At country level, it is worth highlighting other collaborative partnerships like ILO – UNICEF (Lebanon) or IFAD- ILO (Malawi), which resulted in ILO receiving separate project funds by supporting these agencies with technical support. In the case of Lebanon, this partnership also led to the initiation of the Skills Working Group in 2021 together with the World Bank to address coordination, synergies and avoid overlap. The group was joint by additional development partners (EU, KFW, USAID, AFD, IECD, ETF, and GIZ). Other positive points resulting from this efforts included collaboration between GIZ, UNICEF and ILO to support the government in the review of the strategic framework (2023-30). Significant progress has been made on collaboration with GIZ in several countries, including Ethiopia, Lebanon, Senega and Ghana. More partnerships are mentioned following partnerships provide interesting cases (non-conclusive):

Table 16: Partnerships

| Country | Existing and potential partnerships on implementation |
|---|---|
| **Ethiopia** | Pro-Agro ILO-GIZ: agribusiness sector development<br>PROSPECT synergies in approach and interventions ensuring same perspective for core work skills and disability inclusion |
| | SIDA, FCDO (UK), GIZ, and World Bank are ongoing to explore further institutionalisation through collaboration |
| **Ghana** | GIZ SIFA with the technical support from ILO, continues STED sector development initiative and the institutionalization of 12 SSBs |
| **Lebanon** | GIZ collaboration on building institutional capacities of 22 SABs continues |
| | ILO-UNICEF: Technical support in entire 'learning through earning initiative'. |
| | Skills Development working group (2021) to coordinate investments and guide DGVET in updating National Strategic Framework (2023-30), which is currently reviewed by DGVET |
| | Presentation of ALI Skills e-survey project in Skills Development Working Group to leverage coordination and funding of ALI and to institutionalise skills anticipation surveys.<br>Outreach to donors for co-financing PPP project |
| **Malawi** | ILO project collaboration with ACCEL, SPARC, ADDRESS<br>IFAD, GIZ and World bank explore expansion of WIL and implementation of Sector Strategies in Horticulture and Dairy |

| | |
|---|---|
| **Senegal** | GIZ: Rolling out Digitalisation Strategy- Digital Clubs: replication in Dakar and moving outside Dakar and Digitalisation of VET schools: GIZ and World Bank |
| **Tanzania** | Potential of partnership with GIZ, SDC and Danish social partner led initiative for NEET dual short course training.<br>GIZ and other agencies involved: explore intensive partnerships on dual higher education and quality apprenticeships |

However, challenges persist in establishing win-win partnerships. Some experiences showed power imbalances and competition between partners impacting results of collaboration. Examples are that GIZ would not publicly acknowledge ILO's contribution in Senegal and Ghana. This somehow reflects the existing competition between partners:

One interviewee mentioned the growing importance of skills in the work of UN agencies, leading to resource mobilization challenges at the country level due to the intense competition. Nevertheless, the ILO's tripartite nature and its long-standing, effective partnerships with key stakeholders at the country level offer a comparative advantage in countries like Senegal, Tanzania, Ghana, Malawi, and Lebanon.

Throughout interviews with stakeholders in Ethiopia, Malawi, Ghana, Tanzania, Senegal, and Lebanon, the evaluation discovered that the visibility and coherence of the programs among key players were limited to traditional ILO partners. More efforts can be made to position the ILO within the skills ecosystem and assume a more strategic role in the skills ecosystem with the backing from the constituents.

## G. Crosscutting and Transversal Themes

### 1. Gender equality and social inclusion

The evaluation confirms that overall GESI was more prominently integrated in project design and implementation during the PCA 3, following recommendations of the end evaluation of the earlier phase.[25] A strategy provided the basis for stand-alone interventions and the definition of KPIs and reporting (disaggregation by sex, disability).[26] GESI was addressed as stand-alone outcomes and outputs at global regional and national levels (Annexe 9). Goals were set for reaching out to 40% women and people with disabilities. For all national and regional initiatives, specific objectives were outlined and reporting formats were defined to use disaggregated data, addressing gender, disability and migration status (regional component). The design of the service tracker addresses additional categories to gender and disability status: informal worker status, migration status, and rural-urban category.

Several countries sought to contribute to GESI by piloting initiatives (Senegal: Digital Hub for women; Lebanon for Syrian Refugees; Ethiopia for PWDs in refugee camps; Malawi for integrating PWDs and vulnerable groups in agricultural training; Tanzania , Ghana and Malawi for vulnerable women affected by COVID 19 pandemic). Similarly, social inclusion strategies were designed based on assessments made during the earlier phase (Ghana and Senegal). Senegal's explicitly addressed gender disparities in the country's ICT sector by training women on coding skills through in collaboration with the Association of Women in the Digital Sector and by organising digital Hubs. In the case of disability inclusion, Ghana mapped good practices in VET, Ethiopia

[25] According to the End Evaluation 2021, several projects, including those in Ethiopia, Ghana, Malawi and Senegal, aimed to enhance inclusivity in the skills development system. They integrated inclusivity indicators into their frameworks and developed strategies and action plans based on assessments of inclusivity policies. Ghana's assessment focused on people with disabilities, while Senegal's addressed gender disparities in the ICT sector and was presented to relevant stakeholders in 2019.

[26] ILO concept note PCA 2021/22

developed guidelines for VET centres, while Malawi had visible success in reaching out to people with disabilities through training in agriculture. While these activities led to a deeper understanding of social and cultural obstacles preventing women and disadvantaged group from equality participating, follow up activities remained limited due to lack of funds and the limited timeframe available. All countries have enhanced their focus on addressing access for women and disadvantaged groups during the current PCA 4 (2022/23).

There have been issues with the reporting of disaggregated data, which makes it difficult to see whether targets (40% women and people with disability) have been met for the programme. In addition, **no impact assessment has been made to what extent the programme has addressed specific barriers or obstacles.** A good practice however includes the case of Zanzibar where cultural norms and barriers were addressed in the hospitality industry by sensitising parents and changing the image of hospitality to enhance its social acceptance. Overall however, NPCs feel that more focus is needed on GESI mainstreaming**.**

## 2. Tripartite issues

Tripartism is integral to ILO's governance structure, Decent Work Country Programmes with ILO being the secretariat and capacity building agency across the world. The ILO has privileged access to tripartite partners in any area, including skills development. A strong tripartite governance and social dialogue are seen as a key feature of the most successful skills development systems globally (e.g. in case of apprenticeships in Switzerland or Germany). Tripartism governance for skills policies and systems as well as programming has therefore been a core cross-cutting principles of the GSPL3 Programme, which is pro-actively promoted by NORAD.

The evaluation confirms that the ILO has a cutting edge advantage and is considered an important partner (by GIZ for instance) to access constituents and effectively facilitate multistakeholder meetings in areas of skills and employment policies, skills anticipation and addressing mismatches, governance through SSCs, RPL, social inclusion and the world of work.

**Various approaches to tripartism were employed during all phases and during PCA 3 in the regional and country components**. At global level, ACTRAV and ACTEMP have been closely involved in the GSPL3 strategy implementation and their systematic and regular involvement on quality apprenticeship expedited the process, resulting in a consensus based adoption of the recommendation on apprenticeship in 2023.

**The piloting and implementation STED methodology** was particularly effective for enabling systematic multistakeholder engagement and tripartite governance, with key stakeholders getting a deeper understanding of their role in the ecosystem; particularly the private sector started assuming a more active role in the process particularly in Malawi, Ghana and Senegal and to some extent also in Ethiopia, Lebanon and Tanzania. Ghana applied a similar approach when developing a LMIS strategy for the ministry or green skills strategy. This approach has led to a better understanding that skills development is a joint responsibility and there is a need for the Governments to review its role as main controller and implementer of skills development towards extending the ecosystem and becoming an actor who regulates public and private training initiatives, quality assures and incentivizes skills development.

Some initiatives focused on establishing or strengthening social partner involvement in tripartite bodies like SSCs/ SSBs and sector strategy development processes (Ethiopia, Senegal, Ghana, Malawi). In Lebanon and Malawi, they formed a National Steering Committee (NSC) and facilitated structured dialogues to enhance training coordination. Tanzania-Zanzibar established a social dialogue platform and a steering committee, fostering interventions. Tripartite dialogue was prominent in the regional partnership activities on quality apprenticeships, harmonisation of

occupational standards in agriculture and construction and for migration and prevention of slavery in Western and Central Africa. This dialogue has taken the form of regional workshops focusing on specific issues, including for instance the harmonisation of occupational standards in agriculture and construction in Ghana, Nigeria, and Togo.

As mentioned in the earlier section, it is felt that the programme has not as yet fully taken advantage of its position to foster technical assistance on skills and tripartism. For tripartism to really be effective in skills system governance, and for stronger stakeholder engagement, systematic capacity development plans need to be developed for each of the constituents so that over time, they can assume proactive and competent role an responsibilities by representing the interest of their organisation as well as build capacities of members.

### 3. International Labour Standards

The evaluation determined that the integration of International Labour Standards (ILS) into ILO projects, especially concerning ILO Recommendation 195 (2004) on Human Resources Development and the Century Declaration for the Future of Work (2019), is generally satisfactory. Both emphasize placing individuals at the core of economic and social development and serve as guiding framework for the current interventions to direct and strengthen governments, employers, and workers in creating enabling policies and framework conditions for lifelong learning opportunities which in turn create opportunities for people to gain decent and productive work. The ILO focus on skills development to foster school to work transition also gives ILO an advantage to link skills development interventions to the broader context of employment policies, and therefore strengthening coherence.

There is a clear link to ILS through its work on combatting non-discrimination and social inclusion of vulnerable groups (PwD, migrants, informal, refugees in Lebanon, Ethiopia) at risk of being left behind (digital divide in Senegal; vulnerable groups most affected by COVID-19) across the programme, as well as forced labour and modern slavery in the regional component. Policy reviews were made to address access and discrimination (see Gender and Social Inclusion). Significant programme resources have been allocated to these distinct interventions, and they are viewed as relevant by interviewees and survey participants (see GESI section). The Programme also exhibits strong connections to other ILS topics, including tripartism and social dialogue and through the winner of the challenge call, domestic workers. Additionally, there are ties to the apprenticeship recommendation recently approved which require strong protective frameworks at national levels. Some progress has been made towards formalizing training, internships and status of apprentices in Tanzania. However, there was also the observation, likely applicable across all programme components, that some employers are hesitant to formalize employment contracts with graduates, often engaging them on an informal basis. More needs to be done in this area.

### 4. Environmental Sustainability

The evaluation explored the extent of integrating environmental sustainability (ILO Environmental Sustainability Policy, 2016 and ILO Strategic Frameworks),[27] which mandates the ILO to progressively mainstream environmental sustainability in its results-based management frameworks, policies and programmes, DWCP and projects. This contributes to the a more just transition and sustainable future as highlighted in the Centenary Declaration. Both, policy and frameworks oblige the Office to pursue its mandate in an intervention's design and implementation either through mainstreaming -addressing 'greening' of existing Skills offer as part of sensitive practice in VET (management and curricula) to ensure that learners are sensitised

[27] See ILO Policy Guidelines 2020: LINK

and that no environmental externalities are created in skills development and post training); or by designing and delivering or stand-alone interventions.

The table shows that environmental sustainability was prominently added during the PCA 3 in project design and implementation in outcomes or outputs. It was addressed as capacity building efforts, studies, integrated in policy revision and curricula for mainstreaming and stand-alone outcomes and outputs at global and national levels.

Table 17: Addressing environmental aspects

| Component | Focus | |
|---|---|---|
| **Global** | ILO-IsDB Common Member States: Youth Green Skills Accelerator Challenge Call: Promoting youth participation and skills for a just transition (2022-2023) | |
| | ILO-IsDB Common Member States: Youth Green Skills Accelerator Challenge Call: Empowering Youth for a Greener Future (2023-ongoing) | |
| **Ethiopia** | Outcome 1: Capacity of tripartite constituents to identify and address current skills mismatches, decent job creation and sustainable investment increased | STED: Stakeholders trained in skills demand for the green transition<br>VET strategy revision includes "greening" |
| **Ghana** | Outcome 2: VET programmes adopt greener practices and lead graduates to green jobs | Stakeholders trained in anticipation of green skills<br>Recommendations for greening in policy and VET practice<br>Training programmes with greener practices<br>Awareness campaigns |
| **Malawi** | Outcome 1: Skills supply is better aligned with the needs of international trade sectors | Organic agriculture curriculum developed |
| **Tanzania** | Outcome 4: Employability of young women and men in rural settings enhanced | Capacity building of social partners for implementing green jobs programme<br>Demonstration models linking skills and green house interventions<br>Awareness on skills for green jobs created<br>Actions to green practices of VET delivery |

At this point of time, no assessment can be made to what extent environmental responsibility has really led to more responsive interventions which systematically addressed the issue. Overall, NPCs feel that more focus is needed on understanding 'green skills and greening' VET policies and systems with very focussed support to the government in realising their goals.

## H. Some unintended developments

- **Globally**, there has been a high level of interest from UN agencies and within the ILO in the Skills Innovation Facility and Service Tracker, with indications of plans to replicate these also at the national level. The recently approved ILO-wide innovation strategy drew inspiration and lessons from the innovation strategy developed within the Skills Branch.
- **Ghana:** While not mentioned as a KPI, a National Action Plan for strengthening and improving LMI systems in Ghana was developed with the help of the ILO and GIZ using a multistakeholder process and actively involving constituents and leaders previously trained on skills anticipation, which led to high level of ownership and the launch by the Minister of Employment and Labour Relations on 23 November 2022.
- **Tanzania:** The Institute for Accounting Arusha (IAA) plans to scale the dualized professional bachelor degree and explores apprenticeship approach across all departments, making it a large undertaking with the potential to reach 15'000 students within its premises. Together with the National College of Hospitality, IAA plans to reach out to other government institutes

and trades for replication and would be keen on initiating/facilitating a Tanzanian Apprenticeship Network.

- **Malawi,** the National Planning Commission and the Ministry of Labour seek proactive engagement from the ILO as a strategic partner to implement recommendations in the Dairy and Horticulture value chain strategies using an integrated approach. They are interested in exploring the global accelerator's potential for these sectors. Utilizing existing coordination mechanisms like coordinating working groups, the NPC is open to encourage co-chairing of the skills group and co-creating programmes and operational plans to improve coherence amongst programmes and donor interest, enhance institutional capacity, support monitoring and research.
- During country interviews, concerns were raised about **resource limitations and design issues hindering the completion of certain activities as originally planned**. In the case of Malawi, it was the inability to provide "start-up packages" to young entrepreneurs. In the case of Ghana and Senegal, it was lack of addressing infrastructure challenges (internet connectivity or IT equipment for trained VET instructors), which limited teacher capacity to deliver blended learning for their VET schools. These additional costs are part of designing pilot initiatives and should be anticipated.
- **Lebanon's** KAB has created a good momentum and developed a critical mass of certified national facilitators. Efforts have slowed down since 2020 and further support seems to have stopped, partially as a result of changed priorities within the ILO and reduced funding available. With the given unstable environment, it is feared that KAB will not sustain unless more systematic anchoring is made. This is particularly sad as Lebanon's current economic and political situation and lack of job opportunities require a lot of agency and entrepreneurial initiative to ensure livelihood and survival of individuals.
- **Collaboration and building partnerships with specialised organisations to increase women's participation and social inclusion:** has shown good results in Senegal (digitalisation access for women with women's organisations); Ghana (BDS services for digital skills for marketing) and Malawi (farmer community organisations); and for refugees (Lebanon and for PWDs in refugee camps in Ethiopia).

# IV. FEASIBILITY OF SERVICE TRACKER FOR IMPACT ASSESSMENT

## 1. Introduction

The ILO's Service Tracker is a digital tool that assesses the effectiveness of capacity building for recipients and beneficiaries. The assessment is to help to move towards more inclusive, accessible and relevant skills training and employment support services by recipients, that in turn lead to better performance by final/ultimate beneficiaries.[28] The Service Tracker tracks beneficiaries around the world and is expected to act as a technical tool that informs constituents, donors and recipients so as to increase the overall visibility of ILO's ongoing capacity building efforts. It is an easy to use tool that offers a multitude of features, including reminders to recipients and consent forms. The tool collects and securely stores data for analysis at different levels. Project managers and training providers/service providers can use it for free, but SMS sending costs to beneficiaries (e.g. learners, graduates) are managed externally and need to be covered separately. The service tracker has gained recognition and interest from UN agencies, NORAD, and from within the ILO, aiming to provide quick insights into service effectiveness, coverage and outreach.

[28] The Service Tracker uses the term 'Beneficiaries' to denote ultimate/final beneficiaries –workers, youth, migrants etc that go through training themselves. This needs to be clarified and distinguished from other terms such as 'direct beneficiaries' (this is used otherwise for recipients) to avoid confusion in data tracking and reporting.

Version 3.0 of the tool was released with improvements in features, usability, data security, and user access. Challenges related to the digital divide and access were also addressed to increase participation and accuracy of responses. Another upgrade and redesign of the platform is planned at the end of 2023 based on Accenture's recommendations when they conducted a study in 2022. The system is designed to be easily shared with other funding and multilateral agencies. As informed by the Skills Branch, it is planned that the service tracker will be used compulsorily across all skills projects implemented by the ILO across the world with the intention that data of at least 700,000 beneficiaries would be collected and analysed by 2026.

## 2. Participation and response rate and quality of data

All six countries under PCA 3 intended to test and use the service tracker during PCA 3, however, only four countries have used it up to now. Amongst them, a total of 50 surveys have been sent as a follow up to 28 trainings. The majority of these surveys were for ultimate beneficiaries, only 5 surveys were for recipients. The response rate of beneficiaries is currently very low (between 3% and 5% on average) and female participation is around 27%. A total absolute number of participants reached is not easily available or presented in the visualization and needs to be determined from analysis of the raw data (adding numbers of individual excel sheets).

Table 18: Number of surveys covered on the Service tracker during PCA 3 (until October 2023)

| Country | No of surveys for beneficiaries | No of surveys for recipients | Number of Trainings for beneficiaries | Number of Trainings for recipients | Response rate |
|---|---|---|---|---|---|
| **Ethiopia** | 36 | None | 19 | NA | 5% |
| **Ghana** | None | None | NA | NA | NA |
| **Lebanon** | 7 | None | 4 | NA | 14% |
| **Malawi** | None | None | NA | NA | NA |
| **Tanzania** | 2 | 3 | 1 | 2 | 1-7% |
| **Senegal** | None | 2 | NA | 2 | 0% |
| **TOTAL of six PCA countries** | **45** | **5** | **24** | **4** | **3-5%** |
| Other countries | 23 (4 countries) | 5 (1 country) | 9 (4 countries) | 3 trainings (1 country) | 1-4% |

## 3. Observations and feedback from users

The Table below summarizes some of the strengths and weaknesses and feedback and suggestions.

***Strengths/Progress made:***

The service tracker is seen as a relevant and useful initiative by ILO staff and constituents. The platform is easy to use and has an open source accessibility, which allows other agencies to use and upload data. The service tracker is also an effective tool to increase visibility of ILO's ongoing work on skills and employment by communicating the types of interventions, outreach and effectiveness within countries, regions and across the globe. A user guide has been developed and NPCs and implementing partners were trained. Helpdesk support is provided and a local 'mentor' was appointed at the country level to support recipients in their survey activities.

