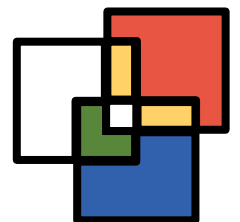




**Norway–ILO Programme Cooperation Agreement  
(PCA) 2016–17**

# Final Report



# Introduction



The International Labour Organization (ILO) is a unique United Nations (UN) agency that brings together governments and employers' and workers' representatives of 187 member States. The aim of the ILO is to work with its constituents to achieve full and productive employment, rights at work, extension of social protection and the promotion of social dialogue, with gender equality as a cross-cutting objective. This goal is embodied in the concept of decent work, which is central to everyone's well-being and is a key element in achieving fair globalization and poverty reduction. This aim is clearly reflected in the United Nations Agenda for Sustainable Development (Agenda 2030), which places decent work for all, and the ILO's mandate and purpose of promoting social justice, at the heart of policies for sustainable and inclusive growth and development.

Norway is one of the founding member States of the ILO and is a long-standing and generous partner in promoting the ILO's Decent Work Agenda. The Government of Norway has ratified a considerable number of ILO Conventions, including the eight fundamental Conventions, four priority Conventions and 98 of the 177 technical Conventions.

Norway is also a key ally of the ILO in cooperation for development, with the first funding agreement established as early as 1972. The Norway–ILO Programme Cooperation Agreement (PCA) 2016–17 is based on common objectives and principles shared by Norway and the ILO, underpinned by a

rights-based approach to development and support for increased effectiveness and results-based management. The overall objective of the PCA is to strengthen the efforts of the ILO in promoting opportunities for women and men to obtain decent and productive work in conditions of freedom, equity, security and human dignity. The PCA reflects a common desire to promote UN system-wide coherence and coordination, in line with national development strategies.

This report provides an overview of the ILO programmes supported by the ongoing Norway–ILO PCA, as well as an update on progress made in 2016–17 towards the achievement of the ILO's biennial goals. The following section gives a short overview of the ILO's results-based management system and programming framework and of how the partnership fits within the overall financing structure of the ILO. The report then offers a detailed account of the 'lightly earmarked' programme financed under the PCA in support of the ILO's Policy Outcome 1 (More and better jobs for inclusive growth and improved youth employment prospects), with a specific focus on skills development, including the provision of vocational and professional training and education. The progress made in 2016–17 under each of the country programmes identified by the ILO is highlighted. The final section presents certified financial statements, as specified by the provisions of the funding agreement.

# Financing and delivery of decent work



The Decent Work Agenda is structured around four objectives: promotion of employment, rights at work, social protection and social dialogue. These objectives provided the basis for ten global Policy Outcomes, which were the foundation of the ILO's Programme and Budget (P&B) for 2016–17.

The policy outcomes are designed as integrated responses to key employment, social and labour policy issues facing the world of work. The policy outcomes are guided by three cross-cutting policy drivers, namely respect for international labour standards, gender equality and non-discrimination, and social dialogue and tripartism. For each biennium, the ILO's governing body sets the targets and the related measurement indicators and approves an integrated framework of resources to achieve them.

This programmatic framework forms a coherent basis for cooperation with ILO partners and for

the design of the ILO's development cooperation programmes. Results-based management and a focus on value for money apply to all stages of the ILO's programming cycle, including programme planning, implementation, reporting and evaluation.

At the country level, Decent Work Country Programmes (DWCPs) are the ILO's instruments for setting priorities and are aligned with countries' national development plans, typically having a timeframe of four to five years. DWCPs are developed with the full participation of governments and employers' and workers' organizations, ensuring that the ILO's actions on the ground respond to defined needs. DWCPs form the key platform for the ILO's contribution to an integrated UN approach to poverty reduction, notably through UN Development Assistance Frameworks (UNDAFs).

Goal	<b>Decent work for working women and men</b> -employment, rights at work, social protection, social dialogue-				
Policy Outcomes	more and better jobs for inclusive growth and improved youth employment prospects	ratification and application of international labour standards	creating and extending social protection floors	promoting sustainable enterprises	decent work in the rural economy
	formalization of the informal economy	promoting workplace compliance through labour inspection	protecting workers from unacceptable forms of work	promoting fair and effective labour migration policies	strong and representative employers' and workers' organizations

## ILO biennial programming

A DWCP consists of a limited number of priorities, known as Country Programme Outcomes (CPOs). For each biennium, CPOs are linked to the global ILO targets under the ten global Policy Outcomes. The ILO prepares “outcome-based workplans”, which take into account the biennial priorities, existing resources and the estimated additional resources required.