Table 19: Assessment of current service tracker

| | Strengths/Progress made | Weaknesses/Challenges faced | Recommendations |
|---|---|---|---|
| **Global** | Aggregates and visualises engagement with partners (recipients) and outreach.<br>Database Set up<br>Easy to upload<br>User guide developed<br>Prototype, version II planned<br>Helpdesk in place<br>Can be shared with others<br>Training of NPCs, and recipients/constituents | Lack of clarity about goal<br>No systematic Quality Assurance currently in place<br>Delay in coaching/mentoring in Helpdesk | Conceptual framework and operational Plan be linked to overall M&E goals and operations |
| **Ethiopia<br>Ghana<br>Lebanon<br>Malawi<br>Senegal<br>Tanzania** | Good and pertinent initiative which can highlight existing efforts by ILO | No M&E established for Recipients yet which can make tracer easy<br>Time & resource intensive<br>Limited support system/mentoring from help-desk<br>No quality control<br>There are digital access barriers<br>Unclear incentive system (what is the real benefit for recipients/ beneficiaries to participate?) | Make coaching for recipients/beneficiaries more accessible<br>Quality assurance<br>Provide solid tracer study formats |

***Weaknesses/Challenges faced:***

- **Clarity of Objectives and Analytical Framework:** At this juncture, the Service Tracker's specific objectives and intended outcomes are unclear. The absence of a well-defined analytical framework poses several challenges:
  - There is a lack of clarity regarding the key questions the Service Tracker seeks to address and their significance. This lack of clarity makes it difficult for recipients and NPCs to understand why this data is essential and thus, should be collected. It will be helpful if more clarity is provided on how the ILO will use the data for communication with recipients, constituents at country level, regionally and at global level.
  - Current data collection misses income baselines and impact related questions. These should be added as they highlight the improvement of services provided by recipients to their beneficiaries/learners.
  - While status of employment is used as an indicator, other crucial indicators such as increased income, quality of employment , and pre-training socio-economic status are not systematically collected. Aspects like religion and ethnicity, two critical attributes limiting access to services are not collected. Gender, disability, rural and urban status, or legal status (e.g., refugees) are not as yet consistently addressed at this point of time.
- **Capacity building and Incentivisation:** The current limitations of the M&E system does not systematically integrate data collection at implementation partner level (recipients providing services). Therefore, data collection and follow through tracer studies are perceived as cumbersome and tedious. Partners need to be trained in data collection as part of training and after training service delivery. Limitation in IT infrastructure combined with limited access of training providers to their trainees (documentation and digital access is limited), affect data collection. The case of Lebanon showed that the training provider, despite being in very close connect with the community, needed to mobilise a significant amount of staff to reach out and support the beneficiaries in adequately answering the questions.
- The Service Tracker currently operates primarily through ILO implemented projects and seeks to aggregate the results. The ILO at this point of time has not as yet developed a strategy on how best it can engage constituents and recipients so that they see the benefit of the service tracker, which has resulted in limited response. There is a need to explore on how ILO can

incentivise partners to keep uploading data and making use of the findings so that they continue the practice during and beyond the project period.

- **Support in Design and Operations:** While NCPs and recipients did receive training on using the Service Tracker, there is limited support to adequately address understanding on the complexity of tracer study design, data collection, validation, and ensuring data quality. It was suggested that tracer study templates are prepared and question blocks provided which can be made available and assure a certain standardisation and minimal consistency.
- **Quality of Data collection, Analysis and Visualisation:**
  When going through the data on the platform, it was noticed that many questions were not filled at all or participants did not fill them. Assured data collection is currently insufficient and quality assurance limited. Ensuring quality in data collection, validation, and aggregation presents significant challenges and requires skilled and experienced staff both at country and global level. This shortage also applies to data analysis, and these processes are not effectively organized at present.
  Training and services offered differ in duration and type, across and within countries. This makes aggregation problematic and analysis challenging. Survey design, data analytics and visualisation need to be enhanced. Some staff suggested that pre-defined question blocks with standardised questions should be provided, which go beyond the five existing questions. Further, the visualisation as it is currently does not showcase all the information collected and makes it difficult to put results into a perspective. Graphs, pie charts and other infographics need complete labelling. This would include clear and easy to access visualisation of data on countries that have participated, number of surveys, total reach/number of participants in surveys, etc. Only with that background of information, one can make conclusive statements about the current status of skills development initiatives the ILO is undertaking

## 4. Summary

Undoubtedly, the Service Tracker stands out as an indispensable and timely tool, playing a crucial role in transparently showcasing the ILO's continuous efforts in skills development at global, regional, national, and recipient levels. Today, numerous development organizations recognize results-based communication as an essential instrument for promoting their competence and impact in the skills and employment space. The use of the Service Tracker, as it is currently designed, administered and managed has some limitations. These can be addressed with limited effort, particularly at a time when the upgrade of the tool is planned for. This is strongly advisable before a large scaling out is undertaken. Conceptual clarity is required in what the tracker intends to measure and communicate and how it measures results. Ideally, the service tracker is embedded in a results chain and an M&E system that guides and assures quality and consistency of data collection based on a clear impact logic – for recipients and ultimate/final beneficiaries. In addition, it is an important tool for positioning and to engage with stakeholders and development partners. This requires allocating dedicated resources towards this aim to take advantage of the ongoing improvement efforts so that quality data is collected, analysed, presented and incorporated for learning and development -of future initiatives. Specific recommendations include:

- **Strengthen design and concept:** Sharpen conceptual framework, outlining purpose, expected future capabilities and clarity on which data needs to be collected at the global, regional and national level, such that data can be easily collected, analysed and communicated. Include additional information for ultimate beneficiary such as ethnicity, religion, income, employment status, legal status besides gender. To increase consistency and flexibility, it is suggested that fixed question blocks are added.
- **Develop operational plan:** Formulate an operational plan to effectively communicate the benefits of Service Tracker participation to countries, projects, constituents, and recipients, even for those not directly funded by projects. And provide reasons for them to see a benefit in participating, include support services for them to undertake this data collection.

- **Allocate resources for platform and survey design, mentoring, quality assurance, analysis and visualisation:** Hire well-qualified staff members at the global and local level who are experienced in M&E, survey-tracer study design, mentoring, quality assurance and analysis of data. Explore Power BI-visualisation for key areas which should be communicated: e.g. number of countries implementing skills and post-training projects; number of recipients benefitting from capacity building; number of women and other disadvantaged groups participating etc.[29]
- **Quality assurance and monitoring of progress**: Explicitly focus on quality assurance and outreach, ensuring the reliability and validity of data. Allocate dedicated resources and qualified teams for data collection, analysis, and continuous improvement at both the global and project levels.
- Address key aspects such as data representativeness beyond the project scope, comparability, quality assurance, and data reliability. Develop standard operating procedures (SOPs) for clear definitions, data collection, and validation to ensure reliable and valid data that can be compared across institutions and countries. Include metrics like number of people responded (absolute figures), besides response rates, filtering by training type and certification requirements, and introduce conversion rates for trained-to-certified-to-employed/self-employed.
- **Capacity building/mentoring of implementation partners:** Support partners in establishing a Management Information System (MIS) before conducting tracer studies. Strengthen capacity building efforts in national staffing for data collection support and feedback.

# V. CONCLUSIONS

**The NORAD-funded programme has been a cornerstone of the ILO's Skills and Employability Branch in Geneva and the project countries**, offering flexibility to enhance ongoing activities and consolidate both the Skills Branch thematic scope and thematic expertise at global level as well as at national level. The programme has significantly contributed to the development of the Branch's Skills Strategy 2030 and the global programme GSPL3 which in turn guided the design and implementation of the third phase PCA III (2021/22), while at the same time local contexts and needs have been considered.

NORAD is committed to support the ILO addressing the challenging process of system reform in developing countries. **They firmly believe that system development and reforms take time, highlighting the essential role of long-term partnerships and predictability. NORAD is open to adjust the modality if longer project cycles of commitment are needed.** NORAD emphasizes the critical role that tripartism and social dialogue play in strengthening countries with weak institutions and collaboration in the skills space. One of NORAD's top priorities is aligning global efforts with national priorities, emphasizing the key role of contextualizing global products to meet specific local needs and ensure the expected results. The pursuit of innovative solutions and the thorough documentation and capitalization of successful initiatives are considered critical. Furthermore, NORAD encourages a more proactive approach to all transversal themes, including GESI and 'greening' besides digitalization, urging increased efforts in communication with local NORAD embassy. The promotion of cross-learning and exchange at a thematic level is essential, fostering collaboration and knowledge sharing. NORAD hopes that the Service Tracker delivers on its potential, acknowledging the high levels of expectations associated with its roll out, use and implementation.

[29] https://www.techtarget.com/searchcontentmanagement/definition/Microsoft-Power-BI

Overall, the programme performance is satisfactory and fulfils all the DAC requirements.

***Relevance and Strategic Fit:*** The programme is considered highly relevant by all partners involved and aligns with country, donor, and SDG priorities and frameworks. However, it requires greater constituent (even more valid for social partners) involvement in programme design and oversight of implementation. The program would benefit from multi-phase funding for improved predictability and clarity of direction, where the programme wants to go. This also requires setting up tripartite 'plus' steering committees to empower constituents and enhancing their local capacities in a systematic way. This might also require top up funding to the existing funding available.

***Coherence:*** The programme demonstrates good coherence with other ILO initiatives, and has made significant progress to strengthen collaboration with external agencies to generate external coherence for larger impact. At national level, more efforts are required to pro-actively participate in donor facilitated skills platforms and proactively reach out for potential collaboration. There is internal programme coherence across all phases. ILO services are deemed relevant and useful for system building. However, staff and constituents highlight that there's a lack of clarity about the programme's direction. There are concerns that activities were not conclusively taken to the next phase, or that there was not enough follow-up support provided to conclude them in the phase itself due a to lack of funding or prioritization. The programme design and coherence show some inconsistencies regarding impact logic; some outcome and output indicators are not clearly defined and levels (output-outcome) mixed up. The programme is still very much focussed on delivering outputs and is weaker on outcome performance.

The programme would benefit from more prioritisation and a longer-term programme perspective in each country which is based on a vision jointly developed with the constituents. It should also further clarify its Theory of Change (ToC) and results chain conceptually and with better defined indicators and milestones, which stay valid over multiple phases, and are supported by a strong M&E system. Within this programmatic frame, several two-year PCAs phase can be better fitted and funded. This shall contribute to greater coherence, while at the same time become the basis for improved reporting of progress and evidence based management.

***Effectiveness:*** The programme is considered effective in achieving outcome and output targets at all levels- global-regional and national, with generally positive stakeholder feedback. There have been inconsistencies on reporting targets which need to be addressed so that systematic reporting and monitoring of progress can be made. To thoroughly evaluate the actual effectiveness of interventions requires systematic feedback and impact assessments, which are at this point of time not available.

***Efficiency***: The programme overall delivered good value for money and was efficiently managed. Decentralized coordination is generally appreciated, though occasional delays in fund disbursements have impacted activities in the countries. Structural staff issues and staff shortages have affected the programme's efficiency and effectiveness, impacting the performance of the innovation facility, KSP, internal and external communication and partially also the depth of technical support for country offices. The lean team structure at the country level makes staff members feel stretched and in need of additional capacity building to meet the heightened demands from constituents. It requires expansion of teams at all levels and more effective technical and programming guidance and capacity building of national staff and constituents. Shortage of knowledge management and communication staff should be addressed. Funding should be made available for internal project reviews and backstopping missions.

Project monitoring, reporting quality and knowledge management is insufficient and needs to be enhanced with more streamlined online tools and mentoring support. Challenges have been identified, such as discrepancies in reporting, missing key performance indicators (KPIs), and incomplete disaggregation of data by gender, disability status and for migrants. To ensure consistent and accurate tracking of the programme, it's necessary to streamline log frame figures, provide training for both staff and recipients, and allocate resources for quality data reporting at both national and global levels.

***Impact orientation***: The programme was instrumental in supporting constituents within the African region and the six project countries to assume a more active role in the skills ecosystem, resulting in 28 countries requesting ILO support. Impact on recipients within countries has been significant and has shaped the perspective of how constituents perceive and want to assume their role in the skills ecosystem. The programme contributed to stronger multistakeholder engagement and cross-learning in skills anticipation, policy dialogue and governance and made important contributions to aligning TVET programmes with market needs and engaging the private sector in workplace based learning and apprenticeships. Overall, recipients of services and capacity building provided by the ILO have observed an enhancement in their capacities and shown ownership to take interventions forward. However, this improvement has not been systematically assessed by measuring 'increased capacity' adequately.
Assessment of the impact of training and post-training services on ultimate beneficiaries (learners, vulnerable groups) has been done only in few incidences until now, and more tracer studies are planned for the next phase using the service tracker. Measuring impact on ultimate beneficiaries, currently, remains vague and ambiguously defined. Instead of using "being employed or self-employed" as categories, measuring income increase would be more adequate. Overall there is a need to systematically assess impact with more conceptual clarity and more solid data collection and tracking systems. **The service tracker is a very critical tool to increase visibility and transparency of ILO's skills interventions and is a very timely tool to be further developed and expanded. However, the design needs to be reviewed** and requires a stronger conceptual foundation, more research rigour and qualified dedicated staffing at global and national level to ensure that roll out and mentoring of staff lead to the quality of data collection and analysis required for the tool to be effective. **An impact assessment of the multi-phased programme is highly advisable, but only if the M&E system is enhanced and data collection is streamlined beforehand.**

***Sustainability****:* The programme made some progress on sustainability of interventions in the African region and in all countries. Deeper thematic understanding and increased capacities in collaboration led to joint policy revisions, improved and more relevant competency standard and curricula development and training practices, and some financial commitments from governments towards replicating tested pilot initiatives and programmes. Some strategic partnerships with other development partners led to continuation of piloted initiatives, and contributed towards institutionalisation and larger scale interventions. While these important milestones provide a foundation for sustainability, the programme's timeframe and lack of a well consolidated proof of concept as a basis for developing a longer term operational plan remains an important barrier for continuation and hence sustainability.

**Transversal themes** were incorporated into programme design and reflected in the implementation of interventions and reporting. Specific outcomes for Tripartism, Gender Equality and Social Inclusion, and Green Skills guided interventions were observed. Data reporting, however is limited, and there is a lack of systematic analysis regarding the extent of mainstreaming of these themes. A more systematic approach is needed to mainstream GESI, Environmental Responsibility and Tripartism.

# VI. RECOMMENDATIONS

The following four recommendations provide concrete suggestions which can take the programme forward. It is hoped that they help to further sharpen the programme's design, implementation and monitoring of progress and impact.

***Recommendation 1: Consolidate experiences and learning at all levels***

The primary goal should be to consolidate and build upon the experiences gained from the programme across different levels.

- *At the global level*, this involves assessing the impact of interventions, creating a typology of countries based on institutional maturity and capacity building needs, and developing prototypes/proof of concepts (with costing and information detailing required time and funding commitment) for sustainable interventions.
- *At regional level,* the focus is suggested to be on evaluating impact and exploring the reinstatement of a regional component, with an emphasis on developing a strategy how increased demand for technical assistance can be addressed from 28 African countries.
- *At national level,* self-assessments of status of programme and prioritization of interventions should be facilitated based on budget constraints, capacity building needs and contextual factors. In countries with several skills projects, integrated and all-compassing long-term programme on skills development and lifelong learning would contribute to increased coherence and more efficient use of existing staff capacities as it is done in Ethiopia. Ensure conceptual clarity within Skills Team about approach and steps required to achieve institutionalization and sustainability. This supports staff to manage expectations of stakeholders (some examples):

Table 20: Areas which require conceptual clarity and consolidation

| Intervention area | Area of concern | Key issues which need to be addressed |
|---|---|---|
| **SSCs/SSBs** | SSC have NOT been established. | Clarity of steps to establish functional SSCs<br>Develop benchmark towards an 'ideal type of SSCs' |
| **Quality Apprenticeships** (Tanzania Mainland) | Quality Apprenticeships are not in practice but promising dualized professional diploma degrees | Clarify concept and minimal criteria for apprenticeships and which steps are needed for setting up functional apprenticeship mechanism.<br>Sharpen understanding of private sector engagement and incentives. |
| **RPL (Tanz.; Malawi; Ethiopia)** | Lack of clarity on direction and priority of RPL<br>RPL roll out large scale is made, without a) having well-functioning and credible testing system, b) involving the private sector, c) having assessed impact of RPL on beneficiary | Clarity needs to be provided under which conditions RPL mechanisms work and when not.<br><br>Address sustainable funding<br>Monitor credibility for RPL in private sector and impact on beneficiaries |
| **Transversal areas: GESI, environmental aspects and tripartism** | Concepts are 'loosely' applied and not as a commitment to mainstreaming. This would mean resources and institutional strengthening and specific monitoring at outcome level | Deepen understanding<br>Integrate themes into project cycle management and monitoring |

Finally, there is a call to sharpen the ILO's value proposition by clarifying and communicating its strengths (convening power and technical capacity) to support development of proof of concepts

and operational plans. Additionally, there is a need to enhance global branding, particularly for GSPL3, to improve visibility and clarity in communication, ensuring a strong presence both globally and locally.

| Addressed to | Priority | Implementation | Level of Resources |
|---|---|---|---|
| ILO Global Skills branch, KM Management together with subregional experts and countries | Very high | Short term | Middle |

***Recommendation 2: Strengthen joint programming, M&E and reporting***

It is recommended to establish steering committees for enhanced tripartite governance and for strengthening and ensuring programming focus. The scope of engagement with the ILO should be defined based on available resources. Priority areas for deeper engagement should be identified for impactful interventions with a long term perspective (4-6 years). Identify critical entry points with constituents where ILO could have particularly strong impact, e.g.:

*Explore existing opportunities as identified in Malawi:*

- Engage with ministries more proactively as strategic partner involved in strategic and technical support to skills and employment, and support government in optimising coherence amongst all players involved, including other funding agencies.
- Put recommendations for 2 value chains (Diary and Horticulture) into practice with an integrated approach. There is interest in testing the global accelerator in these sectors. Existing coordination mechanism can be used (co-coordinating working groups), and planning commission is open for co-creating programmes, developing operational plans and provide adequate institutional capacity building, monitoring and research support.

A revision of the Theory of Change, results chain and programme roadmap are suggested to guide strategic efforts. Additionally, the implementation of a robust monitoring and evaluation system linked to SMART outcome and institutional indicators, coupled with capacity building for staff and project partners, is proposed.

An overall emphasis is required to increase quality assurance for monitoring, data collection and reporting at all levels to ensure accuracy and reliability in assessing programme effectiveness. A lean but effective M&E system is required which monitors performance of global-regional-national and implementation partners based on agreed performance criteria. It should integrate service tracker and needs to monitor institutional capacities of partners to deliver relevant services. Invest time and efforts for quality reporting and project steering across all levels, including implementation partners.

| Addressed to | Priority | Implementation | Level of Resources |
|---|---|---|---|
| ILO Global Skills branch, NPCs, subregional experts | High | Short term | Low |

***Recommendation 3: Expand funding to take existing achievements to the next level***

For ILO to respond to the requests from constituents and implementation partners to continue assistance in the operationalisation and next level of institutionalisation of ongoing interventions, top up funding is required for all components. It is recommended that the ILO supports the institutional capacity building of social partners, particularly workers to enable them to engage more effectively in skills development. A programme developed jointly with constituents and relevant ministries involved should provide a good foundation for the ILO to approach donors more easily for funding.

| Addressed to | Priority | Implementation | Level of Resources |
|---|---|---|---|
| ILO Global Skills branch, NPCs | High | Short term | High |

***Recommendation 4: Address staffing and capacity issues***

It is recommended that teams are expanded globally, regionally and nationally so that the complexity of the programme can be addressed (see Annexe A10 for more details).

- *Global Level:* Securing adequate global resources is critical for the successful implementation of GSPL3 in general and for the existing NORAD funded programme. It is essential for the programme to continuously adapt to the evolving needs and expectations of different countries. Despite the programme's emphasis on regional efforts, it remains imperative to maintain a global coordination team that not only supports various regions but also specifically the African programme. The roles and procedures should be refined further, with a focus on expediting processes such as reporting, management, and decision-making. This will ensure the timely availability of funds and timely support for national projects. For ILO to assume its new role, teams and stakeholders rely on globally sourced inputs, up-to-date documentation, communication materials, tools, and support mechanisms (internal 'key account' thematic experts), which should be globally curated but implemented and quality-assured at the regional level. To achieve this, the programme needs a senior global manager, a knowledge manager, a communication manager, and an M&E-cum Service Tracker manager.
- *Regional Level:* With the increased demand from 28 African countries seeking technical support from the ILO, the ongoing discussion of building a regional thematic hub is laudable but needs to be adequately resourced. The African subcontinent is very diverse with regard to political stability, economic development what needs to be taken into account and adequate staff needs to be available. To respond effectively and quickly, it is required that the ILO ensures a critical mass of skills experts, and a support for national teams in knowledge management, communication and monitoring/evaluation which responds quickly and strategically to the requirements of NPCs.
- *National Level:* In countries with standalone projects: address insecure contractual status of NPCs and ensure a minimum staff strength, comprising of NPC-admin and two junior staff for monitoring, knowledge management/communication. NPCs have multiple strategic roles to play and should be able to focus on strategic, technical and managerial work, which also includes fundraising. Additional capacity building of staff should be offered on thematic, programme cycle management, mainstreaming of transversal themes and reporting and M&E. The potential of communities of practise for capacity building can be significantly expanded by offering focussed thematic exchanges with the support of specialists and experts from different countries. Constituents, implementation partners and NPCs will benefit from these need based exchanges. It is also suggested that mid-term evaluations are replaced by internal strategic reviews and annual backstopping missions in each country.

| Addressed to | Priority | Implementation | Level of Resources |
|---|---|---|---|
| ILO Global Skills branch, NPCs | High | Short term | Middle |

**5. Address transversal issues systematically and integrate indicators as part of performance matrix**

Up to now mainstreaming transversal issues and achieving change within a system have been addressed through trainings and sensitisation, and by defining indicators and sometimes piloting targeted initiatives. In the case of strengthening tripartism, additional efforts have been made to increase governance and participation in Skills Development. However, it requires not treating it as an add-on but rather as an integral part of policy design, implementation, reporting and M&E practice. It requires a change of culture and practice in the organisation. Therefore, NPCs and stakeholders should be trained how to proactively approach transversal issues from an institutional and programming perspective. In the case of GESI, a gender and inclusion responsive project development perspective needs to address intersectionality to ensure that 'leave no one behind' becomes reality access to vocational training and post-training support are effective. It means that multiple barriers are taken into account when designing and implementing projects. Resources need to be put aside to ensure that evidence is provided

through monitoring of results and assessment of impact on ultimate beneficiaries. Similarly, addressing low participation and involvement of social partners needs to be addressed separately as part of strengthening capacities. This requires additionally earmarked resources, with clearly defined milestones and monitoring efforts, which at this point of time have not been made available. Indicators should be developed as part of the performance matrix.

| Addressed to | Priority | Implementation | Level of Resources |
|---|---|---|---|
| ILO Global Office together with thematic experts | High | Mid-term | Middle |

# VII. LESSONS LEARNT

**Lesson 1. Strengthening tripartism by involving constituents and systematically building their capacities, pays off.**

Following the recommendations from earlier evaluations, the programme has more actively engaged constituents in planning and executing activities with a strong focus on multistakeholder engagement. There's growing interest from stakeholders, particularly the private sector, to actively participate in VET, resulting from ILO's focussed efforts of capacity building of constituents. Besides constituents, an increased number of relevant stakeholders, including other ministries have shown strong interest in approaches like STED, RPL, and workplace-based training/apprenticeships, and gained a better grasp of their roles in the skills ecosystem. The ILO has built a strong reputation as a credible development partner with tripartism at its core, particularly in the VET sector. However, the ILO needs to fully leverage its convening power to take advantage of tripartism in VET and build capacities of constituents more systematically. Constituents expressed a strong interest in more active engagement in developing a mid-term programme perspective with a well-governed road map and milestones for programming and resource allocation, to **"move away from half-baked solutions".**

The example of Malawi or Ethiopia show that governments come forward and offer ILO to closely work together on governance and coordination of integrated approaches to achieve more coherence for social and economic development (including skills), when collaborating with other technical and funding agencies. This is encouraging.[30]

Meaningful engagement requires social partners to assume their role as competent representatives who jointly hold a long-term vision and ownership in the skills system. This entails an institutional development programme with tailored capacity-building plans for each constituent.

**Lesson 2. The Malawi Work integrated learning approach (WIL) and the Zanzibar dual Apprenticeship interventions demonstrate that piloting small initiatives is effective but not enough. A proof of concept approach and certain enabling conditions are required to ensure sustainability.**

Pilot initiatives showed promising results. They have, however, not as yet become well tested initiatives with a proof of concept with the right framework conditions so that institutionalisation and mainstreaming have been sluggish and slow. Governments face uncertainty in operationalizing these initiatives, and the essential framework conditions to motivate private sector involvement are often not as yet in place. Consolidating pilot initiatives for institutionalization demands a programme perspective with longer-term funding assurance.

[30] The meeting with the Planning commission as well as the Ministry of Labour in Malawi encouraged ILO to pro-actively co-chair technical working group for skills development. Similarly The ministry of Skills and Employment in Ethiopia requested ILO to support a capacity development plan for the ministry.

**Lesson 3. The effectiveness of NORAD's contribution to achieve sustainability depends on the maturity level of a country's governance and skills system.**

Outcome-based funding improved programme cohesion during the PCA 3. However, challenges include maintaining focus and delivering sustainable results within short timeframes, especially in fragile countries. Implementing tight two-year timelines, especially in fragile countries like Ethiopia and Lebanon, has been demanding. There was a sense of urgency, and there is concern that pushing development activities too quickly might rush the process and negatively affect the project partners' ownership. The evaluator acknowledges the benefits of the two-year funding approach to mobilise the right stakeholders, and build understanding and ownership for innovations to kick off; however the effectiveness and potential sustainability depends on the country's context, the maturity of the VET system, and the government's ability to absorb these new innovations. This 2-year funding approach is particularly effective for the following scenarios:

a) It provides flexibility at global and regional level to develop and test innovations and leverage good practices for broader replication and dissemination;
b) When ILO aims to establish presence in a country, and seeks to promote tripartite governance for skills policy and programme development to strengthen the ecosystem. As shown with the STED process, this modality can generate a quick win, visibility and momentum, but it also raises expectations amongst constituents for taking the achieved results forward. Depending on the maturity of the country, additional technical advice and funding may be needed after the initial two years. This is particularly relevant in the developing country context which have poor funding and weak governance and a weak skills system.
c) When there is local technical capacity available or other ongoing programmes, the ILO can address specific gaps to enhance VET governance, policies, and deliver complementary services for greater coherence.

In situations where the ILO lacks a presence, and where countries have weak VET governance and institutions, longer commitment and stronger team presence are required and is critical for institutionalisation. An assessment tool to better understand the strategic entry points and determine length and depth of engagement in a country can strengthen the planning of initiatives and the ILO's position when negotiation with funding agencies.

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- Concept Notes/PRODOCS for Phase 1 – 4. For example, ILO concept note PCA 2021-22
- Quarterly Progress Reports – Country wise and Global for 2021, 2022, 2023
- Global Programme Reports 2021 & 2022
- Independent End Evaluation of PCA 2016-17: Strengthening skills development systems to promote access and employability especially of young women and men. December 2017.
- Independent End Evaluation of PCA 2018-19: Final Evaluation of the SKILL-UP Programme: Upgrading skills for the changing world of work. March 2021
- Mid-term internal evaluation of Global Programme on Skills and Lifelong Learning ILO-Norway Specific Agreement 2021-2022. May 2022.
- NORAD-ILO Agreement 2020

# IX. ANNEXES

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**ILO-Norway Programme Cooperation Agreements (PCA) on Skills Development**

**Project DC/SYMBOL:** GLO/20/26/NOR (Global: GLO/20/61/NOR, Regional: AF/20/53/NOR; Ethiopia: ETH/20/54/NOR; Ghana: GHA/20/51/NOR; Lebanon: LBN/20/50/NOR; Malawi: MWI/20/50/NOR; Senegal: SEN/20/50/NOR and Tanzania: TZA/20/51/NOR)

**Name of Evaluator:** Sandra Rothboeck
**Date:** November 2023

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

| LESSON LEARNED ELEMENT | **Strengthening Tripartism by involving constituents and systematically building their capacities, pays off** |
|---|---|
| **Brief description of lessons learned** (link to specific action or task) | Sustained engagement of ILO stakeholders and a strong emphasis on empowering constituents to take on significant roles within the ecosystem are crucial for the success of vocational education and training (VET). The tripartite structure provides a solid foundation for strengthening countries with less developed VET and labour market institutions. To enhance collaboration, the program has adopted a systemic approach, leveraging the ILO's ability to bring together multiple stakeholders, including government agencies, industries, trade unions, non-governmental organizations, and academic institutions, similar to what has been demonstrated through the STED initiative. While there is growing interest and commitment from stakeholders, especially the private sector, to play a more active role in VET, the ILO has yet to fully utilize its influential position and capabilities to promote collaboration and translate policies into action. To achieve meaningful engagement in VET, involving social partners should be an inherent part of any policy and program-related work, transcending mere consultation to establish joint responsibility. This necessitates a long-term vision and programmatic approach for VET, where partners are held accountable for their contributions. An institutional development program is required, with well-defined capacity-building plans tailored to each stakeholder. Additionally, formal representation through steering committees connected to the program is essential. |
| **Context and any related preconditions** | Building a well governed skills system requires a unified long term vision and a stable political environment, which can focus on a mid-to long term development process. Tripartite partners need to be strongly and consistently engaged in policy dialogue and programming and have institutional capacities to assume their role. They need to be in the position where they see value in collaboration to achieve the overall goal of a trained and skilled workforce. The following preconditions are the basis for strong tripartism:<br>○ The government should realise their critical role to provide enabling framework conditions for Skills Development so that two objectives can be met: enabling enhanced national productivity and addressing access and social inclusion. The government should be ready to share control over VET and seek active participation from the private sector;<br>○ The government should be ready to facilitate tripartite governance and steering structures;<br>○ Employers need to realise that their role is critical for an educated and skilled workforce. Investing into training lead to greater productivity in the work place, less attrition, and more resilience to absorb changes in market conditions;<br>○ Trade unions need to realise that quality training and continuous learning contributes to more professional growth and workers' adaptability to change;<br>○ When the government and private sector understand that financing of VET is a joint responsibility and investments need to be made in skills for higher productivity, future skills as well as in ensuring social inclusion. |
| **Targeted users /Beneficiaries** | Country Offices<br>National level constituents and other actors in the ecosystem<br>Final/ultimate beneficiaries who can access skills and related services for better employability and employment. |
| **Challenges /negative lessons - Causal factors** | The absence of a conducive environment and a lack of government engagement with social partners results in restricted access to information and a lack of their meaningful involvement in strategic decision-making and reform efforts. When social partners, particularly the private |

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|---|---|
| | sector, are merely consulted without active engagement, their ownership of the process remains limited and superficial. This, in turn, leads to a lack of commitment from employers and trade unions within the skills ecosystem. Such a VET system remains supply-driven, disconnected from the demands of the labour market, and financially unsustainable. The private sector's performance is hampered, primarily relying on unskilled workers, which adversely impacts productivity and job creation. Concurrently, the informal economy remains significant, and workers continue to work in low-skilled, low-quality and low income jobs. |
| **Success / Positive Issues - Causal factors** | Strong tripartism, where each of the constituents is authorised and capable of assuming the required role can lead to higher level outcomes and more mature collaboration. When well aligned, partners' efforts can re-enforce each other and are well channelled and directed towards achieving a common goal. This requires tripartite governance for skills development areas, including apprenticeships, sector skills councils etc. If government takes time, informal tripartite working committees or task forces can be good starting points as it is done in Lebanon and Senegal. |
| **ILO Administrative Issues** (staff, resources, design, implementation) | Develop programmatic perspective with mid-term outcomes, milestones and clear results chain and an overall capacity building road map for each social partner jointly with constituents.<br>Ensure minimum resource commitment for at least 6 year which is basis for prioritization together with constituents. Form steering committees in all countries<br>Staff capacity building is required: deepening in technical areas, programming and monitoring and evaluation. Increase staffing with at least 2 junior staff for a) knowledge management and communication and b) M&E.<br>Set up a M&E system and allocate required resources to mentor and support field staff in monitoring, evaluation, data collection and reporting. |

**ILO-Norway Programme Cooperation Agreements (PCA) on Skills Development**

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**Name of Evaluator:** Sandra Rothboeck
**Date:** November 2023

*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.*

| LESSON LEARNED ELEMENT | **The Malawi Work integrated learning approach (WIL) and the Zanzibar dual Apprenticeship interventions demonstrate that piloting small initiatives is not enough. What is required is a proof of concept to ensure sustainability.** |
|---|---|
| **Brief description of lessons learned** (link to specific action or task) | Exposure to dual apprenticeships and workplace-based learning solutions through knowledge and exchange, and tailor-made capacity building led to an enhanced understanding and commitment of constituents to combine workplace-based learning and centre-based VET and systematically move towards dualized and competency-based training (Apprenticeships in Zanzibar and WIL in Malawi).<br>In Tanzania: A small budget was set aside to pilot apprenticeships. Partnerships were formed, curricula and training materials were adapted, and instructors were trained in the pedagogical approach. The feedback on effectiveness was overall positive and resulted in partners continuing the initiative in some form, even after funding ended. The government with the support from ILO started diversifying apprenticeships in Tanzania, by adding additional occupations/sectors and pre-apprenticeships to apprenticeships, and earmarking funds for the same. It also led to policy integration and adaptations.<br>In Malawi: Similarly, the WIL approach was piloted with newly developed curricula and training capacities in agricultural colleges and farms and continued to be used in a broad way by training providers, including farms and with successful beneficiaries becoming trainers themselves. The government showed interest in mainstreaming WIL in all agricultural courses and other trades but has not yet done so.<br><br>Nonetheless, the process of institutionalization and mainstreaming has been sluggish in both these cases, with constituents repeatedly seeking further engagement from the ILO to help translate concepts into practical and scalable implementation. Governments remain uncertain about how to operationalize these initiatives, and the necessary framework conditions to incentivize the private sector are not yet in place. Efforts are required to ensure that framework conditions are addressed (including aspects of policies, incentives and regulations) and private sector bodies and trade unions have the institutional capacity and willingness to take the approach forward. Champions in the government, in enterprises and training providers are crucial to take this initiative forward.<br><br>It has been observed that these pilot initiatives need to be consolidated to be 'fit' for institutionalization. This requires a programme perspective which has a longer-term horizon and funding assured so that pilot activities become integrated approaches and are the basis for the government to operationalize and implement. The right framework conditions need to be generated, capacities of private sector associations developed, and incentives need to be put in place for the private sector to engage. |
| **Context and any related preconditions** | Governments need to embrace private sector engagement and Trade Union involvement, create an enabling environment, as well as an incentive system for enterprises to start investing into training. There is the need for the private sector to realize the need for trained staff to be able to grow. |

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| **Targeted users /Beneficiaries** | Constituents<br>Training and implementation partners<br>Programme staff |
| **Success / Positive Issues - Causal factors** | *Sensitization of different stakeholders:* Initial sensitization and understanding of the benefit of engaging private sector in VET led to interest in collaborating and testing WIL and Apprenticeships. The private sector, willing to engage, realized that it is relevant and effective. It also led to high demand amongst youth to join. Proactive outreach to enroll women led to increased enrolment of women in WIL and Apprenticeships.<br>*Funding Support:* The government of Zanzibar earmarked their own funding for apprenticeship training.<br>*Impact assessment and development of proof of concept:* While there is commitment to apprenticeships and WIL, there is a need to deepen experiences made in these initial pilots so that they are well understood, costed, resourced, and assessed for impact, so that a mechanism around these approaches can be built. Piloting should include multiple batches and be tested in a variety of context so that the right information is gathered for interventions to be effective and impactful. Monitoring impact & documentation learnings towards consolidating pilot into an approach. |
| **Challenges /negative lessons - Causal factors** | *Excessive control and lack of ownership:* Role of social partners to make it an integrated initiative within the VET system, was not fully explored, and government still remains in 'control' of the initiatives. Particularly, apprenticeship should be equally driven by the private sector, which is currently not the case, and interest is reducing due to delayed apprenticeship reforms and lack of incentives to engage. This led to training providers in Mainland Tanzania to shift away from the apprenticeship to a dual higher professional education.<br>*Lack of engagement of relevant stakeholders:* In the case of WIL, the approach can benefit from stronger engagement with larger farms and associations, retail networks, and other relevant actors within the horticulture/diary value chain to make internship links between trainers and companies more effective.<br>*Limited funding, impact assessment, and capacities:* Short term funding and engagement with small pilots, which have not systematically been tested in diverse contexts do not provide a basis for operationalization, replication and anchoring. Monitoring and reporting of impact is not systematically done, which is required when piloting initiatives. At this point of time, implementation partners do not get the required guidance and financial support to integrate approach into day-to-day practice to be able to replicate and scale. |
| **ILO Administrative Issues** (staff, resources, design, implementation) | Staff capacities to be built<br>Bundle/ expand resources over two to three PCAs for piloting initiatives<br>Monitoring & documentation learnings towards consolidating pilot into an approach<br>Resources to be earmarked to strengthen engagement of business associations/employers and trade unions in the approach and for them to assume their roles. |

# ▶ Template 4.1: Lessons Learned

**ILO-Norway Programme Cooperation Agreements (PCA) on Skills Development**

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**Name of Evaluator: Sandra Rothboeck**
**Date:** November 2023

*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.*

| LESSON LEARNED ELEMENT | The effectiveness of NORAD's contribution to achieve sustainability depends on the maturity level of a country's governance and skills system |
|---|---|
| **Brief description of lessons learned** (link to specific action or task) | The ILO NORAD partnership has built ILO's capacity to better adapt programme interventions to the current needs of participating countries and has allowed for timely and relevant responses, especially during challenges like the COVID-19 pandemic and political crises. However, the main challenges include maintaining focus and delivering sustainable results within short timeframes, especially in fragile countries. The evaluators acknowledge the benefits of the two-year funding approach to mobilise the right stakeholders, and build understanding and ownership for innovations. However, the effectiveness and potential sustainability depends on the country's context and the maturity of its VET system and governance to absorb these new innovations. In situations where the ILO lacks a presence, and where countries have weak VET governance and institutions, commitment to a longer programme and stronger team presence are required, which is critical for institutionalization. An assessment tool to better understand the strategic entry points and determine length and depth of engagement in a country can strengthen the planning of initiatives and the ILO's position when negotiating with funding agencies. |
| **Context and any related preconditions** | Partner countries and their constituents have an articulated need for technical support from the ILO to address skills governance, skills anticipation, and mismatch. Countries with mature labour market institutions and VET systems require less follow up support or no programme related funding in comparison to countries with weak institutions and training capacities. |
| **Targeted users /Beneficiaries** | Programme staff at all levels<br>Donors<br>Constituents<br>Training and implementation partners |
| **Success / Positive Issues - Causal factors** | The two-year funding approach is particularly effective in the following scenarios:<br>a) To provide flexibility at global and regional levels to develop and test innovations and leverage good practices for broader replication and dissemination<br>b) When ILO aims to establish presence in a country and seeks to promote tripartite governance for skills policy and programme development to strengthen the ecosystem. As shown with the STED process, this modality can generate a quick win, visibility and momentum, but it also raises expectations amongst constituents for taking the achieved results forward. Depending on the maturity of the country, additional technical advice and funding may be needed after the initial two years. This is particularly relevant in the developing country context which have poor funding and weak governance and a weak skills system.<br>c) When there is local technical capacity available or other ongoing programmes, the ILO can address specific gaps to enhance VET governance, policies, and deliver complementary services for greater coherence |

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| **Challenges /negative lessons - Causal factors** | The ILO's initiatives like the STED process or introducing RPL can generate quick successes and momentum. However, this progress also raises constituents' expectations regarding the continuation of results. Depending on the maturity of the country involved, additional technical advice and funding become essential beyond the initial two years so that these innovations can be absorbed by the system, its institutions and its actors. Without such continued support, initiatives may not scale or sustain, and there is a risk of compromising ILO's credibility and reputation as a competent agency, especially in developing countries. |
| **ILO Administrative Issues** (staff, resources, design, implementation) | Staff capacities to be built for assessment of maturity level of countries VET system and willingness of critical stakeholders such as government ministries, private sector bodies<br>Define scope of the programme jointly with donors and constituents and ensure funding for staff and programme activities over a longer period of time. |

**A2: Terms of Reference**

**Independent evaluation of the ILO-Norway Programme Cooperation Agreements on Skills Development (2016-2023)**

**Terms of Reference,**
August 2023

## 1. About the ILO-Norway Programme Cooperation Agreements (PCA) on Skills Development

### 1. Background

Norway has been a longstanding partner of the International Labour Organization (ILO) in promoting the Decent Work Agenda, particularly of skills development. The ILO aims to improve the future of work through flexible and diversified education and training systems, especially in the face of technological advancements. The ILO supports Member States, employers' organizations, and workers' organizations in developing and implementing national skills policies, strategies, and programmes to promote employment, economic growth, and inclusive societies.