These workplans drive the ILO’s resource mobilization strategy to ensure that development partners’ funding is fully aligned with country-level priorities and that it contributes to the achievement of the ILO’s objectives. One of the key advantages of the lightly earmarked funding provided by Norway is its precise alignment with the biennial goals of the ILO and the flexibility to quickly adjust to changing circumstances.

## Funding of ILO results

The ILO funding base consists of three integrated components, designed to support the delivery of ILO results, as detailed below.

**Earmarked voluntary funding** supports specific global and national programmes with a clear timeline and a predefined geographic and thematic focus. The total amount of earmarked funding received by the ILO in 2016–17 amounted to **US\$612 million**. This also includes Norway’s lightly earmarked outcome-based funding, allocated in line with the ILO’s biennial priorities and goals. Sweden also supports this funding modality.

**Core voluntary funding** (Regular Budget Supplementary Account – RBSA) provides a pool of flexible fully unearmarked resources allocated to strategic areas, underfunded themes and new priorities. In 2016–17, the ILO received **US\$29.3 million** in RBSA funding, from Belgium, Denmark,

Germany, Italy, Luxembourg, the Netherlands, Norway and Sweden.

**Assessed contributions** are provided by all the ILO’s member States by virtue of their membership. Countries’ contributions are based on the United Nations allocations assessment. Assessed contributions in 2016–17 amounted to **US\$797.4 million**.

In 2016–17, Norway’s assessed contribution to the ILO’s regular budget exceeded **US\$6.7 million**. Over the same biennium, Norway provided **US\$31 million** in voluntary funding. This includes fully unearmarked core voluntary contributions, lightly earmarked outcome-based funding and funding for project-based interventions. During the period 2012–17, Norway was the third largest governmental donor to the ILO in terms of voluntary funding, providing over **US\$92 million**.

## Reporting on results for 2016–17

At the end of each biennium, progress towards the ILO’s P&B indicators is reviewed and reported through the ILO Programme Implementation Report (PIR). The latest PIR, covering 2016–17, was published in March 2018. The ILO has set up an online dashboard for easy consultation of results.

It can be accessed [here](#).



Screenshot of the ILO PIR online dashboard for 2016-17

# Programme Cooperation Agreement 2016–17



The Norway–ILO Programme Cooperation Agreement (PCA) 2016–17 is firmly based on the principles of aid effectiveness.

In 2016–17, Norway provided a contribution of NOK 80 million (US\$9.5 million) through a combination of different funding modalities. The PCA includes unearmarked core contributions and

lightly earmarked thematic funding at the level of outcomes from the ILO's P&B. The 2016–17 PCA was extended by three months and ended in April 2018.

The actual programming of funds is derived from the ILO's results-based management systems and the priorities flowing from Decent Work Country Programmes.

## Norway-ILO PCA 2016-17

P&B outcome/theme	NOK	US\$	Countries covered
<p>Outcome 1: <b>More and better jobs for inclusive growth and improved youth employment prospects</b></p> <p>With a specific focus on skills development, including vocational and professional training and education</p>	33 500 000	4 036 662	Malawi, Mozambique and United Republic of Tanzania, Uganda and Zambia
<p>Outcome 1: <b>More and better jobs for inclusive growth and improved youth employment prospects</b></p> <p>Funds to support the project “Promoting rural youth employment in Afghanistan through entrepreneurship education and vocational training”, implemented by the International Training Centre of the ILO</p> <p><i>(The results achieved by this project are illustrated in a dedicated report)</i></p>	16 500 000	1 960 809	Afghanistan
RBSA	30 000 000	3 307 000	Core voluntary contribution
<b>TOTAL</b>	<b>80 000 000</b>	<b>9 304 471</b>	

# Outcome 1

## More and better jobs for inclusive growth and improved youth employment prospects



### Outcome strategy

The ILO strategy to achieve Outcome 1 for the 2016–17 biennium adopted a multi-pronged approach. The complex nature of the elements influencing this Outcome required a coordinated intervention involving several thematic areas and types of support. The thematic areas included: comprehensive employment policy frameworks; pro-employment macroeconomic policies; jobs and skills for young people; policies covering industrial, sectoral, trade and investment, skills, infrastructure and environmental issues; and labour market institutions. The types of support provided by the ILO during the biennium comprised assistance to its constituents on policy formulation, implementation and monitoring, as well as capacity building, research, technical cooperation and pilot projects.

Across biennia, the work of the ILO on skills and employability development has made a critical contribution to the achievement of Outcome 1, with a specific focus on skills development, including vocational and professional training and education. Skills development empowers workers and enriches their lives. For many, it provides a key that enables them to access the labour market, escape from poverty and adapt to a changing world. It raises the value and output of labour and improves the productivity of enterprises. The level of assistance offered to constituents reflects the importance that the ILO attaches to the impact of skills development on individual lives, as well as on the economy as a whole. From an implementation perspective, the comprehensive support provided by the ILO during

the 2016–17 biennium can be divided into two main approaches. First, to assist member States to take targeted action on the issues of decent jobs provision and developing skills for youth. Second, to support constituents in skills development, with the objective of economic transformation.

In any given biennium, member States may request ILO support for specific priorities, towards achieving objectives known as CPOs. Such priorities will

fall within the thematic relevance of an outcome and, depending on which one that is, the ILO will respond by mobilizing the appropriate assistance. A core element of ILO assistance within Outcome 1 is the promotion of decent jobs and skills for youth. The availability of funding from development partners enables the ILO to intensify its assistance to countries where the need for action is especially urgent.

## ILO and the Government of Norway: Common priorities

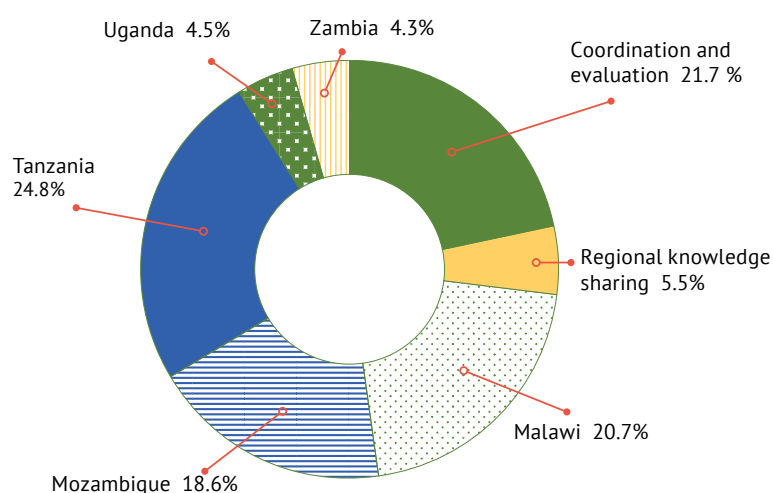
The Government of Norway has contributed to the achievement of ILO priorities under Outcome 1. Norway's financial contribution for the biennium 2016–17 was distributed across several target CPOs in various countries. The selection of recipient countries was determined by several criteria, such as need for extra-budgetary resources and alignment of CPOs with Norway's objectives.

Malawi, Mozambique, the United Republic of Tanzania (hereafter Tanzania), Uganda and Zambia all requested assistance with skills development and, particularly, targeted action on decent jobs and skills for youth under the framework of Outcome 1 (measurement indicator 1.2). This is in line with Norway's goal to help ensure that "as many as possible develop skills that enable them to find gainful employment, and that improve the prospects of economic growth and sustainable development in the broader sense". In addition, in all five countries, ILO work towards achieving the CPOs was already ongoing before the Norway–ILO partnership was signed. Therefore, it was possible to build on previous achievements and lessons learned to maximize the impact of further funding.

After its signature in 2016, the partnership supported CPOs in three countries, namely Malawi, Mozambique, and Tanzania. One year later, the partnership's coordination team revised workplans and budgets in consultation with the SKILLS branch and the affected Country Offices. As a result of this

exercise, the project was able to provide resources to support CPOs in two additional countries, Uganda and Zambia. The flexibility of the partnership with Norway made it possible for the ILO to respond

**Figure 1. Distribution of Norway's contribution across countries (%)**



quickly and effectively to country-level need.

Overall, the ILO distributed roughly 80 per cent of Norway's contribution across five CPOs in Malawi, Mozambique, Tanzania, Uganda and Zambia, in addition to a backstopping<sup>1</sup> unit in Pretoria, which mostly worked on regional knowledge sharing. The remainder was allocated to support knowledge generation (for example in the production of tools

<sup>1</sup> 'Backstopping' refers to assistance on specific, technical matters provided to a project by technical teams in the same region or in Headquarters.