In 2014, Norway's Ministry of Foreign Affairs published the white paper "Education for Development," which outlines the government's priorities regarding education and skills development. The document sets goals for both domestic actions and international partnerships, emphasizing the importance of equipping individuals with skills for gainful employment, economic growth, and sustainable development. Another relevant paper was published by the Norwegian Ministry of Foreign Affairs in 2013-14, the "Report to the Storting (White Paper): Education for Development", discussing education and its importance. However, Norwegian priorities have evolved since the first PCA and these policy documents with an increase in emphasis on thematic focus.

Since 2016, the collaboration between the ILO and the government of Norway has been governed by Programme Cooperation Agreements (PCA) based on shared objectives and principles. These partnerships prioritize a rights-based approach to development, effectiveness, and results-based management. The outcomes of these partnerships have contributed to the ILO's strategic objectives and expected outcomes as outlined in its Programmes and Budgets (P&B) for each two-year period. As of 31 December 2022, the programme estimates that Norway has funded more than 5 million direct and indirect beneficiaries through its components within seven countries: Ethiopia, Ghana, Lebanon, Malawi, Niger, Senegal, and Tanzania. The work focused on generating innovative knowledge, practical tools, and contributing to strengthening partnerships, capacity development and advocacy.

The programmes conducted through the PCA have organisationally been located under the Skills and Employability Branch (SKILLS), which is responsible for the implementation and oversight of the programme with the Chief of SKILLS providing the overall supervision. The various phases of the programmes were managed centrally at the ILO headquarters with the components decentralized within their respective countries. Accountability for delivery was through the ILO country offices with SKILLS providing coordination and technical and strategic guidance. There was collaboration with relevant units within the Employment Policy Department, as well as ACTRAV and ACTEMP, GED, and DCOMM. At the country level, the Project teams were led by the National Project Coordinator (NPC).

The first PCAs (2016-20) aimed to achieve the ILO P&B's Outcome 1, which focused on creating more and better jobs for inclusive growth and improved youth employment prospects. Specifically, the partnerships targeted indicator 1.3, which involved stakeholders taking action to develop skills systems, strategies, and programmes to reduce skills mismatches and enhance access to the labour market. The current partnerships (2021-24) contribute to the implementation of Outcome 5 in the ILO's P&B, which emphasizes skills development and lifelong learning to facilitate access to and transitions in the labour market. This has been implemented jointly with components of the Global Programme on Skills and Lifelong Learning (GPSL3). The partnership between Norway and the ILO, with a focus on skills development, builds upon previous achievements and expands the results across all targeted countries. However, there has recently been a reduction of the allocation with the latest PCA considerably reduced, with regional components cut and project

management decentralized to Dar es Salaam, Tanzania. In spite of this, country level activities continue to be implemented at comparable levels.

There have been three previous evaluations of the programmes under the PCA conducted in the past. These have taken place in December 2017 (Final Independent Evaluation), March 2021 (Final Evaluation), and May 2022 (Mid-term internal evaluation). The evaluations consistently found that the programmes were highly relevant and had largely achieved their intended objectives. Moreover, the outcome-based funding model was appreciated for its flexibility, although some concerns were raised regarding the decentralized approach. Additional and related issues identified included challenges in coordinating and communicating effectively between the ILO headquarters and regional levels. In addition, the long-term sustainability of the outcomes was flagged as a potential concern in some of the evaluations. These concerns will be examined through this evaluation to assess how well the previous recommendations and learnings have been addressed in the newest phase of the program.

**2. Supported activities**

Since 2016, the Programme Cooperation Agreements between the ILO and the Government of Norway have included:

- **PCA 2016-17**: Strengthening skills development systems to promote access and employability especially of young women and men;
- **PCA 2018-19**: SKILL-UP Programme: Upgrading skills for the changing world of work;
- **PCA 2020-21**: Global Programme on Skills and Lifelong Learning; and
- **PCA 2023-24**: Global Programme on Skills and Lifelong Learning (light earmarked)

## 2. Purpose, Scope and Methodology

**1. Purpose**

The purpose of this evaluation is to assess the partnerships between the ILO and the government of Norway, specifically focusing on the use of Programme Cooperation Agreements. The assessment aims to analyse the most recent phase of the partnership, as well as conduct a retrospective evaluation of previous phases and their overall impact. Building upon the comprehensive mid-term independent evaluation conducted for the PCA 2021-22, the ILO proposes conducting an extensive independent evaluation encompassing all PCAs from 2016 to mid 2023. This evaluation aims to examine the relevance, effectiveness, efficiency, and impact of the PCA since its inception. The insights and lessons derived from this evaluation will be instrumental in informing various stakeholders, facilitating accountability, mutual learning, informing best practices and lessons for the current phase of the project, and contributing to the development of a new multi-donor programme, among other initiatives. Furthermore, the anticipated recommendations will guide relevant actors in implementing measures crucial for the effective management and successful execution of future projects of similar nature.

**2. Scope**

The evaluation will cover the period 2016 – 2023. The evaluation will emphasize the work carried out on 1) the Sector Skills Council (SSC) and skills anticipation, 2) skills strategies 3) recognition of prior learning and migration and 4) apprenticeships and 5) skills innovation facility.

The review will therefore have distinct but interlinked components:

A comprehensive and independent evaluation will be conducted for the most recent phase of the PCA (PCA 2020-21: Global Programme on Skills and Lifelong Learning), including any extensions. This evaluation will examine the relevance, coherence, effectiveness, efficiency, and sustainability of the agreement. There will also be some formative evaluation elements included to provide feedback and learnings for the current ongoing and final phase of the programme. Furthermore, a synthesis will be undertaken of all previous PCA evaluations since 2016 with the aim to document the longer-term processes leading the achievements under the four categories listed above. This review aims to evaluate the effectiveness of the cooperation mechanism as a whole and compare it to the final phase of the project. In addition, the evaluation will incorporate some ex-post evaluation elements to analyze the sustained initiatives from Phases 1 and 2 of the PCA and document any challenges. These preliminary findings on impact will contribute to the proposed next evaluation Phase, which has been presented to the Norwegian Government but is not covered under the current exercise. The following Phase will entail a detailed ex-post evaluation specifically designed for the Global Programme on Skills and Lifelong Learning. It will utilize the findings from this evaluation and focus on potential areas of impact. This evaluation will utilize existing monitoring and tracking information including the ILO Service Tracker maintained by SKILLS, employ specially designed surveys, and employ other methods to gather baseline and endline data on the selected areas of impact. Where appropriate, sub-studies will be developed to further explore these areas of impact. The evaluation design will also incorporate a review of the existing ILO Service Tracker to provide impact-level information, along with relevant recommendations for its future use.

1. **Final evaluation of the PCA 2021-22: Global Programme on Skills and Lifelong Learning:**

This component will take a both a formative and summative evaluative approach and use the OECD/DAC recommended evaluation criteria. It is important to note that all evaluations in the ILO follow procedures prescribed in Policy Guidelines for Evaluations developed by the ILO Evaluation Office (EVAL).

Broadly, this component should cover the following evaluation question:

**Relevance**

- Is the PCA responding to the needs of sub-regional, national and local government, constituents, and donors?
- Are the needs addressed by the project in various countries and at global level still relevant?
- To what extent are the programme interventions relevant to achievement of ILO P&B outcome 1 and indicator 1.3 and outcome 5?
- How well have the PCAs responded to emerging challenges and trends within the realm of labour and employment since 2016? What measures are taken to ensure skills development interventions supported and promoted are relevant to the labour market and aspirations of the learners (e.g., using a human-centered approach)?

**Coherence**

- How well do the PCAs align with the broader policies, strategies, and priorities of both the ILO and the government of Norway? Have there been instances of overlap or duplication with other ongoing projects or initiatives within the ILO or the government of Norway?
- To what extent are the project design (objectives, outcomes, outputs and activities) and its underlying theory of change logical and coherent?
- To what extent did the project build on knowledge developed during the previous phase of the ILO-Norway partnership?
- How does the PCA respond to ILO's cross-cutting issues (e.g. gender equality, environmental, non-discrimination, etc)
- Do national initiatives relate to national priorities? How are projects reflected in the countries DWCPs and in the UNSDFs? Is there a coherent and integrated vision for ILO SKILLS interventions at country level and complementary projects to support it?
- How effectively have the PCAs integrated with other international, regional, and national development programmes and initiatives?

**Effectiveness**

- Has the project and the PCAs achieved their objectives and targets?
- Do the government and social partners (workers' and employers' organizations) demonstrate an increased capacity as a result of the programme?
- How effective is the PCA at promoting and responding to the ILO's cross-cutting issues?
- How effectively did the project monitor project performance and results?
- What systems are in place to ensure the best value for money?
- Have there been any unintended positive or negative effects resulting from the implementation of the PCAs?

**Efficiency**

- How well have the resources allocated to the PCAs (financial, human, technical) been utilized to achieve the intended outcomes?
- Have the PCAs been able to achieve their goals within the established timelines and budget constraints?
- Did the project receive adequate political, technical and administrative support from its partners? Did it receive adequate support from the ILO offices in the field and the responsible HQ units in Headquarters?
- Would the staffing structure of the project be able to implement larger scale interventions? Are capacities of national staff under-utilised?
- Have there been any notable improvements in the efficiency of project management and coordination over the different phases of the PCAs?

**Sustainability**

- What mechanisms have been put in place to ensure that the results of the activity are sustainable?
- What is the likelihood that the results of the project will be sustained and utilized after the end of the project?
- To what extent have the planned activities of the activity led to other initiatives (seed funding or multiplier effect)?
- How effective and realistic is the exit strategy of the project?
- What needs to be done to enhance the sustainability of the project?
- Have interventions been implemented in a manner coherent with necessary climate change adaptation, avoiding waste of non-renewable resources?

- Are previous beneficiaries currently benefiting from an improved access to skills development services so that they can progress in their career and livelihoods with a lifelong learning approach?

**Orientation towards impact (ex-post elements)**
- What contribution did the project make towards achieving its long-term objective?
- To what extent has the project contributed to development objectives and the immediate objectives?
- Is there evidence of outcomes on final beneficiaries (e.g., have they been able to find employment or increase income)?
- What could be the best approach to capture the number of indirect beneficiaries and their potential benefits (i.e. those who are benefiting from improved regulatory and policy environment or improved capacity of service providers to deliver services?)
- What systems and approaches are in place to measure results, to improve transparency of data processing and analysis, and to improve accountability for results?

The evaluation is expected to bring up **good practices and lessons learned** that might be useful to consider for the final phase of the programme. Given the wide range of thematic and geographic spread and different timelines of the projects to be reviewed under this assignment, providing extensive feedback on individual projects might be challenging. EVAL, therefore expects that the review will focus on bringing up issues that cut across the projects and are useful in considering future collaboration.

2. **Synthesis of evaluations conducted on previous phases of the Programme Cooperation Agreements (PCA):**

The second component of the evaluation will focus on the evolution of the cooperation modality between the ILO and the Government of Norway. This will include an examination of its advantages, disadvantages and emerging suggestions for the future. In particular, the evaluation will focus on the shift from a project basis to a pooled funding arrangement, on the increased decentralisation of activities, and the structure of the technical backstopping and quality assurance.
The evaluation should aim at answering questions with regard to the cooperation modality:
- Are the different types of activities well spread (thematically and geographically) and do they reinforce each other?
- How can the selection of interventions be improved to ensure it contributes to system change?
- What are the advantages and shortcomings of a project-based approach as compared to a pooled funding programmatic approach like the GPSL3?
- What can Norway and ILO learn from cooperation modalities of other comparable donors?
- What is the advantage of having a wide spread of activities in an important number of countries as opposed to invest more in a limited number of countries? Are the country-level initiatives sufficiently well integrated into wider frameworks to ensure niche activities still contribute to system change?

The findings of the synthesis review will be incorporated in the main evaluation report. The synthesis review will cover the following evaluations conducted on the PCA:

***Table 1: List of Previous Evaluations***

| | TC Symbol and title | Evaluation Title | Evaluation Date | Financial Value | Admin unit |
|---|---|---|---|---|---|
| 1. | **GLO/16/56/NOR,AF/16/51/NOR, TZA/16/50/NOR,UGA/17/50/NOR, RAF/16/52/NOR** | Strengthening skills development systems to promote access and employability especially of young women and men (Final Independent Evaluation) | December 2017 | NOK 33,500,000 | SKILLS |
| 2. | **GLO/18/54/NOR, RAF/18/50/NOR, MWI/18/50/NOR, TH/18/50/NOR, SEN/18/50/NOR, TZA/18/52/NOR, GHA/18/50/NOR, BN/18/07/NOR** | Final Evaluation of the SKILL-UP Programme: Upgrading skills for the changing world of work. | March 2021 | 11.97 million USD in total | SKILLS |
| 3. | **GLO/20/26/NOR;GLO/20/61/NOR, AF/20/53/NOR; ETH/20/54/NOR; GHA/20/51/NOR;LBN/20/50/NOR; MWI/20/50/NOR;TZA/20/51/NOR) SEN/20/50/NOR** | Mid-term internal evaluation of Global Programme on Skills and Lifelong Learning ILO-Norway Specific Agreement 2021-2022 | May 2022 | USD 6,704,776 | SKILLS |

3. **Ex-post evaluation for Phase 1 and 2 of the PCA:**

The last component of the review will include elements of an ex-post evaluation that considers the observed changes, intended or unintended, that arose from the previous two phases of the PCA.

## 3. Methodology

The evaluation will adhere to ILO's guidelines and UNEG norms, addressing criteria such as relevance, coherence, effectiveness, efficiency, sustainability, and impact. It will employ a Theory of Change approach and consider ILO priorities in participant countries. A mix of quantitative and qualitative methods will be used with triangulation of evidence. Various data collection techniques will ensure validity and reliability, involving key stakeholders in a participatory and use-oriented approach. The evaluation will include a focus on gender equality and human rights in line with Guidance 3.1: Integrating gender equality in monitoring and evaluation. The evaluation methodology can be adjusted in agreement with the manager during the inception phase. The recommendations will be linked to findings and offer clear guidance to stakeholders regarding recipients, priority, resources, and timeline. Guidance 3.2: Adapting evaluation methods to the ILO's normative and tripartite mandate should also be used during this evaluation.

As mentioned, the review will include a summative evaluation of project components for the most recently completed phase of the PCA plus some formative evaluation for the current ongoing phase, as well as a synthesis review of the previous components and an ex-post evaluation study. The final evaluation will be used to assess how well the program has done in terms of the five criteria while the synthesis review will provide insights into what recommendations and lessons learned have been incorporated. The ex-post evaluation study will primarily be used to assess the feasibility of conducting a large-scale impact assessment once the current phase has completed. These methods will be compiled into a cohesive final report drawing upon all three approaches to make recommendations and highlight lessons learned.

### 3.1 Methodology for the Final Evaluation of the PCA 2020-21: Global Programme on Skills and Lifelong Learning:

The suggested data collection tools are:

- **Desk study:** The desk review of the project documents will consist of an important part of the evaluation. The desk review will include, among others, the following:
  - ILO-Norway Cooperation Agreements: current and previous agreements
  - List of Government of Norway supported activities since 2016
  - Project documents
  - Project progress and final reports
  - Other related documents (including national, regional, multimedia products, etc)
- **In-depth interviews and discussions and self-assessments** with relevant staff and officials at ILO Headquarters, ILO Field Offices (regional and national), Government of Norway, national officials at project sites for the projects implemented under the current agreement. Where possible, ILO would also include constituents and partners among interviewees. Depending on the location of identified stakeholders, the interviews could be in-person or electronic.
- **Field missions/Data collection and direct observation:** The review includes primary data collection from the following:
  - ILO Headquarters, Geneva;
  - Project locations: Selected project locations can be visited after discussions at the inception phase. The choice of locations should consider the scale (coverage and budget size), type of intervention, funding status, and status of the project (active or closed).

The evaluator may also suggest any other methods that might be helpful in answering the review questions at the inception phase for approval by EVAL. The evaluator should take a participatory approach in selecting respondents. At the minimum, it should include ILO constituents, implementing partners and to the extent possible, direct beneficiaries of the projects. Representation of women and other vulnerable sections as outlined in the project documents should be given due consideration.

### 3.2 Methodology for the Synthesis

The synthesis will be based on the three past evaluations conducted on programmes under the PCA. The evaluations will be reviewed to assess the overall findings of the success of the PCA. In addition, the recommendations from these evaluations will be compiled and assessed as to whether, and how well, they were incorporated into future phases of the projects. The learnings and good practices from each of the previous evaluations will be considered and used to inform the current evaluation.

### 3.3 Methodology for the Ex-Post Evaluation

An experimental ex-post evaluation will be undertaken to conduct a preliminary assessment of whether interventions under Phase 1 and 2 of the PCA achieved their long-term outcomes and to examine the intended or unintended effects. This will component of the evaluation will therefore include:

**3.4 Feasibility Study of ex-post evaluation**

The review will include an examination of the SKILLS beneficiary tracing system to assess the feasibility of conducting a thorough investigative ex-post evaluation of all phases of the PCA in a future evaluation.

**3.5 Sample of Beneficiaries Interviews**

The ex-post evlauation will include a small number of interviews (potentially both individual and group) with past programme beneficiaries to trace:

- Long-term effects and impacts of the programme on its beneficiaries. This may provide a deeper understanding of the programme's effectiveness and sustainability.
- Whether the programme achieved the intended outcomes outlined in the Theory of Change and in comparison with the programme's goals and objectives.
- Identification of unintended consequences resulting from the programme.
- Possible learnings and good practices for future programme design and implementation.

**3.6 Case Studies**

The evaluator may choose to focus on a select number of countries where the programme was conducted. This could involve choosing 2-3 representative countries to provide a review of the impact of the programmes in the national, regional, and local context.

## 3. Deliverables

The evaluation will result in an evaluation report detailing the overall performance of the PCA as assessed through the final evaluation of the recently concluded phase, the synthesis of the evaluations conducted on past phases, and an ex-post evaluation of Phase 1 and 2. The PCA will be assessed in terms of relevancy and strategic fit, validity of the design, effectiveness, resource use efficiency, and overall impact and sustainability; as defined in the ILO Guidelines for the preparation of independent evaluations of ILO programmes and projects (ILO Policy Guidelines for Results-Based Evaluation, 4th edition).

The evaluator is expected to deliver the following products in English:

- An inception report;
- A draft report including the executive summary, following EVAL's template;
- A final report that takes into consideration the feedback on the draft, along with a separate executive summary and templates for lessons learned and good practices following EVAL's templates.

The report will follow a standard format contain the following sections:

- An executive summary (maximum 4 pages)
- Report with the following areas clearly covered including annexes) and taking into consideration the scope of the review:
  - An overview of the ILO-Norway Programme Cooperation Agreement since 2016;
  - Brief introduction of the projects under review;
  - Purpose of the evaluation and methodology;
  - Major findings along the evaluation criteria;
  - Lessons learnt (from both positive and negative experiences) and good practices;
  - Conclusions;
  - Recommendations, specifying who they are addressed to (ILO, Government of Norway, Project teams etc.);
  - Annexe (ToR, list of people interviewed, lessons learned and good practices following EVAL's templates, etc.).

The deliverables should follow the timeframe finalized in the inception report. The final draft should be well edited and formatted. All texts, including graphs etc. should be presented in a user-friendly manner.

## 4. Management arrangements and workplan

**4.1 Management arrangements**

The independent review will be led by ILO's evaluation Office (EVAL) and will be executed in close cooperation with the Government of Norway. Guy Thijs (thijs@ilo.org) and Amanda Mack (mack@iloguest.org) of EVAL will serve as the evaluation managers who will be the primary coordination point for ILO, Government of Norway, and the consultant. SKILLS has appointed Adame Traore (traore@ilo.org) as focal point for the evaluand. He will be responsible for supporting the evaluation process by way of providing relevant documents and arranging interviews.

Relevant ILO programme officers will provide the evaluation team with all relevant documentation as described under the methodology section. ILO, Government of Norway, and SKILLS will be responsible for reviewing draft reports and providing feedback and comments. To this end, feedback will be provided to the evaluator during the various stages of the evaluation, including the discussion and review of final recommendations. ILO, together with the government of Norway, will identify ILO staff, Norway government officials and national officials to meet with during the field visits. Exact dates for field visits will be worked out together by ILO, government of Norway and the consultant.
The selected consultant(s) will be responsible for timely completion and quality deliverables, in accordance with this Terms of Reference and have full responsibility for analysis and report writing. The reviewer will also primarily responsible for logistics (travel arrangements, including visa, interpretation and translation as required etc.). ILO will provide facilitation e.g. through the provision of contact information.