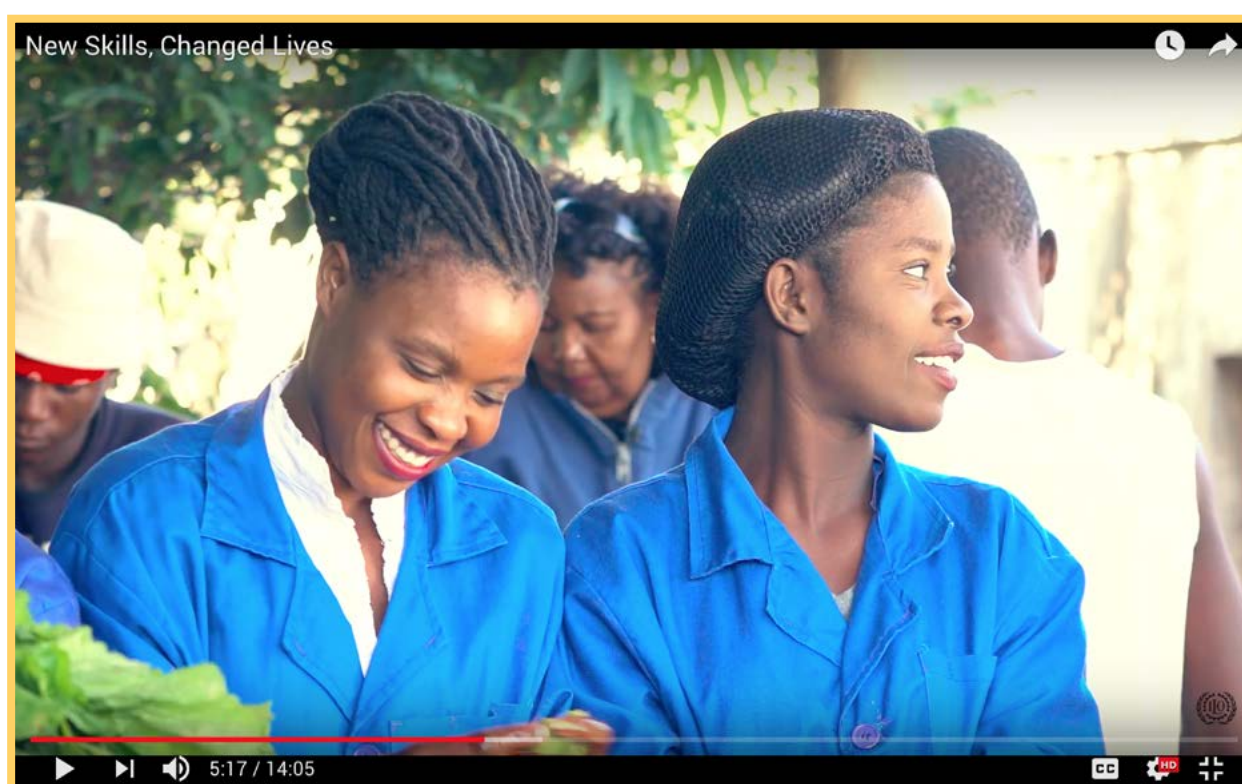
to be used by country projects) and dissemination (such as channelling lessons learned from sub-Saharan Africa to other regions, and vice versa) at

the global level. Figure 1 details the distribution of funds.

## Implementation progress

This section focuses on the progress attained in Malawi, Mozambique, Tanzania, Uganda and Zambia towards their CPOs. In particular, it highlights the

achievements on skills development objectives that were made possible by the support provided to the ILO by the Government of Norway.



Screenshot of the “New Skills, Changed Lives” documentary video

## The 2016-17 partnership’s documentary

This report can only give readers a snapshot of each target country’s context and skills development needs and a summary of the results achieved by the ILO in partnership with the Government of Norway. However, there is a lot more to the work that ILO’s national partners have achieved on the ground thanks to the support of the partnership than a report such as this can describe.

For this reason, the ILO has produced a documentary

that brings us closer to the countries in which this partnership has worked, the ultimate beneficiaries that it has reached and the partners that have made this all possible.

You can watch the documentary [here](#).



# Malawi



## Decent Work Country Programme Outcome MWI 105

Enhanced skills, employability and entrepreneurial capacity of target populations, especially youth, women and persons with disabilities

## P&B measurement indicator

1.2: Member States have taken targeted action on decent jobs and skills for young women and men through the development and implementation of multi-pronged policies and programmes

## Country context and ILO support

Poverty remains a major challenge in Malawi. Economic growth rates have been relatively high, but social improvements have been limited. Over the 2005–15 decade, average growth was 5.6 per cent, driven primarily by the agricultural sector, which accounts for 64.1 per cent of employment (and 58.4 per cent of youth employment) in the country. However, the sector is dominated by smallholders and productivity is low. Firms mainly service their local market: they are rarely connected to domestic value chains, let alone international ones. As a result, the proportion of the population living in poverty in 2015 was 50.7 per cent, only 1.7 percentage points lower than in 2005, and in rural areas, where most of the population reside, the poverty ratio actually increased slightly<sup>2</sup>.

Malawi has a relatively young population. The latest population census found that about 54 per cent of the population was under the age of 18<sup>3</sup>. As many as 89.4 per cent of those aged between 15 and 29 are active in the labour market. By way of comparison, the 2015 average for the group of developed economies and the European Union taken together was 47.6 per cent<sup>4</sup>. These figures suggest that, while European youth aged between 15 and 29 are studying, an overwhelming majority of those in Malawi are already in the labour market.