### 4.2 Workplan

The assignment is expected to take 50 days across 3 months. The distribution of days along the key milestones and deliverables is presented in the table below:

***Table 3: Timeline and deliverables***

| Milestones and deliverables | # of days (estimated) | Tentative dates |
|---|---|---|
| Selection of experts/evaluators | -- | Early July 2023 |
| Contracting | -- | By End July 2023 |
| Inception Phase:<br>▪ Initial briefing by ILO, SKILLS and Government of Norway<br>▪ Desk review, Identification of stakeholders (ILO HQ, ILO Field offices, Government of Norway, SKILLS), Identification of mission countries,Work planning, including missions | 5 | 31 July – Aug 7 |
| **# Inception report** (should include the scope finalized through initial desk review and discussions; approach, methodology and tools; time-frame; task division and consented set of deliverables) | 6 | Aug 9 (Draft)<br>18 August (Final) |
| Primary data collection through missions to/interviews with Geneva and selected countries and synthesis review | 23 | 15 August to 30 September |
| HQ Visit | | Aug 21/22 2023 |
| **# Draft Report** | 10 | Oct 15 2023 |
| Debriefing meeting (possibly through skype) | 1 | To be decided |
| Feedback on the report from key stakeholders | --- | Oct 16-24 2023 |
| **# Final Report** | 5 | Oct 31 2023 |
| **Total number of Days** | 50 | - |
| *# denotes deliverables* | | |

### 4.3 Cost of the review

The cost of the review will include the 50 working days outlined in the timeline above for the international consultant. In addition, up to 3 national consultants for the assigned country case studies may be included for a total of 10 workdays each. Lastly, there will be additional budget available for travel and other expenses.

## 5. Legal and ethical matters

The evaluation team will uphold strict confidentiality with regards to the sensitive information obtained during participant and stakeholder interviews. In addition, in conducting the evaluation, utmost importance will be placed on ensuring fair representation and preventing any potential harm. Adherence to the ethical norms and standards for evaluation outlined by the United Nations will also be observed, particularly in safeguarding the evaluation's independence. For reference, the UNEG ethical guidelines can be accessed here.

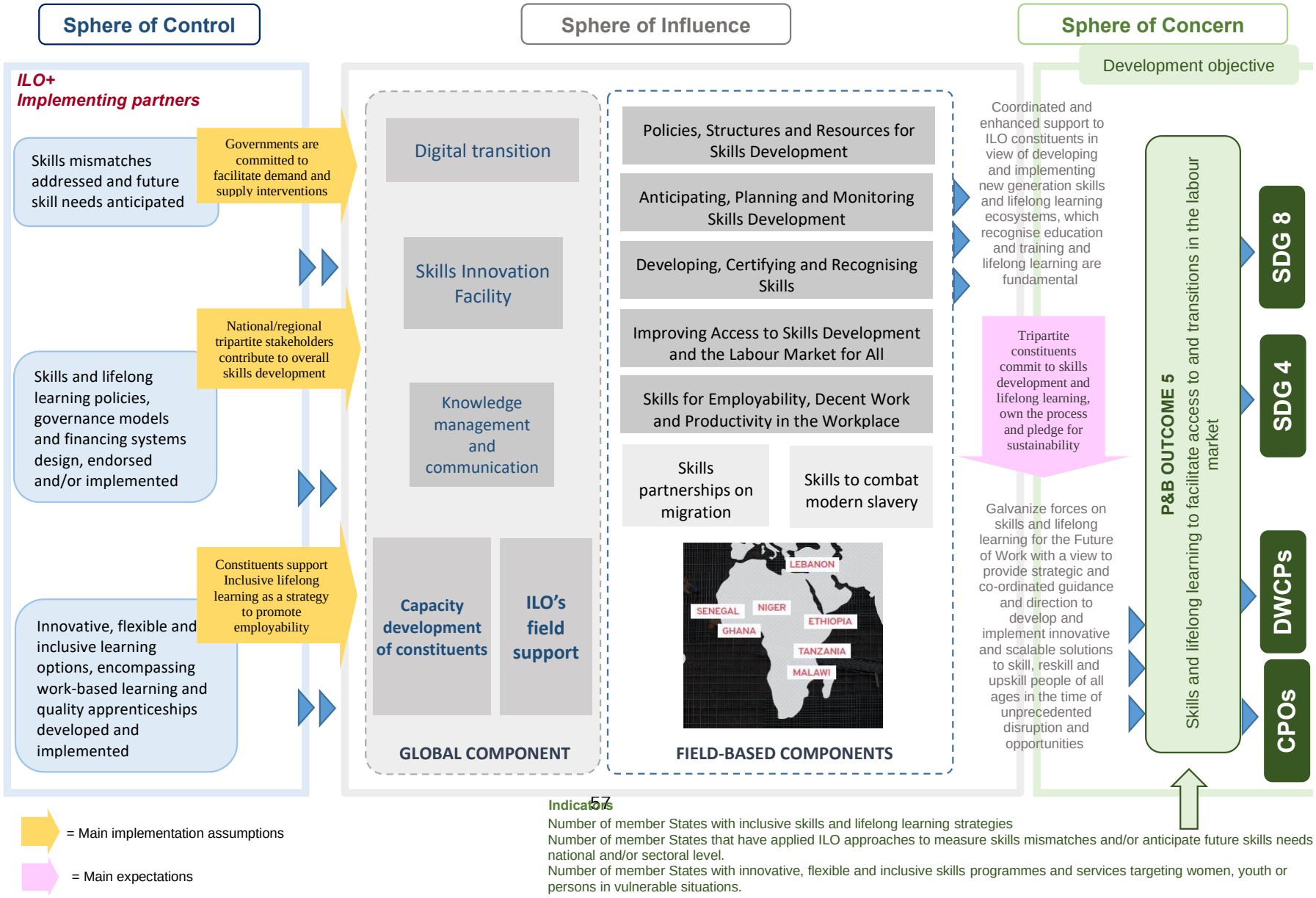
## 6. Profile of the Consultant

The evaluation must be carried out by an independent evaluation consultant team. The team may consist of one international evaluator and up to 3 national consultants. The team will work on the four thematic areas (1) Sector Skills Council (SSC), 2) skills anticipation, 3) skills and migration and inclusive and 4) skills training) and one consultant will coordinate the evaluation work, under the supervision of the ILO Evaluation Manager.

## A3: Programme Component GSPL3

| Component | Objectives |
|---|---|
| **Global component** | **Outcome 1:** Innovative solutions to address contemporary skills challenges are advanced<br>**Outcome 2:** Digitisation of key technical knowledge products and tools on contemporary skills challenges are advanced<br>**Outcome 3:** Constituents and field staff are empowered to take a lead role in providing technical guidance<br>**Outcome 4:** Knowledge management, communication and visibility enhanced |
| **Regional component** | **Outcome 1:** Recognition of Prior Learning (RPL) systems are developed or strengthened in countries of origin and destination (Mauritania – Senegal)<br>**Outcome 2:** Qualifications are mutually recognized and/or jointly harmonized between countries of origin and destination (Nigeria – Ghana – Togo)<br>**Outcome 3:** Skills development and post-training support services for migrant workers in countries of origin and destination (Central Africa) are improved<br>**Outcome 4:** Vulnerable groups have increased awareness and resilience to modern slavery through skills and lifelong learning |
| **Ethiopia** | **Outcome 1:** Capacity of tripartite constituents to identify and address current skills mismatches, decent job creation and sustainable investment increased<br>**Outcome 2:** Core work skills training contribute to greater employability of trainees<br>**Outcome 3:** An effective and inclusive Recognition of Prior Learning (RPL) system established<br>**Outcome 4:** Disadvantaged groups have increased employability through inclusive skills development<br>**Outcome 5:** Capacity and operations of quality and more demand oriented TVET/ATVET and sector skills councils in priority sectors strengthened and supported |
| **Ghana** | **Outcome 1: Strengthened Skills Anticipation System at National Level**<br>**Outcome 2:** Greener practices adopted by the TVET system and streamlined into training programs<br>**Outcome 3:** Enhanced capacity of national stakeholders to implement lifelong learning programmes and increase the access of graduates to decent work opportunities<br>**Outcome 4:** Skills development system strengthened to address existing barriers to education and employment for disadvantaged groups |
| **Lebanon** | **Outcome 1:** Skills supply is better aligned with labour market demand through a range of interventions<br>**Outcome 2:** Model for entrepreneurship education is piloted and proposed for upscaling<br>**Outcome 3:** Skills governance systems and management of TVET strengthened with greater private sector engagement |
| **Malawi** | **Outcome 1:** Skills supply is better aligned with the needs of international trade sectors<br>**Outcome 2:** Capacity of the ILO constituents to design and deliver innovative and effective learning and assessment options<br>**Outcome 3:** Strengthened governance model for quality skills development and implementation at sector level<br>**Outcome 4:** Vulnerable populations affected by COVID-19 have an improved livelihood after training programmes |
| **Senegal** | **Outcome 1:** The skills development system is improved through the integration of digital skills and e-learning programmes<br>**Outcome 2:** Capacities are strengthened for the digital economy, identification and anticipation of skills<br>**Outcome 3:** Inclusion in the TVET system improves consistency and efficiency |
| **Tanzania** | **Outcome 1.** Improved employability of graduates of quality apprenticeships programme<br>**Outcome 2:** Improved employability and career prospects of beneficiaries of Recognition of Prior Learning<br>**Outcome 3:** Increased employability and career prospects of beneficiaries after lifelong learning programmes<br>**Outcome 4:** Employability of young women and men in rural settings enhanced |

## A4: GSLP3 Theory of Change



**A5: Selection Criteria for choice of Country**

The table on the Countries chosen as case studies and visits for the independent evaluation of the ILO-Norway Programme Cooperation Agreements on Skills Development (2016 - 2024). This was provided by ILO.

| Country | Ethiopia | Ghana | Lebanon | Malawi | Senegal | Tanzania |
|---|---|---|---|---|---|---|
| **Project Status** | Active | Active | Active | Active | Active | Active |
| **Overall allocation (USD)** | 1,652,165 | 1,397,440 | 1,474,881 | 3,217,157 | 1,271,585 | 4,478,038 |
| **Coverage** | National | National | National | National | National | Mainland & Zanzibar |
| **Type of intervention** | Governance (SSCs)<br>Sectoral skills strategy development<br>RPL<br>Green | Governance (SSCs)<br>Sectoral skills strategy development<br>Green | Skills anticipation<br>Governance<br>WBL | Sectoral skills strategy development<br>RPL<br>WBL<br>Green | Skills anticipation<br>Digital sector<br>Curricula development | Policy & strategies development<br>WBL<br>RPL<br>NEET |
| **Other ILO Project which could create overlap** | PROSPECT | | PROSPECT | | | |
| **Potential partnerships with other donors** | Norway<br>Germany<br>Netherlands<br>Sweden<br>GIZ | Norway<br>GIZ<br>Sweden<br>EU | Norway Italy<br>Netherlands<br>UNICEF<br>GIZ | Norway,<br>Sweden<br>IFAD<br>GIZ | Norway<br>Sweden<br>GIZ<br>Luxembourg | Norway<br>GIZ<br>World Bank<br>Switzerland |
| **PCA 2016-17**[31] | | | | x | | x |
| **PCA 2018-19** | x | x | x | x | x | x |
| **PCA 2020-21** | x | x | x | x | x | x |
| **PCA 2023-24** | x | x | x | x | x | x |

[31] PCA 2016-17 also included Mozambique, Uganda and Zambia but they were dropped in subsequent phases

## A6: People met during evaluation (*italics for female*)

Green marking; face to face meetings

| S.N. | NAME | ORGANIZATION | DESIGNATION |
|---|---|---|---|
| 1 | Samuel, Asfaha | ILO Headquarters | Senior Advisor & Africa Desk Officer ACT/EMP |
| 2 | Aggarwal, Ashwani | ILO Headquarters | Global Lead (Skills Policy, Systems and Digitalization) |
| 3 | *Bolormaa, Tumurchudur-Klok* | ILO Headquarters | Skills anticipation, STEP |
| 4 | Daru, Patrick | ILO Headquarters | Skills and Lifelong Learning Specialist |
| 10 | Grayson Koyi | ILO Headquarters | Senior Specialst for Workers' Activities |
| 5 | *Hofmann, Christine* | ILO Headquarters | Team Lead, Skills for Social Inclusion |
| 6 | Iriarte Quezada, Sergio Andres | ILO Headquarters | Youth Employment Specialist |
| 7 | *Mack, Amanda* | ILO Headquarters | Evaluation Manager |
| 8 | *Milagros, Lazlo Castro* | ILO Headquarters | Youth Employment Specialist |
| 9 | Srinivas Reddy | ILO Headquarters | Chief Branch Skills |
| 11 | Thjis Guy | ILO Headquarters | Director EVAL |
| 12 | Adame Traore | ILO CO-Dar es Salaam | Programme & Operations Officer |
| 13 | Kishore Singh | DWT ILO, Beirut | Senior Skills and Employability Specialist |
| 14 | *Alice Vozza* | DWT ILO Pretoria | Skills and Employability Specialist |
| 15 | *Laura Schmidt* | DWT ILO Cairo | Skills and Employability Specialist |
| 16 | *Mendy Lerato Lusaa* | Domestic Workers Association of Zimbabwe | Founder |
| 17 | Douglas Tendai Phiri | NORAD | Programme Manager ILO-NORAD Agreement |
| **Ethiopia** | | | |
| 1 | Alemayehu Zewdie | ILO CO-Addis Abeba | ILO Ethiopia |
| 2 | *Martha Wolde* | Ministry of Labour and Skills | Assessmenet & Certification - CEO |
| 3 | Dawit Moges | Ethiopian Employers' Federation | President |
| 4 | Dr. Getahun Semeon | Ethiopian Center for Disability and Development (ECDD) | Executive Director |
| 5 | *Blene A Betemariam* | Independent Ministry of Labour and Skills | Senior Advisor |
| **Ghana** | | | |
| 1 | Frank Adetor | ILO CO-Abuja | NPC, Ghana |
| 2 | Theophilus Zogblah | Commission for Technical & Vocational Educational Institute (CTVET) | Coordinator, Occupational Safety and Curriculum |
| 3 | *Edith Adotey* | CTVET | Occupational Standards/Coordinator - SSCs |
| 4 | George Amoah | Ministry of Employment and Labour Relations | Deputy Director |
| 5 | Kingsley Laar | Ghana Employers Association | Senior Economist |
| 6 | Anthony Oduro-Denkyirah | Ghana Statistical Service | Senior Statistician |
| 7 | Dr. Kwesi Eyison | Tourism & Hospitality Sector Skills Body Ghana (TOUGA) | President |
| 9 | William Agyei-Manu | Agriculture Sector Skills Body/Association of Ghana Industries (AGI) | Vice Chairman |
| 10 | Samuel Amegayibor | Construction Sector Skills Body/Ghana Real Estates Developers Association (GREDA) | Executive Director |
| 11 | Christian Agordah | Construction Sector Skills Body/Ghana TVET Service | Head, M&E |
| 13 | Michael Andivi Naah | GIZ | Technical Advisor |
| 14 | Daniel Amoako Antwi | African Skills Hub | Executive Director |
| 15 | *Elorm Awitty-Billy* | African Skills Hub | M&E project coordinator |
| **Lebanon** | | | |
| 1 | *Rania Hokayem* | RO-Arab States/DWT-Beirut | NPC, Beirut |
| 2 | Talal Hijazi | Association of Lebanese Industrialists (ALI) | Director general |

| | | | |
|---|---|---|---|
| 3 | Issam Abi Nader | WARD Association | Founder |
| 4 | Oussama Ghneim | WARD Association | Founder |
| 5 | *Khaled Hanouf* | Safadi Foundation with one female colleague | Founder |
| 6 | *Amal Obeid* | UNICEF | Youth and Adolecence Specialist |
| 7 | Wael Ghosn | KAB trainer | Regional KAB Key Facilitator |
| **Malawi** | | | |
| 1 | *Patience, Matandiko* | ILO CO-Lusaka | Malawi Representative, Social Security Officer |
| 2 | Dr Patrick Makondesa | ILO CO-Lusaka | NPC, Malawi |
| 3 | Richard Chirwa | Ministry of Labour | Director of Skills |
| 4 | Joseph W Chirombo | Ministry of Labour | Director of Trade Testing |
| 5 | Wongani Mchizi | Ministry of Labour | Chief Trade Testing Officer |
| 6 | William Kanyemba | Ministry of Education | Coordinator |
| 7 | Mike Ching'amba | Natural Resources College | Programs Officer |
| 8 | *Ngabaghila Chatata* | Thanthwe Farm | Managing Director |
| 9 | Ezron Chirambo | Ministry of Trade | Principal Trade Officer |
| 10 | *Clara Kamlomo* | Amazing B Project | Managing Director |
| 11 | Modesto Gomani | TEVET | Director of Programs |
| 12 | *Dr Grace Kunchulesi* | National Planning Commision | Director of Development Planning |
| 13 | George Khaki | ECAM | Executive Director |
| 14 | Joseph Kankhwangwa | MCTU | Programs Officer |
| 15 | *Ruth Kalima* | Roseberry Farms | Managing Director |
| 16 | *Mphatso Jumbe* | Mafe Farms | Farm Manager |
| 17 | Augustin Kaliyati | CAPP | Managing Director |
| 18 | Charles Salema | DAPP | Principal |
| 19 | Zechariah Ziyano | DAPP | Deputy Principal |
| 20 | Ultimate Beneficiaries Roseberry Farms, Thanthwe Farm, Mafe Farms | | *16 / 50% women)* |
| **Senegal** | | | |
| 1 | Ka, Daouda | ILO DWT/CO-Dakar | NPC, Senegal |
| 2 | *Maimouna Diakhate* | ILO | Point Focal GSPL3 |
| 3 | Abdoulahi Faiz Ndoye | Ministy of Labour | Chef de division pédagogique |
| 4 | Cheikh Sadibou Sidibe | TVET | Chef division formation prof/ technique |
| 5 | Ousmane Seck | National Centre for Professional instruction: CNCPI | Director |
| **Tanzania** | | | |
| 1 | Jaelous Chirove | ILO CO-Dar es Salaam | Officer in Charge |
| 2 | Khamis, Hafidh | ILO CO-Dar es Salaam | NPC, Zanzibar |
| 3 | *Glory, Emmanuel Blasio* | ILO CO-Dar es Salaam | NPC, Tanzania. Knowledge Management |
| 4 | Khamis M. Mohammed | Zanzibar Trade Union Congress (ZATUC) | Secretary General |
| 5 | Salahi S. Smahi | Zanzibar Employers Association (ZANEMA) | Ex Director |
| 6 | Kennnedy Rwehumbiza | Association of Tanzania Employers (ATE) | Director Research and Policy Advocacy |
| 7 | *Kisa Kilindu* | Prime Minister Office- labour Youth and Employment Development (PMO-LYED) | Asst. Director of Employment and Skills |
| 8 | Abdullar Omar | Ministry of State President's Office Labour, Economic Affairs and Investment | Director Employment Department |
| 9 | *Nasra Shargy* | Trade Union Congress of Tanzania (TUCTA) | Chief Legal Officer |
| 10 | Innocent | Trade Union Congress of Tanzania (TUCTA) | Research and Disabled |
| 11 | Francis Komba | VETA | Ag. Director of Assessment and Certification |
| 12 | *Fatma Ali Mohamed* | Zanzibar Association of Tourism Investors (ZATI) | Apprenticeship Coordinator |
| 13 | Rahim Bhaloo | Zanzibar Association of Tourism Investors (ZATI) | Chairman |
| 14 | Adam Chingwere | ZNCC | Project Coordinator, German project, Zanzibar |
| 15 | Eng. Abdalah Hambly | VTA | Director of Training and Centers |
| 16 | Lissenka Beetstra | Emerson Hotel | CEO |

| | | | |
|---|---|---|---|
| 17 | *Zaituni Ali* | IOT/Suza | Focal point Apprenticeship |
| 18 | Dr. Mwaitete Kairo | IAA | Deputy Rector |
| 19 | *Lorna Mwijambi* | IAA | Focal point Apprenticeship |
| 20 | *Jesca William* | NCT | Director of Studies and Professional Activities |
| 21 | Ongoso Mwita | NCT | Apprenticeship Program Coordinator |
| 22 | *Lisa Zavale* | TCB | HR Manager |
| 23 | David Mwenda | TCB | Apprenticeship Program Coordinator |
| 24 | Peter Sidler | SDC | Head of Domain Employment and Income |
| 25 | *Beneficiaries Zanzibar* | *2 former apprentices (1m/1f)* | |