Almost one-half (47.0 per cent) of Malawi's young people drop out of school before completing primary-level education. Access to skills development is particularly low, with one of the lowest rates in Africa. A survey of micro, small and medium-sized enterprises (MSMEs) found that only 4.3 per cent of entrepreneurs received skills training from educational institutions. In the majority of cases, skills are self-taught or learned from a family member<sup>5</sup>.

Skills shortages are one of the primary factors hindering young people's ability to access decent employment, and are a major reason why Malawi has been slow to embrace productive transformation. According to the ILO, the unemployment rate<sup>6</sup> among youth stood at 5.6 per cent in 2016, although a more critical factor is the share of young people who are employed but reliant on low-income, unprotected jobs. Almost all (93.2 per cent) of Malawi's young workers are in informal employment<sup>7</sup>. Harnessing Malawi's potential to become a regional exporter in agriculture is seen as an avenue for increasing employment as well as boosting economic growth.

The Government of Malawi is committed to strengthening the employable skills of the country's

2 Mussa, 2016.

3 National Statistical Office of Malawi, 2008.

4 ILO, 2015.

5 FinMark Trust, 2012.

6 Calculated using the international "strict" definition of unemployment.

7 Mussa, 2016.

Classroom-based  
(MoLYSMD, TEVETA)



Workplace-based  
(ECAM)

national study  
on skills for  
trade and  
economic

skills  
needs  
analysis

curriculum  
and training  
materials

pilot  
training of  
trainers

pilot training  
of young  
trainees

ASSESSMENT

INFORMAL  
ROUTE

Integration of curriculum  
*as is* to Informal Sector  
Programme of TEVETA

FORMAL  
ROUTE

Development of  
fully fledged, formal  
curriculum

Horticulture  
Oilseeds

Pilot  
(Horticulture)

Institutionalization

Figure 2. The Work-Integrated Learning (WiL) model and its implementation in Malawi

labour force. The Government's Growth and Development Strategy (MGDS) III points at the need to "create a pool of educated and skilled labour force that can meaningfully contribute to the socio-economic development of the country" if Malawi is to achieve its goal of becoming a middle-income economy by 2020<sup>8</sup>. The National Export Strategy (NES)<sup>9</sup> views skills development as a fundamental requirement for businesses to realize the growth and export potential of Malawi's economy.

Within this context, during the reporting period the ILO provided assistance to the Government and its social partners to address the country's skills development challenges. In line with the CPO described here, the ILO worked on two fronts. First, it contributed to developing and institutionalizing an approach that **provides new opportunities for acquiring those skills which are in demand**. An effective methodology for ensuring that skills training is relevant to employers' needs is **work-based learning**. This is founded on the premise that skills training that takes place partially within the workplace will produce learning outcomes that are more closely aligned with labour market competency requirements.

This background led to the formulation of an approach called **Work-Integrated Learning (WiL)**. The WiL approach was developed and implemented with the full involvement of all key stakeholders (including employers' and workers' organizations, Government ministries and training institutions). Together with these key stakeholders, the ILO formulated a curriculum introducing a value

chain-based learning approach for the horticulture industry. The WiL training methodology exposes learners to both workplace-based and classroom-based training. Figure 2 illustrates the model and defines the steps to its implementation.

The second area of focus for the ILO's work is called **Recognition of Prior Learning (RPL)**. An RPL system recognizes, validates and, if appropriate, certifies learning outcomes acquired in a variety of ways, including non-formal and informal ones, against standards used in formal education and training. RPL has a range of advantages, as outlined in figure 3. RPL is important for social inclusion, as not only does it provide a mechanism for workers to have their skills recognized in the labour market, it also provides a means for identifying gaps in individuals' informally learned skills so that they can be bridged. RPL is also important as a means for giving Malawians access to a significant number of skilled jobs for which employers currently have to recruit internationally because of the domestic shortage of qualified labour.

The Southern African Development Community (SADC) has developed regional RPL guidelines, which all member States have been requested to adapt to national contexts<sup>10</sup>. Although a system for recognizing prior learning has existed in Malawi for a while, it is not well articulated. More importantly, it is not currently applied across the country or across trades, indicating the need for a more systematically developed RPL system, and one that is nationally recognized. To this end, Malawi sought the support of the ILO to put in place a functional RPL framework, aligned with the SADC guidelines.