## A7: Evaluation Matrix

| | | Interviews | | Review | | Comments |
|---|---|---|---|---|---|---|
| | **Evaluation Questions** | Glob /Reg | Nat. Level | M &E | Docs/ Data | |
| **A** | **Relevance & strategic fit of the project:** *Is the intervention doing the right things? To what extent do the intervention objectives and design respond to beneficiaries, global, country, and partner/institution needs, policies, and priorities, and continue to do so if circumstances change.* | | | | | |
| | How was the programme focus (topics, countries, objectives) determined? | X | X | | | |
| | Are the needs addressed by the project in various countries, regional and at global level still relevant? | X | X | | | |
| | Are the programme interventions relevant to achievement of ILO P&B outcome 1 and indicator 1.3 and outcome 5 and to the GSPL3? | X | X | | X | |
| | How do skills development interventions ensure matching of labour market needs and learner aspirations | X | X | | X | Beneficiaries |
| **B** | ***Coherence:*** *Is the 'theory of change/intervention logic coherent and realistic, given the time and resources available? Are outputs causally linked to outcomes, which in turn contribute to the broader development objective of the project?* | | | | | |
| | To what extent does the project design consider synergies and fit with national initiatives and with other donor-supported projects? | X | X | X | X | ILO/Norad |
| | To what extent are the project design (objectives, outcomes, outputs, and activities) and its underlying theory of change logical and coherent? | X | X | X | X | Norad, stakeholders |
| | To what extent did the project build on knowledge developed during the previous phase of the ILO-Norway partnership? | X | X | X | X | |
| | How does the PCA respond to ILO's cross-cutting issues (e.g. gender equality, environmental, non-discrimination, etc) | X | X | X | | |
| | To what extend does the programme complement other interventions of other donors? (consistency and synergies): are there any duplications? | X | X | | | Norad, GIZ |
| | Do national initiatives relate to national priorities (DWCPs and in the UNSDFs)? Is there a coherent and integrated vision for ILO SKILLS interventions at country level and complementary projects to support it? | | X | | X | Norad, GIZ |
| | How effectively have the PCAs integrated with other international, regional, and national development programmes and initiatives? | X | X | | | Norad, GIZ |
| **C** | ***Effectiveness:*** *What progress has been made towards achieving the overall project objectives/outcomes? What has been achieved so far? What are the major constraints so far?* | | | | | |
| | Have project and PCAs achieved its objectives and targets? | X | X | X | X | |
| | Have there been any unintended positive or negative effects resulting from the implementation of the PCAs? | X | X | X | | Partners |
| | Do the government and social partners demonstrate an increased capacity and ownership as a result of the programme? | X | X | | | Partners |
| | What systems are in place to ensure the best value for money? | | | | | |
| | How effectively did the project monitor project performance and results? | | | | | |
| | How effectively promotes PCA the ILO's cross-cutting issues? (Gender and Social Inclusion, Green skills, climate adaptation) | X | X | X | X | Partners, ILO |
| | ***Quality Assurance and Monitoring, Data collection*** | | | | | |
| | What M&E system has been put in place, and how effective is it? How is it maintained? | X | X | X | | ILO staff |
| | How effectively did the project monitor performance and results? | | | X | X | |
| | How does the project ensure reliable and hight quality data? | X | X | X | | |
| | Do the results reflect the various categories of individuals that were intended to be impacted by the project? | | | X | X | |
| | What systems are in place to ensure the best value for money? | X | X | X | X | |
| **D** | ***Efficiency:*** *Have human and financial resources of the project been allocated strategically according to the work plan to achieve outcomes?* | | | | | |
| | How well have the resources allocated to the PCAs (financial, human, technical) been utilized to achieve the intended outcomes? | X | X | X | X | Budgets, manag.t structure |
| | Have the PCAs been able to achieve their goals within the established timelines and budget constraints? | | | | | |
| | Did the project receive adequate political, technical and administrative support from its partners? Did it receive adequate support from the ILO offices in the field and the responsible HQ units in Headquarters? | X | X | | | |
| | To what extent has the project achieved efficiency in implementation through the combination of project stakeholders involved, making use of comparative advantages and the creation of synergy? | X | X | | | |
| | Have there been any notable improvements in the efficiency of project management and coordination over the different phases of the PCAs? | X | X | X | X | |

| | | | | | | |
|---|---|---|---|---|---|---|
| | ***Management: team capacities and operational procedures*** | | | | | |
| | Was the project adequately supported by partners and ILO offices, both in the field and at headquarters (pol., admin., techn)? | X | X | | X | Staff |
| | How efficient are the management structure, reporting mechanism and administrative procedures? | X | X | | X | Partners |
| | How strong would you rate the various ILO staff team at global, regional and national level to fulfil their role? (management competences, technical competences) | X | X | | | |
| | Would the staffing structure of the project be able to implement larger scale interventions? Are capacities of national staff under-utilised? | X | X | | | |
| ***F*** | ***Sustainability*** | | | | | |
| | What mechanisms ensure that the results of the activity are sustainable? | X | X | | | All |
| | What is the likelihood that the results will be sustained and utilized after the end of the project? | X | X | | X | |
| | To what extent have the planned activities of the activity led to other initiatives (seed funding or multiplier effect)? | X | X | | | |
| | How effective and realistic is the exit strategy of the project? | X | X | | | |
| | What needs to be done to enhance the sustainability of the project? | X | X | | | |
| | What evidence is there of the commitment of partner organisations to sustainability? | X | X | | X | |
| | Is policy/regulatory environment conducive for upscaling of interventions? | | X | | | |
| | Are sources for financing identified and secured to allow for sustainability of interventions? | | X | | X | |
| | Have interventions been implemented in a manner coherent with necessary climate change adaptation, avoiding waste of non-renewable resources? | X | X | | X | |
| | Do previous beneficiaries have improved access to skills development /entrepreneurship services so that they can progress in their career and livelihoods with a lifelong learning approach? | X | X | | X | |
| **G** | **Programme Design and project implementation modalities** | | | | | |
| | To what extent has the project contributed to development objectives and the immediate objectives? | X | X | | | |
| | What contribution did the project make towards achieving its long-term objective of the overall 4 phases of the programme? | X | X | | | |
| | What are the benefits of spreading activities across a larger number of countries instead of concentrating on a few? Are country-level initiatives effectively integrated into broader frameworks to ensure that specialized activities contribute to overall system change? | X | X | | X | ILO staff, partners |
| | How can the selection of interventions be improved to ensure to contributes to system change? | X | X | | X | |
| | What systems and approaches are in place to measure results, to improve transparency of data processing, analysis, and to improve accountability for results? | X | X | X | | |
| | What are the advantages and shortcomings of a project-based approach as compared to a pooled funding programmatic approach like the GPSL3? | X | X | | | ILO staff, partners |
| | What can Norway and ILO learn from cooperation modalities of other comparable donors? | X | X | | | |
| | What was the rationale for certain countries to be added and others to be dropped between phases? | X | X | | | |
| | To what extent has private sector involvement, including Norwegian enterprises been addressed in this phase? | X | X | | | |
| **H** | ***Additional questions on impact:*** *To what extent is there evidence of positive changes in the life of the ultimate project beneficiaries or clear indications that these would take place through plausible links to project results at institutional, organizational and individual levels?* | | | | | |
| | Is there initial evidence of outcomes on final beneficiaries (e.g., have they been able to find employment or increase income)? | X | X | | | |
| | What could be the best approach to capture the number of indirect beneficiaries and their potential benefits (e.g. those who are benefiting from improved regulatory and policy environment or improved capacity of service providers to deliver services? ) | X | X | | | |
| | What systems & approaches are in place to measure results, improve transpa-rency of data processing and analysis, and to improve accountability of results? | | | | | |
| | How accessible and effective has the Help desk been to its intended users (direct and in-direct beneficiaries? | X | X | | X | |
| | How effective were communication and outreach activities coordinated and implemented and where do you see need for improvements? | X | X | | | Partners, ILO depts |

## A8 : Performance tables of KPIs

| OUTCOME ACHIEVEMENT | | | | | |
|---|---|---|---|---|---|
| **The Global Component** | | | | | |
| **Indicator** | **Baseline** | **Target** (end of project goal) | **Result achieved**[32] | **Was Target met?** | **Details** |
| **Outcome 1: Innovative solutions to address the contemporary skills challenges are identified, selected and implemented** | | | | | ***Outcome Partially Achieved*** |
| *Output 1.1: Innovative digital resources for skills development identified through Challenge Calls* | | | | | |
| 6 successful nationals and global skills challenge calls leading to identifying | 1 | 6 | **7** | Yes | A total of seven innovation challenges calls were launched. |
| *Output 1.2: Digital innovations identified through Challenge Calls scaled up* | | | | | |
| 2 Innovation Labs for digital innovation organized and functional | 1 | 2 | **2** | Yes | 1 in South Africa (with Flanders funding to ITC). 1 for IsDB (starting in 2023 but expanded to 2024) |
| 50 innovators receiving technical support and advisory services to refine and pilot their solutions | 0 | 50 | **30** | Partially | Digital innovations were identified through challenge calls and scaled up across various projects and regions. Attendance went down in coaching sessions. Status update and details unavailable |
| 1,000 people benefitting from piloting of solutions | 0 | 1,000 | **Too early to say - at least** | Partially | Status update and details unavailable |
| *Output 1.3: An innovation network on skills development and lifelong learning is developed* | | | | | |
| 1,500 members joining the Innovation Network | 0 | 1,500 | **800** | Partially | An innovation network on skills development and lifelong learning is developed. Milestone in June 2022 was 800. 72 went down after transfer to LinkedIn. Status update and details unavailable |
| 10 formal and informal partnerships created to support digital solutions | 0 | 10 | **7** | Partially | Status update and details unavailable |
| *Output 1.4: Increased awareness of ILO Constituents of the ILO Skills Innovation Facility* | | | | | |
| 60% of participants in dissemination events that expressed their satisfaction | 0 | For 2 events | **2** | Yes | Milestone for 2 events was met. |

[32] As per latest figures available at the time of the end evaluation in October 2023

| | | | | | |
|---|---|---|---|---|---|
| 17,200 visits to Skills Innovation Facility webpage | 0 | 17,200 | **9,200** | Partially | Milestone in June 2022 was 9,200. Status update and details unavailable. The public LinkedIn page has 3607 followers, as of October 2023. Updates are also shared on the ILO's Skills and LLL Twitter account that has 6642 followers, as of October 2023. |
| **Outcome 2: Digitisation of key technical products on contemporary skills challenges are advanced** | | | | | ***Outcome Achieved*** |
| *Output 2.1: Modularized online micro-learning open-courseware and/or MOOC on skills and lifelong learning designed and piloted* | | | | | |
| 1 open-courseware and/or MOOC modules developed and administered | 0 | 1 | **2** | Yes | A MOOC on skills to combat forced labour was pilot tested through the winner of the African challenge call, finalized, and published on ITC-ILO's e-campus. The ILO's Training for Rural Economic Empowerment Tool (TREE) was updated and turned into a digital tool called TREEpedia, in both English and French |
| 300 students in open-courseware and/or MOOC who completed/passed | 0 | 300 | **300** | Yes | Target achieved in June 2022. Status update and details unavailable |
| 100 policy-makers, TVET institutions staff and practitioners who accessed the digital | 0 | 100 | **100** | Yes | Target achieved in June itself. Status update and details unavailable |
| *Output 2.2: Modular platform developed and piloted for digitalisation of national skills authorities management processes and workflows (e.g. : assessment / accreditation / finance)* | | | | | |
| 1 country in which the platform is piloted | 0 | 1 | **1** | Yes | Target met. Kenya's TVETA undertakes the process of digital transformation. |
| **Outcome 3: Constituents and field staff are empowered to take a lead role in providing technical guidance** | | | | | ***Outcome Partially Achieved*** |
| *Output 3.1: Capacity development plans developed and validated by ILO constituents in targeted countries* | | | | | |
| At least 1 capacity development plan in the countries implemented with at least 60% of | 0 | 1 | **0** | Partially | Delayed. Behind schedule. Will be ready for MOL in Ethiopia in December. Status update and details unavailable |
| 1 plan developed and adopted by ILO constituents to address identified capacity | 0 | 1 | **0** | Partially | Same as above |
| 1 institutions and organizations (ILO constituents) assessed for capacity | 0 | 1 | **0** | Partially | Delayed. Behind schedule. This activity was proposed to be implemented during the no cost extension period. |
| *Output 3.2 : Field requests for operational support are processed in a timely manner through a "HelpDesk"* | | | | | |
| 30 requests answered by the HelpDesk in a timely manner | 0 | 30 | **72** | Yes | 72 requests were received through the help desk for various operational support, addressed with talent available in the field and in HQ. |
| *Output 3.3: Regional hubs for supporting skills interventions in target countries established and implemented* | | | | | |

| | | | | | |
|---|---|---|---|---|---|
| 3 regional hubs for supporting skills interventions in target countries created | 0 | 3 | **2** | Partially | Adame in Tanzania (Dar) and Yukari in India (Delhi) were appointed as regional staff |
| At least 30 country teams benefiting from the hubs | 0 | 30 | **15** | Partially | Milestone in June 2022 was 15. 10 for actual support. Status update and details unavailable |
| **Outcome 4: Knowledge management, communication and visibility enhanced** | | | | ***Outcome Partially Achieved*** | |
| *Output 4.1: ILO Skills Knowledge Sharing Platform (KSP) is upgraded to a more user-friendly platform with strong social media presence* | | | | | |
| 3,500 Facebook / Instagram / Twitter account followers | 0 | 3.500 | **2000** | Partially | Milestone in June was 2000. Status update and details unavailable |
| 28 ILO trainings and meetings with password protected documents repository | 0 | 28 | **23** | Partially | Milestone in June was 23. Status update and details unavailable |
| 292,000 of users accessing the online platform national pages | 0 | 292,000 | **192,000** | Partially | Milestone in June was 192,000. Status update and details unavailable |
| *Output 4.2: Regional and Global events on skills and lifelong learning organized* | | | | | |
| 60% of participants to Regional or Global events on skills and lifelong learning that expressed their satisfaction | 0 | **1** | **1** | Yes | Three online regional and Global events on skills and lifelong learning were organized. During the Global Structured Funding Dialogue, more than 60% of participants expressed satisfaction. |

| **OUTCOME ACHIEVEMENT** | | | | | |
|---|---|---|---|---|---|
| **The Regional Component** | | | | | |
| **Indicator** | **Baseline** (Before start of | **Target** (end-of-project | **Result achieved**[33] | **Was Target met?** | **Details** |
| **Outcome 1: Recognition of Prior Learning (RPL) systems are developed or strengthened in countries of origin and destination (Mauritania – Senegal) :** Outcome Partially Achieved | | | | | |
| # of professionals capacitated to pilot or implementRPL | 0 | 120 | **101** | Partially | The target was not fully reached because progress was slow and the 3 new standards were only developed at the very end of the project period. Since funds for the regional component were not prolonged into 2023, no further capacity building took place. |

[33] As per latest figures available at the time of the end evaluation in October 2023

| | | | | | |
|---|---|---|---|---|---|
| # of standards revised or developed to facilitate the implementation of RPL | 0 | 10 | **9** | Partially | 9 standards revised/ developed to facilitate the implementation of RPL as planned. The 10th standards was supposed to be funded by another project but due to budget constraints, the ILO only supported the development of 9 standards altogether. |
| **Outcome 2: Qualifications are mutually recognized and/or jointly harmonized between countries of origin and destination (Nigeria – Ghana – Togo) : *Outcome Achieved*** | | | | | |
| # of skills standards and training programmes inselected occupations jointly reviewed by target countries | 0 | 7 | **8** | Yes | 8 harmonized occ. standards (E&F) drafted, reviewed and validated by target countries for Plumber, Poultry farmer, Mason, Assistant Mason against 7 initially targeted. |
| # of professionals capacitated to conclude agreements/MoUs on mutual skills recognition orharmonization | 0 | 150 | **164** | Yes | 164 professionals were capacitated to conclude agreements/ MoUs on mutual skills recognition or harmonization |
| **Outcome 3:** Skills development and post-training support services for migrant workers in countries of origin and destination (Central Africa) are improved : Outcome Partially Achieved | | | | | |
| # of MoU signed between Gabon, DRC, CAR, Congoand Cameroon | 0 | 1 | 1 | Yes | 1 MoU (ILO, UNHCR, INPP-DRC) signed for the creation of a regional platform for the recognition of migrant workers' and forcibly displaced people's skills in DRC and beyond. |
| # of skills standards and training programmes in selected occupations jointly reviewed by target countries | 0 | 10 | **5** | Partially | Mining and oil sector study identified 6 key occupations, but wasn't finalized on time to lead to actual joint review. In parallel, DRC developed x new occupational standards for the mining sector which will be instrumental to continue dialogue on mutual skills recognition in the region. Status update and details unavailable |
| # of professionals capacitated on skills development and recognition | 0 | 63 | **50** | Partially | With CEEAC, skills partnership on mutual recognition between Cameroun, Congo, DRC, Gabon, and CAR in agriculture, mining and oil sector renewed. Sectoral action plans for agriculture and wood, mining and oil were updated by 50 participants from 5 countries in virtual workshop. |
| # of inclusive skills programmes and post-trainingsupport designed benefiting migrant workers | 0 | 20 | **8** | Partially | 7 Skills programmes on agro-food technician, vegetable crops grower, forest technician, carpenter, technician for generators and pump motors, motorcycle mechanic, and fitter-welder. 1 entrepreneurship training based on SYB methodology |
| # of tools on training for rural economic empowerment made more accessible for vulnerable target groups | 0 | 1 | **1** | Yes | Digital tool Treepedia developed (E&F) to support skills development and post-training support in the region. Disseminated through various channels, used in ITC-ILO trainings, used in national capacity-building workshops in Cote d'Ivoire, Congo and Niger. |
| **Outcome 4: Vulnerable groups have increased awareness and resilience to modern slavery through skills and lifelong learning: *Outcome Partially Achieved*** | | | | | |
| # of training providers who increased their capacity to integrate awareness raising into skills and lifelonglearning | 0 | 60 | **110** | Yes | A free MOOC was developed available in the ITC-ILO website in both E&F on "Combatting forced labour through skills and lifelong learning". It was tested by 19 trainers of the Réseau des Jeunes Entrepreneurs in Comoros and 325 people benefited in total until now. 110 people participated in virtual knowledge-sharing workshop on skills and LLL and forced labour on 16th of November 2022. |
| # of experts from African countries participating in the network | 0 | 80 | **48** | Partially | 1 COP on prevention of forced labour through skills and LLL was created comprising 48 experts in three working groups. The CoP met 8 times throughout 2022. |

| OUTCOME ACHIEVEMENT | | | | | |
|---|---|---|---|---|---|
| **The Ethiopia Component** | | | | | |
| **Indicator** | **Baseline** (before project start) | **Target** (end-of-project goal) | **Result achieved**[34] | **Was Target met?** | **Details** |
| **Outcome 1: Capacity of tripartite constituents to identify and address current skills mismatches, decent job creation and sustainable investment increased *: Outcome Partially Achieved*** | | | | | |
| # of economic sectors identified for skills anticipation. | 2 | 2 | **2** | Yes | Two sectors were identified: textile and garment, tourism and hospitality. 2 SSCs were established for them. An assessment tool was developed for skills anticipation workshops for SSCs. |
| # of constituents' representatives trained in skills anticipation and sustainable investment | 0 | 108 (80) [35] | **123** | Yes | 123 partners trained on skills anticipation and matching (43 women, 80 men) |
| # of recommendations identified in previous STED work for textile sector prioritized and implemented | 0 | 5 (3 4) | **1** | Partially | One recommendation related to core skills was implemented against 5 initially planned. This is due to the high priority given by national stakeholders to this recommendation. |
| # of institutions using the revamped national LMI platform for skills development and labour market analysis | 0 | 6 | **18*** | Partially | The LMIS (Labour market information system) was launched and handed over to the Ministry of Labour and skills and other ILO projects participated. 18 ministry offices participated in the meeting and pledged to collaborate with each other in providing the information related to the labour force in different sectors for the LMIS |
| # of stakeholders trained to use the LMI platform for skills needs analysis and matching | 0 | 54 (50) | **40** | Partially | The LMIS platform was still under development as of project closure. All ministries agreed to use the LMI platform for skills anticipation analysis and matching. After the project phase closed other ILO projects participated in supporting the ministries |
| # of active partnerships identified for skills anticipation and work-based learning | 0 | 5 | **3** | Partially | Three partnerships were identified like the EASTRIP funded by the World Bank, another |
| # of stakeholders trained in skills demand for the green transition | 0 | 324 (240) | **170** | Partially | 48 stakeholders are female and 122 are male. It is due to a reduction in funds the other stakeholders were not trained |
| **Outcome 2: Core work skills training contribute to greater employability of trainees: *Outcome Partially Achieved*** | | | | | |
| # of trainers graduated from Training of Trainers (ToT) on core work skills | 0 | 32 (25) | **32** | Yes | 32 instructors from TVET and universities participated in core skills training for five days |
| # of mid and high-level managers graduated from pilot blended learning programme | 0 | 318 (240) | **200*** | Partially | This is because they mostly participated in the face-to-face learning / training. So, the blended one was not piloted. |