8 Government of Malawi, 2017.

9 Ministry of Industry and Trade of Malawi, 2012.

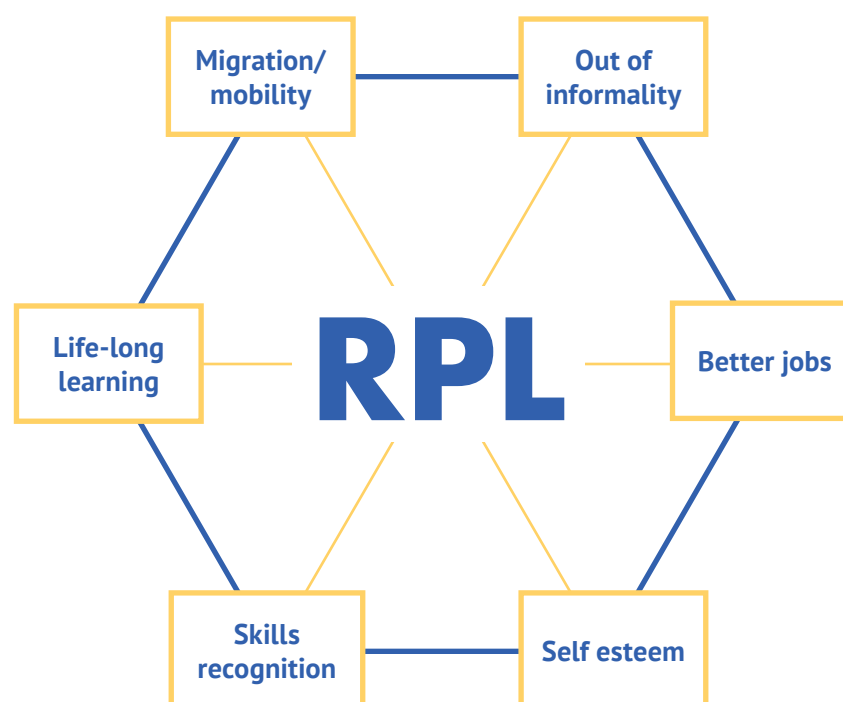
10 SADC, 2016.

## The partnership's contribution

The Norway–ILO partnership in Malawi has played a crucial role in both the areas of work

introducing new rounds of testing; and second, by institutionalizing it within Malawi's technical and

**Figure 3. The advantages of Recognition of Prior Learning (RPL)**



described above. Regarding WiL, the partnership has taken forward results achieved under an earlier partnership with the Swedish International Cooperation Agency (Sida). Within this context, in 2016 the ILO carried out a study on the international trade potential of key economic sectors, namely horticulture and oilseed production<sup>11</sup>. The WiL methodology was developed and piloted to implement the recommendations of that study, with a particular focus on the horticulture sector. The Norway–ILO partnership took WiL forward in two ways: first, by improving the methodology through

vocational education and training (TVET) system, thereby making the training available across the country for both formal and non-formal vocational education paths. With regard to RPL, the partnership has helped the country to understand the limitations of the current approach. It has assisted constituents with the development of national guidelines for RPL. The adoption process is ongoing and, once completed, the guidelines will improve the system for recognizing prior learning in Malawi by standardising processes across the country.

The following section describes the progress achieved in these two areas of work – WiL and RPL – in 2016–17. Work on both areas will continue into the biennium 2018–19.

<sup>11</sup> The study followed the Skills for Trade and Economic Diversification (STED) methodology (publication forthcoming).

## Description of results

In line with the model of intervention illustrated above, ILO's work on WiL and RPL under the partnership planned to achieve the following milestones:

#### **Revised WiL training implemented**

Before the establishment of the partnership in 2016, the ILO and partners ran a three-month WiL training pilot programme for youth and assessed its results. The assessment led to the development of an improved WiL model. One of the objectives of the partnership for 2016–17 was to run the programme once more, to allow partners to gain experience of managing the improved methodology while the ILO continued to provide technical support. Partners would subsequently run the programme entirely on their own.

#### **Formal process to institutionalize WIL started**

The development of the WiL methodology and related curricula was driven by national partners. Therefore, full institutionalization of WiL by Malawi's Technical, Entrepreneurial and Vocational Education and Training Authority (TEVETA) was among the milestones expected to be achieved with the support of the partnership in the country.

#### **National guidelines for the RPL system developed**

As mentioned above, support on developing the RPL guidelines was requested by the Government of Malawi, in response to the request from SADC. The partnership integrated this objective into its milestone of improving Malawi's existing but underperforming RPL practices and bringing them up to the new SADC-wide standards.

#### **New national RPL system piloted**

After the finalization of the national RPL guidelines, the ILO planned to facilitate the implementation of a skills recognition pilot, modelled on the guidelines. The pilot would focus on one occupation selected by stakeholders, and would include training of RPL assessors.