[34] As per latest figures available at the time of the end evaluation in October 2023
*This is used when it is unclear what may be the most appropriate figure for the measurement of the indicator
[35] Figures in brackets denote the figure in the revised log frame. Those outside are those submitted as part of the table for the purpose of this evaluation

| | | | | | |
|---|---|---|---|---|---|
| # of TVET/ATVET training providers deliver pre- employment core skills and career guidance training | 0 | 5 | **3** | Partially | Three institutes implemented core skills for career guidance and training. Another ILO project working on agro-processing (the ProAgro project) implemented this activity |
| # of TVET/ATVET instructors trained to deliver pre- employment core skills and work readiness training | 0 | 95 (75) | **169** | Yes | 169 TVET and university instructors were trained to deliver core skills and work readiness of which 26 were women |
| # of occupational standards revised to ensure core skills mainstreaming | 0 | 8 (6) | **9** | Yes | 9 Occupational standards were reviewed and updated within tourism and hospitality |
| # of TVET/ATVET training providers participated in core skills and career guidance processes | 0 | 8 (6) | **3** | Partially | Three institutes identified and participated in core skills and career guidance processes and were provided IT equipment (desktop, laptop, printer, projector, etc) to implement and provide training for their students. Budget allowed for only three |
| # of people benefiting from core work skills training programmes | 0 | 318 (239) | **201** | Partially | 32 are female and 169 are male |
| **Outcome 3: An effective and inclusive Recognition of Prior Learning (RPL) system established: *Outcome Partially Achieved*** | | | | | |
| RPL proposed for inclusion in Government TVET/ATVET Strategy | 0 | 1 | **1** | Yes | RPL is included in the new TVET policy and strategy. The experience sharing visit for the members of SSCs to learn on the implementation of RPL was cancellrd due to the COVID 19 travel restrictions. |
| # of RPL assessors trained on a quarterly basis | 0 | 38 (29) | **23** | Partially | 23 RPL assessors trained |
| 1 online platform for e-RPL process developed | 0 | 1 | **0** | No | Not achieved, because RPL were included in the TVET policy only recently. A concept note was prepared to develop e-RPL. The activity was delayed due to appointment of new minister of labour and skills development and could not be implemented in the timeframe |
| # of visits RPL online platform | 0 | 1350 | **0** | No | No online RPL platform |
| # of applicants that secured certificate through the platform | 0 | 1620 | **0** | No | No online RPL platform |
| **Outcome 4: Disadvantaged groups have increased employability through inclusive skills development: *Outcome Not Achieved*** | | | | | |
| # of training programmes attended also by people with disadvantages implemented | 0 | 8 (6) | **NA** | **NA** | Outcome 4 was not implemented as planned for 2022 due to the political and security situation in the country from 2021. The implementation of activities was delayed and therefore there wasn't sufficient time to implement the entire Ethiopia component in the Log frame |
| # of PwD, youth, women, migrants and refugees trained | 0 | 216 (162) | **NA** | **NA** | **NA** |
| # of people reached by awareness campaigns to recruit vulnerable populations in trainingprogrammes and advocate for their inclusion in jobs | 0 | 4320 (3240) | **NA** | **NA** | An Exhibition was prepared to celebrate Ethiopian Deaf Association to raise awareness on the issue of disadvantage groups. An Awareness raising campaign conducted targeting disadvantaged groups on opportunities related to skills development particularly TVET. A panel discussion was organised on television to raise awareness |

| | | | | | |
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| # of partnerships for inclusion established between employment service providers, training institutions, disabled persons' organizations and private sector companies | 0 | 13 | **NA** | **NA** | This activity is being conducted in partnership with the PROSPECTS project |
| # of job seekers / workers benefiting from these activities | 0 | 1350 | **NA** | **NA** | **NA** |
| **Outcome 5: Capacity and operations of quality and more demand oriented TVET/ATVET and sector skills councils in priority sectors strengthened and supported**<br>***Outcome Partially Achieved*** | | | | | |
| # of sector research undertaken | 2 | 1 (3) | **1** | Yes | Textile and agro-processing STED already conducted by SKILL-UP Ethiopia I. Another sector policy was reviewed and updated (tourism and hospitality) |
| # of training needs assessment for employability and job creation | 0 | 1 | **1** | Yes | Rapid skills assessment conducted for the tourism and hospitality sector |
| # of recommendations targeting curricula development in selected value chain | 0 | 2 | **2** | Yes | A rapid skills assessment study for tourism and hospitality was undertaken. Based on its recommendations, a consultative workshop was conducted with the Ethiopian hotels and related service owner association on how to recover from the pandemic. Curriculum was reviewed for tourism and hospitality including preparing the draft Ethiopian tourism policy. |
| # of stakeholders capacitated to run a SSC (including industry engagement, resource mobilisation and strategy development) | 15 | 60 | **23*** | Partially | 12 members of the SSC for textile and garment met four times to discuss the different challenges, including in TVET and the industry linkages. They also discussed their resource mobilisation strategy. A number of consultations were conducted with textile and garment stakeholders. The project also identified members of the SSC and identified key activities, but there is disagreement on the governance structure and where the SSC should be placed. This stopped all the activities. |

| OUTCOME ACHIEVEMENT | | | | | |
|---|---|---|---|---|---|
| **The Ghana Component** | | | | | |
| **Indicator** | **Baseline** (before project | **Target** (end-of-project goal) | **Result achieved**[36] | **Was Target met?** | **Details** |
| **Outcome 1: Improved employability of graduates of market relevant skills trainings in Tourism and Hospitality, Oil & Gas and ICT sectors : *Outcome Achieved*** | | | | | |
| # of evidence-based recommendations adopted by SSCs for changes in the skills development system | 0 | 10 | **10** | Yes | 10 STED workshops delivered; adoption of 10 sectoral skills strategies to address skills challenges inherent within various sectors |
| # of stakeholders trained and certified to run a SSC (including industry engagement, resource mobilisation and strategy development) and in skills | 0 | 60 | **154** | Yes | At least 15 members of 10 SSBs benefited from the STED and skills anticipation capacity building sessions, apart from members of the National Task Team on Labour Market Information System (NTT), staff of CTVET, MELR, GSS and other national institutions |
| # of SSC creations fostered by the project | 0 | 2 | **12** | Yes | In collaboration with CTVET and GIZ, 12 SSBs established and made operational for agriculture, construction, tourism & hospitality, ICT, oil & gas, pharmaceutical, healthcare, transport & logistics, apparel garments & textiles, beauty & wellness, renewable energy and automotive sectors |
| # of research undertaken by targeted SSCs | 0 | 2 | **10** | Yes | 10 sectoral reviews undertaken in collaboration with the respective SSBs and CTVET. |
| # of evidence based strategies developed andadopted | 3 | 2 | **10** | Yes | 10 skills strategies developed and adopted for sectors as planned |
| # of initiatives implemented | 0 | 6 | **3** | Partially | 3 initiatives implemented including a. development of career pathways for the tourism and hospitality sector, b. capacity building for SSC members in skills anticipation, leadership, strategic management, c. In collaboration with CTVET, the SSCs developed occupational standards and approved Competency Based Training Programmes for 23 priority areas |
| # of institutions and training providers mobilized to implement initiatives | 0 | 8 | **10** | Yes | 10 TVET tutors benefited from a training of trainers session on digitizing TVET hosted by International Training Centre of the ILO. These beneficiaries in turn trained a total of 316 tutors from 3 selected schools. 30 training providers from the 10 selected Technical Institutes were trained in strategic planning, leadership, change management and self-assessment. 2 out of the 10 targeted institutions were able to integrate digital learning in their programme. The other institutions could not do so due to non-availability of reliable internet connectivity. |
| **Outcome 2: TVET programmes adopt greener practices and lead graduates to green jobs *Outcome Partially Achieved*** | | | | | |

[36] As per latest figures available at the time of the end evaluation in October 2023
*This is used when it is unclear what may be the most appropriate figure for the measurement of the indicator

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| # of stakeholders engaged in consultations on the greening of TVET | 0 | 300 | **360** | Yes | 40 participants including two representatives of each member from the 12 established SSBs and other national stakeholders national project staff benefited from the training. In addition, at least 320 stakeholders have been engaged during the dissemination and sensitization sessions of the final report on greening TVET in Greater Accra and Western regions of Ghana |
| # of recommendations to include green skills and green practices in TVET system | 0 | 10 | **17** | Yes | The situation analysis of green TVET practices conducted and the recommendations in the final report disseminated to all relevant stakeholders for implementation. Specifically, "Objective 2: To integrate greening and green practices into the activities of training institutions and TVET associations" has 17 recommendations |
| # of stakeholders trained in anticipation of green skills | 0 | 300 | **80** | Partially | 80 members of the 12 established SSBs trained on the ILO Tool for Greening TVET as against 15 planned. Two separate training sessions were held for members of the SSCs and other stakeholders. |
| # competency-based training programmes including green skills | 0 | 15 | **0** | No | This activity has been deferred to be implemented under the EU Pact for Skills project which is expected to take off in October 2023. Curriculum development and reviews requires a great deal of effort and resources which could not be done given the limited resource allocated to the Ghana component |
| # trainees benefit from green skills pilot | 0 | 300 | **0** | No | Same as above |
| # of advocacy campaigns on the importance of green skills for green jobs | 0 | 10 | **6** | Partially | 6 campaigns carried out at various occasions, including meetings with members of the 12 operational SSBs and the 2022 Ghana TVET Expo |
| # of people reached by the campaigns | 0 | 80,000 | **10,000,000** | Yes | It is estimated that about 10,000,000 Ghanaians were reached during the campaigns on televisions, radios and social media |
| **Outcome 3: Enhanced capacity of national stakeholders to implement lifelong learning programmes leading to jobs and improved career prospects : *Outcome Partially Achieved*** | | | | | |
| Review of in-company training practices available with a focus on core skills and recommendations for | 0 | 2 | **10** | Yes | The 10 sectoral skills strategies developed using STED methodology identified core skills and recommendations |
| # of trained tutors and instructors | 0 | 237 | **30** | Partially | Capacity building for tutors on strategic planning, leadership, change management and self-assessment delivered for 30 tutors from 10 technical institutes |
| # of beneficiaries trained | 0 | 8,690 | **1198** | Partially | A total of 1,198 tutors and students trained by the Asuansi Technical Institute |
| # of graduates enrolled in digital platform set up for job matching | 0 | 1,185 | **2100** | Yes | A total of 2,100 students enrolled by the Asuansi Technical Institute |
| # of graduates attending Start and Improve YourBusiness sessions | 0 | 395 | **0** | No | This activity was not carried out due to the low interest shown in its implementation by CTVET. Instead, a campaign on changing the perception of Ghanaians on TVET |
| # of TVET trainers trained on digital and online learning | 0 | 276 | **146** | Partially | A total of 146 traditional caterers' and kente weavers trained on digital marketing skills |
| % of training providers that integrate digital learning in their programmes | 0 | 60 | **20*** | Partially | 2 out of the 10 targeted institutions were able to integrate digital learning in their programme. The other institutions could not do so due to non-availability of reliable internet connectivity. |

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| # of new e-learning programmes developed jointly with national partners and standardized | 0 | 4 | **4** | Yes | 4 occupational standards and corresponding curricula developed for trade areas in agriculture, tourism & hospitality with support from the respective SSBs |
| # of people participating in e-learning programmes | 0 | 3,950 | **1296** | Partially | 98 stakeholders including SSB members, staff of Ministries, Departments and Agencies as well as tutors from the 10 selected technical institutes participated in e-learning program on measuring skills mismatches, social inclusion, digital TVET skills and quality apprenticeship hosted by ITC/ILO in collaboration with SIFA project. In addition, 1,198 tutors and benefited from various E-learning programmes as part of the roll out of the digital TVET approach |
| # of activities supported | 0 | 2 | 6 | Yes | 6 campaigns carried out at various occasions, including meetings with members of the 12 operational SSBs and the 2022 Ghana TVET Expo event |
| # of people reached by the campaigns | 0 | 80,000 | **10,000,000** | Yes | Over 10,000,000 people reached out through the 6 rounds of campaigns carried out on televisions, radios and social media as well as the 2022 TVET EXPO. |
| **Outcome 4: Inclusive skills development system to address existing barriers to education and employment for disadvantaged groups developed: *Outcome Partially Achieved*** | | | | | |
| # of partnerships for inclusion established with private sector companies, women organizations, disabled persons organizations and training providers to support inclusion of women and people with disability to access skills and jobs | 0 | 2 | **4** | Yes | Partnerships established with Ghana Federation of Disability Organizations (GFD), Ghana Tourism Federation, African Tourism Research Network and African Skills Hub. |
| # of inclusive skills development initiatives jointly developed and implemented by partners to facilitate the access of women and PwDs in skills programmes and at the workplace | 0 | 4 | 2 | Partially | Digital and social marketing skills training were conducted for traditional caterers and kente weavers to facilitate making of their products. In addition, entrepreneurial skills training was conducted for apprentices |
| # of national partners trained in inclusive skillsstrategies | 0 | 55 | **150** | Yes | 150 SSB members, CTVET staff and other stakeholders trained in inclusive skills strategies with support from ITC/ILO and local consultants. |
| # of implementation tools and materials developed, adapted to national context to support partner organizations | 0 | 4 | **4** | Yes | 4 occupational standards and corresponding curricula developed for trade areas in agriculture and tourism & hospitality with support from the respective SSBs with inclusion as a key focus area |
| # of promotional materials and awareness raisingcampaigns to ensure the inclusion of vulnerable groups in skills development programmes implemented | 0 | 6 | **6** | Yes | 6 campaigns were carried out including meeting with members of the 12 operational SSBs and the 2022 Ghana TVET Expo |
| # of people reached by the campaigns | 0 | 80,000 | **10,000,000** | Yes | Over 10,000,000 people reached out through the 6 rounds of campaigns carried out on televisions, radios and social media as well as the 2022 TVET Expo |

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| # of training programmes with participation of women and persons with disabilities implemented | 0 | 4 | **2** | Partially | 2 training programmes implemented. A webinar organized for SSB members, social partners, and other stakeholders. 146 Traditional caterers and kente weavers benefited from digital skills training to promote and enhance their business operations |

| **OUTCOME ACHIEVEMENT** | | | | | |
|---|---|---|---|---|---|
| **The Lebanon Component** | | | | | |
| **Indicator** | **Baseline** (before project | **Target** (end-of-project goal) | **Result achieved**[37] | **Was Target met?** | **Details** |
| **Outcome 1: Skills supply is better aligned with labour market demand through a range of interventions : *Outcome Achieved*** | | | | | |
| # of sector studies to identify skills in demand | 0 | 3 | **3** | Yes | 3 sector studies to identify skills in demand undertaken |
| # of local level labour market assessments conducted to identify new trainings in line with local demands | 0 | 7 | **7** | Yes | 7 local level labour market assessments conducted to identify new trainings in line with local demands. |
| EMIS established and functional | 0 | 1 | **1** | Yes | 1 Education Management Information System developed |
| # of Syrians and Lebanese youth trained and certified after market-relevant non formal training | 0 | 100 | **100** | Yes | 100 Syrians and Lebanese youth (7 young women; 23 refugees) trained. 1 tracer study using the skill service tracker conducted to assess employment outcomes of these graduates. Of 100, 27 graduates (22% refugees) secured employment after the training |
| # of Syrians and Lebanese trained and certified | 100 | 135 | **150 trained, 147 certified** | Yes | 150 Syrians and Lebanese (41% women; 11% Syrians) were trained of which 147 were certified |
| # Staff of key stakeholders (DGTVET/NEO/line ministries/social partners) certified for the design of competency-based training courses | 0 | 6 | **16** | Yes | 16 officers (38% women), including 8 from TVET providers, 3 trainers from DGVET, 5 trainers from the private sector trained |
| # of new competency-based skills training program designed under DGTVE | 5 | 4 | **5** | Yes | 5 new competency-based skills training programmes designed under DGTVE against 4 targeted under this project. |
| # of people benefiting from pre-enrolment career and employment counselling | 100 | 235 | **265** | Yes | 265 people (24% women; including 9% refugees) benefited |

[37] As per latest figures available at the time of the end evaluation in October 2023
*This is used when it is unclear what may be the most appropriate figure for the measurement of the indicator

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| # of graduates benefiting from post-training job-matching support services | 0 | 405 | **243+237*** | Partially | 243 graduates (30% women; including 9% refugees) benefited from post-training/job-matching support services resulting in more than 500 post training referral service for further employability improvement. 237 graduates (26% women; 10% refugees) benefited from orientation sessions on rights at work. There could be an overlap in the participants in these two |
| # of graduates trained on business start-up | 0 | 45 | **83** | Yes | 83 graduates (54% women; 11% refugees) were trained |
| A referral network for post-training follow-up services at the NEO established | 0 | 1 | **1** | Yes | A blueprint referral network for post-training follow up services at the NEO was developed, validated through a review by the MoL and NEO; including a mapping of 143 training and post training service providers developed and disseminated to public at large and the livelihood sector |
| # staff of NEO, DGTVE and NGOs trained, certified on post-training services | 0 | 10 | **12+38** | Yes | 12 staff members from implementing partners (75% women) were trained on post training services; and 38 staff of NEO, DGTVE and NGOs (69 % women) were trained and certified on post-training services through other ILO skills projects |
| **Outcome 2: Model for entrepreneurship education is piloted and proposed for upscaling: *Outcome Achieved*** | | | | | |
| # of TVET teachers trained on the KAB programme | 40 | 57 | **57** | Yes | 57 TVET teachers (46% women) were trained on KAB, of which 49 (49% women) were assessed and certified as KAB National Facilitators |
| # of TVET school supervisors and directors that received awareness raising on the KAB programme | 0 | 34 | **34** | Yes | 34 school directors (9% women) received awareness-raising session |
| # of TVET students trained on KAB programme | 664 | 600 | **1530** | Yes | 1,530 students (51% young women) were trained |
| **Outcome 3: Skills governance systems and management of TVET strengthened with greater private sector engagement : *Outcome Achieved*** | | | | | |
| # of SSCs established | 0 | 1 | * | Partially | Due to a non-conducive environment for the establishment of SSCs, the project introduced alternatives to strengthen TVET governance. An MoU for a public private partnership was established between the MEHE, Ministry of Industry and Association of Lebanese Industrialists (ALI) to strengthen industry-institute linkages through the re-organization of a TVET school and involvement of ALI in its governance |
| # of stakeholders capacitated to run a SSC/SAB (including industry engagement, resource mobilisation and strategy development), and on STED methodology | 0 | 35 | **110** | Yes | 110 stakeholders (45% women) were trained on the management of School Advisory Boards of which 80 were certified (52% women) |
| # of strategies and action plans for Sector Skills Councils in two industries or action plan for SAB developed | 0 | 1 | **22** | Yes | 22 action plans for School Advisory Boards were developed |
| # of Employers' and workers' representatives at the Higher Council for TVET, and within sector skills councils trained | 0 | 5 | **7** | Yes | 7 representatives (14.2% women) from stakeholders (including government, workers organizations, employers' organizations) were trained and/or received technical guidance on sectoral approaches to skills development |

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| # Recommendations towards revised testing and certification practices adopted | 0 | 2 | **2** | Yes | 2 recommendations towards revised testing and certification practices were adopted by DGTVET: a) development of key quality standards for testing and certification, and b) involvement of private sector in testing and certification through SAB or another platform/committee |
| # DGTVE/NEO/line Ministries staff trained for improved practices | 0 | 10 | **13** | Yes | 13 officers (8 men, 5 women) from 4 NGOs/private provider and DGTVE trained on developed quality standard |
| # Recommendations towards revised accreditation system for training providers | 0 | 1 | **2** | Yes | 2 recommendations towards revised accreditation system for training providers were adopted by DGTVET: a) development and pilot of self-assessment tool for private TVET providers, and b) development of quality standards for accreditation and analysis of institutional capacity needs in relevant DGTVET departments to implement the standards |
| # DGTVE / NEO / line Ministries staff trained for improved practices | 0 | 10 | **13** | Yes | 13 officers (8 men, 5 women) from 4 NGOs/private provider and DGTVE trained on developed quality standards |

| **OUTCOME ACHIEVEMENT** | | | | | |
|---|---|---|---|---|---|
| **The Malawi Component** | | | | | |
| **Indicator** | **Baseline** (before project start) | **Target** (end-of-project goal) | **Result achieved**[38] | **Was Target met?** | **Details** |
| **Outcome 1: Skills supply is better aligned with the needs of international trade sectors**<br>***Outcome Partially Achieved*** | | | | | |
| # sector applying the STED methodology | 0 | 1 | **0** | No | 1 sector selected (Tourism). Now planned for 2024. Delayed due to reduction of resources. |
| # TVET institutions adopting new methods of skills development in line with trade sectors needs | 0 | 20 | **8** | Partially | 8 TVET institutions implementing curricula developed in horticulture and dairy sectors. Planned for 2024. Delayed due to reduction of resources. |
| % trained workers who benefit from increased responsibilities and wages | 0 | 40 | **47** | Yes | 800 out of 1700 trained started gainful Enterprises and had improved income. |
| **Outcome 2: Capacity of the ILO constituents to design and deliver innovative and effective learning and assessment options**: ***Outcome Partially Achieved*** | | | | | |
| # policy guidelines and manuals developed for assessment and certification system | 0 | 1 | **12** | Yes | 1 TEVET Policy, 5 RPL Guideline Manuals, 1 Malawi STED Guide, 3 Agribusiness training manuals, 1 edible Horticulture curriculum Tevet Module Package, 1 standard package for Horticulture curriculum developed |
| # trainees assessed with new methodologies | 0 | 275 | **300** | Yes | 300 assessed with the new methodologies |
| # of RPL centres assessed, accredited increased capacity | 0 | 5 | **6** | Yes | 6 RPL centres assessed in 3 regions of Malawi. 3 selected for a start |

[38] As per latest figures available at the time of the end evaluation in October 2023
*This is used when it is unclear what may be the most appropriate figure for the measurement of the indicator

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| # of assessors and trainers trained in competency based programmes | 0 | 40 | **60** | Yes | 60 assessors trained |
| # informal workers benefiting from RPL | 0 | 100 | **40** | Partially | 40 informal workers benefited from the pilot phase. This activity was delayed due to the lack of capacity of the government official and reduced resources. Planned for 2024 |
| # of recommendations on learning contents, occupational safety and health and assessment from studies on training practices in the informal economy | 0 | 20 | **8** | Partially | 8 recommendations implemented into programmes. |
| **Outcome 3: Strengthened governance model for quality skills development and implementation at sector level: *Outcome Partially Achieved*** | | | | | |
| # of institutions connected to the LMIS and TMIS digital platform and able to link and share information | 0 | 4 | **12** | Yes | LMIS/TMIS launched by the Ministry of Labour and TEVETA. The labour related data and technical colleges data on skills development uploaded in the system. 12 institutions (ministries, companies) connected. Government officials, social partners were sent to ICT-Turin for training |
| # of comprehensive development plans on skills developed by social partners at sector level | 0 | 1 | **1** | Yes | 1 skill development plan developed (National skills strategy). Skills strategy still in draft form and HR development plan will also be developed. 38 (30% women) social partners were trained on skills governance. |
| # of sector skills council established | 0 | 2 | **0** | No | TEVET Policy reviewed to provide framework for the formation of SSCs. TVET policy in place and approved, SSCs will be formed b 2024. |
| # of people capacitated to run a SSC | 0 | 35 | **0** | No | 1 Planning meeting conducted to initiate establishments of SSCs by 2024 |
| **Outcome 4: Vulnerable populations affected by COVID-19 have an improved livelihood after training programmes: *Outcome Achieved*** | | | | | |
| # of programmes developed | 0 | 5 | **5** | Yes | 5 programmes developed in horticulture, dairy, agribusiness, financial literacy and gender |
| # of vulnerable people trained in various skills (initial training) and engaged in economic activities | 0 | 2,000 | **1700** | Partially | 1,700 (80% women and 30% person with disabilities) trained. Missed target due to resource constraints |
| # of people in vulnerable situations upskilled and/or reskilled following COVID19 crisis | 0 | 1,330 | **1400** | Yes | 1,400 achieved |
| # of TVET providers adapting their programmes to include people in vulnerable situations | 0 | 8 | **8** | Yes | 8 TVET Institutions have adapted their programmes to include vulnerable groups |
| # of TVET providers offering a modular approach for up skilling or reskilling | 0 | 8 | **8** | Yes | 8 TVET Institutions providing upskilling and reskilling approaches |

| OUTCOME ACHIEVEMENT | | | | | |
|---|---|---|---|---|---|
| **The Senegal Component** | | | | | |
| **Indicator** | **Baseline** (before project start) | **Target** (end-of-project goal) | **Result achieved**[39] | **Was Target met?** | **Details** |
| **Outcome 1: Skills development system is improved through the integration of digital skills and e-learning programmes** *: **Outcome Partially Achieved*** | | | | | |
| # skills sector strategy recommendations implemented | 0 | 1 (2)[40] | * | No | TVET decide to stay in the digital sector. So, no other sector explored |
| # people, including young women and men, using or benefiting from the implementation of a training programme | 0 | 75 (750) | **0** | No | Training program developed. Currently waiting for the government funded initiative to equip TVET institutions for its implementation |
| # of curricula developed | 3 | 2 | **3** | Yes | 3 new training programmes finalized in 2021 |
| # new e-learning programmes jointly developed with national partners and standardized | 0 | 1 | **1** | Yes | A MOOC on soft skills and digital entrepreneurship developed by ITC-ILO and available at MEFPAI's digital learning platform. |
| # initiatives to promote distance learning | 0 | 1 (1/3) | **1** | Yes | Guidance and training on online content development provided to TVET staff including e pedagogy and delivery of online training. Capacity building on digital platform delivery to TVET management provided. TVET Ministry has its own platform now and training its own trainers |
| # of trainers trained on digital skills | 0 | 795 (100) | **795** | Yes | 795 TVET trainers (including 450 women) trained on digital skills including videoconferencing, MS Office, etc. They continue to use and apply. |
| **Outcome 2: Capacities are strengthened for the digital economy, identification and anticipation of skills: *Outcome Partially Achieved*** | | | | | |
| 20 institutions taking part in the committee and adopting the approach of anticipating the needs in competence. | 0 | 20 | * | No | Cancelled by TVET Ministry for internal reasons |
| # Sector Skills Committee established with tripartite constituents to address skills mismatch and anticipate future skills. | 0 | 1 | **0** | No | Committee was planned to be set up before end of the year, if not impacted by COVID restriction measures but cancelled by TVET Ministry for internal reasons |

[39] As per latest figures available at the time of the end evaluation in October 2023
*This is used when it is unclear what may be the most appropriate figure for the measurement of the indicator
[40] Figures in brackets denote the figure in the revised log frame. Sometimes there were two different figures provided depending on the sheet of the revised logframe seen. In that case, both numbers are included within parenthesis with a / sign in between). Those outside are were those submitted as part of the table for the purpose of this evaluation

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| # of constituents trained on STED and anticipating skills needs. | 27 | 27 (25) | **27*** | Yes | 27 constituents trained in 2021. Skills anticipation training for 30 constituents with green angle. STED helped in developing strategy that is now being supported |
| Skills needs report for trainers and government staff available | 0 | 1 | 1 | Yes | Study report developed, validated, and used to support training development for TVET staff (last indicator in outcome 1) |
| A capacity-building plan is developed and implemented | 0 | 1 | 1* | Yes | Capacity building Plan developed, and training elaborated and delivered |
| **Outcome 3: Inclusion in the TVET system improves consistency and efficiency: *Outcome Achieved*** | | | | | |
| # inclusion initiatives promoted or implemented that TVET actors have led for sustainability | 0 | 1 | 1 | Yes | One inclusion initiative developed was to set up digital club for young women and men. Pilot phase helped developed a product: skills for life and for work |
| # of digital clubs in TVET institutions | 0 | 10 | 10 | Yes | Digital clubs in 10 TVET training institutions set up. Competitions held between students to pitch their project/digital application, providing training and support. 350 students (167 female) benefited from this initiative |
| # of hackathon inter club organized in digital club in TVET institutions. | 0 | 4 | 4 | Yes | Same as above |
| # of people participating in the hackathon of innovative projects. | 0 | 350 (350/250) | **350** | Yes | Same as above |

| **OUTCOME ACHIEVEMENT** | | | | | |
|---|---|---|---|---|---|
| **The Tanzania Component** | | | | | |
| **Indicator** | **Baseline** (Before project start) | **Target** (end-of-project goal) | **Result achieved**[41] | **Was Target met?** | **Details** |
| **Outcome 1: Improved employability of graduates of quality apprenticeships programme**: ***Outcome Partially Achieved*** | | | | | |
| # new apprenticeship programme developed | 1 | 2 | **1*** | Yes | 1 new apprenticeship programme in Tourism and Hospitality developed and implemented in two institutions |
| 30% young graduates employed after 3 months. | 0 | 30 | * | * | The apprenticeship programme developed and implemented by IAA was launched in 2021. Apprentices have been trained toward certification in November 2023 (3-year programme). The tracer studies are ready to be rolled out 3 and 6 months after graduation through Service Tracker. |

[41] As per latest figures available at the time of the end evaluation in October 2023
*This is used when it is unclear what may be the most appropriate figure for the measurement of the indicator

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| # apprentices trained and certified | 0 | 130 | **487** | Yes | A total of 487 apprentices (215 female and 272 male, PwDs 5) were trained toward certification |
| # of apprentices trained and certified in NTA level 5 | 300 | 150 (300 in revised targets) | **70*** | Partially | A total of 70 apprentices (36% female) trained and certified at NTA level 5 against the planned target of 150 apprentices. Out of them 36 (13 female and 23 male) were supported by the Programme. |
| # online apprenticeship programme for National Technical Awards (NTA) level 6 developed and approved by National Council For Technical Education (NACTE) | 0 | 1 | **NA** | NA | This target was dropped, in agreement with the donor. This intervention was mainly designed during covid 19 pandemic. Limited facilities and the high expense to support advancing web-based platforms and technologies in the training institutions hindered the implementation |
| # of apprentices trained and certified in NTA level 6 | 0 | 200 | * | No | Not yet implemented. The enrollment of the programme is expected to start in October 2023 (2023/2024) as per National Qualifications Authority guidelines. |
| # of pre-apprenticeship programmes developed andpiloted | 0 | 1 | **1** | Yes | 1 pre-apprenticeship programme developed and piloted. The 2nd batch for the pre apprenticeship for youth Not in Employment, Education or Training – NEET completed in November 2022 in Zanzibar. Three occupations were added to the existing five occupations, piloted for the 1st batch. |
| # of apprentices trained and certified | 0 | 110 (130 in revised targets) | **90** | Partially | A total of 90 vulnerable youth in Zanzibar (45 males and 45 females) benefited from the pre-apprenticeship programme and were certified |
| # of representatives of TVET institutions, training providers and social partners trained and certified | 0 | 200 | **225** | Yes | 225 representatives of 5 TVET institutions/training providers, apart from social partners and private company employers (banks, hotels, etc) capacitated in implementing quality apprenticeship programme. |
| # of people reached through print, digital and socialplatform. | 100,000 | 500,000 | **Target surpassed** | Yes | 6 million views and 50 million impressions from the social media awareness-raising campaign attained against the target of 500,000. |
| **Outcome 2: Improved employability and career prospects of beneficiaries of Recognition of Prior Learning: *Outcome Partially Achieved*** | | | | | |
| # of revised RPL assessment tool | 5 | 2 | **13** | Yes | RPL assessment tools developed for 13 new occupations against the target of 2 RPL assessments. These tools will be piloted and validated during the ongoing phase. |
| % RPL graduates who secure a job or are given increased responsibilities and wages three months after graduation | 0 | 45% (40% in revised targets) | * | * | Services Tracker will be used to conduct tracer studies, in collaboration with VTA and VTA |
| # of candidates assessed | 0 | 5,000 | **2690** | Partially | 2,960 RPL candidates (16% female and 0.3% PWD) assessed against the target of 5,000 candidates. |
| # of RPL candidates certified | 0 | 1,500 | **2860** | Yes | 2,860 RPL candidates (16% female and 0.4% PWD) certified against the target of 1,500 candidates |
| # of people reached through print, digital and socialmedia platforms | 50,000 | 500,000 | **400,000** | Partially | 400,000 people reached through print, digital and social media platforms against the target of 500,000 people. Launch of the Skills Tanzania Newsletter with 1,542 readers has enhanced the communication platform. |

| | | | | | |
|---|---|---|---|---|---|
| # of participants attend RPL knowledge sharing, training, and workshops events | 30 | 100 | **100** | Yes | 100 participants attended RPL knowledge sharing, training, and workshops events. The quality of output and productivity of artisans was seen to increase post sessions on upgrading. |
| **Outcome 3: Increased employability and career prospects of beneficiaries after lifelong learning programmes**: ***Outcome Partially Achieved*** | | | | | |
| # of training providers that have incorporated core skills in their curriculum | 1 | 1 | **2** | Yes | 2 training partners incorporated core skills in their curriculum against the target of 1 training partner. |
| Additional indicator of: % of graduates who secure a job within three months | 0 | 20 | ***** | * | Unavailable data |
| # of graduates benefiting from these programmes | 0 | 400 | **745** | Yes | 745 graduates benefited from the programmes |
| # of trained and certified instructors | 0 | 60 (14 in revised targets) | **48** | Partially | 48 trained and certified instructors (48% female) |
| # of disadvantaged people reached through print, digital, social media platforms | 0 | 120,000 | **1,000** | Partially | 1,000 disadvantaged people reached through print, digital, social media platforms against the target of 120,000 people (less than 1% of target). |
| # of graduates enrolled in the existing online platform to promote their job placement and/or start-up | 0 | 200 | **1,000** | Yes | 1,000 graduates enrolled in the existing online platform to promote their job placement and/or start-up. The capacity of Employment Services Unit (TaESA) enhanced to deliver quality employment services to job seekers including on the placement of graduates, at workplaces through an internship programme. |
| **Outcome 4: Employability of young women and men in rural settings enhanced**: ***Outcome Partially Achieved*** | | | | | |
| # of women and men certified from green skills training programmes | 0 | 150 (revised target is 80) | **0** | No | This intervention will be completed at the end of October 2023. The intervention is a training on poultry farming. Delay is due to difficulties to transfer funds to the local authorities in Tanga. |
| % of graduates who secure a job within three months | 0 | 40 | **0** | No | This activity was proposed to be completed in the no cost extension period. The services tracker will be rolled out after 3 months of the training/project completion |
| # of demonstration greenhouses for skills programmes | 0 | 1 | **1** | Yes | 1 demonstration greenhouse for skills programmes constructed |
| # of people reached through printed materials, digital and social media platforms | 0 | 100,000 | **50,000** | Partially | 50,000 people reached through public awareness sessions on the upcoming opportunities on green jobs by the implementing partner |

## A9: Overview how Gender and Social Inclusion are explicitly mentioned in of GSPL3

| Component | Mentioned outcomes and interventions | |
|---|---|---|
| **Global** | Global self-assessment guide and e-tool on Gender Equality and Social Inclusion developed and disseminated (ICT-Turin), stakeholders trained | |
| | Malaysia Skills Challenge Innovation Call: Mainstreaming Gender Equality and Social Inclusion (GESI) in VET/Skills training institutions (2022) | |
| **Regional** | **Outcome 4:** Vulnerable groups have increased awareness /resilience to modern slavery through skills and lifelong learning | RPL for informal sector workers made priority |
| **Ethiopia** | **Outcome 4:** "Disadvantaged groups have increased employability through inclusive skills development…promoting non-traditional occupations for women and addressing pre-conceptions at the root of the gender division of labour….Together with DPOs, supports systematic adaptation of training premises, curricula and staff attitudes to accommodate the needs of PwDs | Pilot tested VET inclusion project for refugees with disabilities.<br>A strategy and action plan developed to promote employment of persons with disability in the garment and textile sector, including in the training that leads to occupations in this sector. |
| **Ghana** | **Outcome 4:** Skills development system strengthened to address existing barriers to education and employment for disadvantaged groups.<br>**Output 04.01:** Partnerships for inclusion facilitated and priorities for action identified<br>**Output 04.02:** Increased awareness and capacity of national constituents on inclusion of minority groups, in particular women and persons with disability in VET programs. | Sensitisation training of government stakeholders, GOE, TUC.<br>STED mainstreamed GESI throughout process<br>Policy briefs and studies at sector level<br>RPL for informal sector workers made priority<br>Digital marketing initiative for informal sector women (catering and craft) piloted in response to COVID 19.<br>Webinar on social inclusion organised for constituents and project partners |
| **Lebanon** | **Output 1.3:** Disadvantaged youth benefit from competency-based skills training programme (both Lebanese and refugees) | Syrian Refugees<br>Disability: not yet considered |
| **Malawi** | **Outcome 4:** Capacitate VET institutions to "offer opportunities for reskilling and upskilling vulnerable groups, particularly those impacted severely by COVID-19.(p. | Gender equality focus in WIL<br>Disability and vulnerable groups addressed in agricultural sector during COVID 19 (30% target)<br>RPL for informal sector workers made priority |
| **Senegal** | **Outcome 1:** The component seeks to improve access to sector-specific training for vulnerable groups, including young women and individuals with disabilities, through collaborations with young women's associations and Disabled Persons Organizations to equip them with digital skills, enabling their integration into vocational training and the labour market. | Gender equality: Set up digital club and product for "skills for life and work"<br>Limited focus on disability inclusion |
| **Tanzania** | **Outcome 4:** Employability of young women and men in rural settings enhanced | RPL for informal sector workers made priority<br>Gender, vulnerable groups (NEET)<br>Initiative on inclusivity for persons with disability (PWD) in training provision (Arusha). |

**A10: Staffing issues and recommendations are summarized below**

| Challenge | To do | Level of Resources |
|---|---|---|
| **Insecure staff status** | Seek mid-term (6 years) overall PCA commitment with fixed funding from NORAD | Middle |
| **Vacuum of global coordination** | Appoint Senior global CTA (P5) with programme experience | Middle |
| **Access to global knowledge through KSP, knowledge sharing webinars and thematic exchange** | Global Knowledge and Learning -Manager (P4)<br>Capitalisation of case practices<br>Facilitates thematic exchange webinars together with right specialises | Middle |
| **Programme visibility** | Appoint Global Communication Manager (P3-P4) for global branding and who supports country communication efforts/capacities | Middle |
| **Insufficient local capacities** | Staff development:<br>Sharpen conceptual, technical and M&E perspective<br>Field Exposure to other countries<br>Appoint local junior a) communication/knowledge management and b) M&E staff for outreach, service tracker and documentation<br>ITC-Training freely accessible to ILO Staff and partners | Low |
| **M&E system, quality assurance and & Need to ensure Service Tracker quality** | 1 global researcher to ensure a) data quality and analysis, b) build capacities of regional and local staff and c) mentor local M&E and Documentation staff, recipients and constituents | Middle |
| **Limited timely technical backstopping** | Regional hubs need adequate staffing, thematic expertise and monitoring capacity | Middle |
| | Thematic community of practice<br>Online exchange on programme progress | Low |
| | Finance at least 1 backstopping per year for thematic consolidation and monitoring | Low, if mid-term review is replaced |
| | Institutionalise annual team meeting in one of the project countries to foster exchange | Middle |