By the end of the PCA, all these milestones had been achieved.

Regarding the **implementation of a revised WiL programme**, the WiL model was enriched by inputs from representatives of the Ministry of Labour, Youth, Sports and Manpower Development (MoLYSMD), TEVETA, the Employers' Consultative Association of Malawi (ECAM), the Malawi

Congress of Trade Unions (MCTU) and many others. Recommendations emerging from these partners ranged from determining entry-level qualifications to providing accommodation for participants during the training. All of this evidence was taken into account to improve the WiL programme for horticulture.

During the period under review, TEVETA finalised a horticulture training manual and a set of WiL implementation guidelines, with technical guidance provided by the ILO. The roll-out of the revised WiL pilot was managed by TEVETA's three Regional Centres. Prior to the roll-out, the ILO supported a series of capacity-building programmes aimed at creating a pool of trainers, who would be the main contributors to horticulture curriculum development in the country. In addition to a strong technical component, covering horticulture-related subjects, the capacity-building programmes also included an orientation on the WiL approach, as well as work planning and results-based management. The capacity-building activities, part of which took place at a training farm in South Africa, have fully prepared the Regional Centres' key staff to implement the WiL training independently in the future.

The Regional Centres are now collaborating with ECAM to recruit the companies that will take part in the future rounds of training. The WiL orientation training has been implemented in phases, starting with the technical aspects, in which the trainers and mentors underwent training in South Africa. Some former students are liaising with the subregional and global projects to ensure the participation of Malawian candidates in the planned horticulture knowledge-exchange events.

**The institutionalization of the WiL model** has always been considered as a two-way process. Initially, WiL was conceived as a non-formal training approach. Subsequent consultations with national stakeholders determined that there should be two channels to institutionalization. The first is the *informal route*, which entails the integration of WiL into TEVETA's Informal Sector Programme, which also provides financial support. The second is the *formal route*, which involves developing WiL into a fully-fledged national curriculum. The need for a formal curriculum is prominent in the country, as Malawi did not have a nationally-owned certification system for horticulture when the partnership

became operational. Due to the lack of a Malawi-based option, colleges in the country were using a British-based certification system. That system was suddenly discontinued in 2017, leaving students unable to obtain certification at the end of their studies.

During the period of reference, TEVETA institutionalized WiL into the informal sector training system. This will ensure the sustainability of the programme, as well as better targeting. Through the Regional Centres, TEVETA is, for the first time, about to advertise and recruit students in a fully independent manner. With guidance from the ILO, TEVETA has also developed Level 1 of a formal horticultural production curriculum, based on the WiL model. This result is especially significant due to its timing. When the use of the British-based certification system was discontinued, a WiL curriculum was immediately introduced as a nationally-owned replacement. The 2018–19 phase of the partnership will take this work forward and provide assistance on the development of the subsequent curriculum levels.

**In terms of progress on RPL**, the ILO carried out a comprehensive review of skills recognition options in Malawi. The review included a comprehensive study on the status of the prevailing systems, methods and practices for recognizing prior learning in Malawi. Institutions currently responsible for skills recognition practices participated in carrying out the study, discussing its results and finalizing its content. This has created a common perspective on the urgency of establishing an effective RPL system. For example, the National Construction Council of Malawi and several construction companies have asked the Government, through TEVETA, to assess and certify their workers currently employed as artisans as skilled workers, to enable their promotion. The review also allowed institutions to come to a common understanding on the desired characteristics of an RPL system.

The review was accompanied by the preparation of guidelines for the development of an effective RPL system in Malawi. The guidelines detail the actions required to be taken by decision-makers, and by the Government in particular. They also describe the pathway to be followed by a typical RPL candidate. The guidelines were validated by stakeholders in April 2017 and subsequently adopted by the Department of TVET of the Ministry of Labour. The

gazetting process is ongoing.

National stakeholders identified *construction* as the sector in which to pilot the implementation of the new guidelines, and *bricklaying* as the specific occupation. In preparation for the pilot implementation of an RPL programme, the partnership supported a study tour by relevant stakeholders to Tanzania, to enable them to learn from that country's good practice in rolling out RPL programmes. The sharing of knowledge and good practice across countries is one of the advantages of the cross-country coordination and technical backstopping functions of the ILO. Once adapted to the Malawi context, insights captured during the study tour provided valuable inputs to the preparation of an assessors' guide, a procedure manual and application forms for candidates. The ILO facilitated the delivery of training for assessors and facilitators, followed by the fully-fledged pilot RPL assessment. The lead implementing agency on this work is the National Trade Testing Service (NTTS).

## Performance Indicators

	Achievement rate by end of programme (%)
<b>Output indicators</b>	
WiL training materials finalized	100
60 young women and men trained using WiL programme (50% women)	113
Level 1 Horticulture curriculum developed for TVET system	100
10 mentors and lecturers trained in WiL and TVET strategies	100
20 officials trained on Results-Based Monitoring system	100
An RPL programme designed and related assessment standards developed	100
Skills of 50 apprentices and workers in the informal economy assessed under RPL	100
An RPL policy and implementation plan submitted for adoption	100
15 RPL Assessors trained	100
<b>Outcome indicators</b>	
Quality WiL skills development strategy integrated into the TVET system	100
Constituents' capacity to advocate for demand-responsive training enhanced	100
National RPL guidelines adopted	100
Process of recognizing prior learning in Malawi systematized and aligned to the SADC RPL approach	100

Note: Rates above 100 indicate achievement beyond the set target

## Lessons learned

Under both the WiL and RPL components of the work in Malawi, the institutional arrangements that had tripartite leadership proved to be the most successful. Both the WiL and RPL are new areas of ILO engagement in the country. The project's evaluation pointed to the introduction of innovation as one of the strengths of the work done by the ILO under the partnership with Norway. However, innovation requires substantive and continued capacity-building work. By the end of the period

under review, it was apparent that the project had not had sufficient time to fully address the capacity-building work required for national institutions to take on WiL and RPL in sectors and occupations other than those addressed under the partnership. The expansion of these programmes to more sectors and regions of the country will require additional assistance. For this reason, the ILO has included Malawi among the target countries of the 2018–19 phase of the Norway–ILO partnership.

## Story from the field

**Samson Nthambo had just graduated from secondary education when he lost both his parents and was left with the task of providing for his younger siblings. The opportunity to enrol in the WiL programme in horticulture came when he thought he would never find decent employment. Today, he has a stable job as a fruit and vegetable assistant.**

Samson Nthambo graduated with a Malawi Schools Certificate of Education (MSCE) in 2013. He lost both his parents shortly after. Being the eldest brother, he suddenly became the only source of subsistence for his two younger siblings, who were still in school. However, he could not secure a decent job with his MSCE. As a result, Samson was forced to do all sorts of casual jobs just to support his siblings, while watching his hopes for decent employment vanish as he did not possess the skills demanded by industry.

When Malawi's TEVETA advertised a WiL training programme in horticulture in July 2017, Samson applied. His application was accepted and soon the training started.

"I soon realised that the course was very suitable for my situation as it was short and flexible, enabling me to operate from home and take care of my little brother and sister. I participated in the theoretical and practical lessons", explains Samson,

"and graduated in December, 2017. As part of my training I was attached to a branch of a renowned supermarket chain as a fruit and vegetable assistant. The knowledge gained from the course enabled me to outperform some of the permanent staff. Therefore, it came as no surprise that in January 2018, the supermarket offered me a permanent job as a fruit and vegetable assistant."

Samson is able to support himself and his siblings and can afford to live in nice accommodation. He is also planning to set up his own small farm to supply Shoprite supermarkets with quality vegetables and is looking into hiring two to three people to help him.

"The training has been a turning point in my life. I had no idea of how I could attend training after secondary school to enhance my employability. I really thank ILO and TEVETA for allowing me to go through the WiL training programme. I am now an independent young man, full of energies to make sound economic, political and social contribution to the world of work."



Samson Nthambo



**“The training has  
been a turning point  
in my life.”**

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# Mozambique

## Decent Work Country Programme Outcome MOZ 102

Enhanced vocational training for increased employability of the target groups

## P&B measurement indicator

1.2: Member States have taken targeted action on decent jobs and skills for young women and men through the development and implementation of multi-pronged policies and programmes

## Country context and ILO support

Mozambique's economy has experienced sustained growth for several years, but the rate of growth has recently decelerated, falling in 2016 to the lowest rate since 2009. Real growth slowed down further between 2016 and 2017, to 3.7 per cent, and is expected to remain flat in the medium term<sup>12</sup>. The country's extractive industry sector has been hit by falling commodity prices. Manufacturing growth has decelerated and the performance of the service sector has declined<sup>13</sup>. In contrast, agriculture remains a driver of growth, accounting for a quarter of GDP and employing most of the country's labour force. However, robust growth in this sector is at risk, given the predominance of low-productivity subsistence farming and the lack of technology and adequate investment. In 2015, a drought related to the effects of El Niño severely damaged crops. Local food prices increased in the same year, while the depreciation of the metical against the South African rand caused a rise in the cost of food imports<sup>14</sup>. In a country where more than half of the population are estimated to live below the poverty line, these issues quickly translate into a dangerous food security issue.

Poverty levels remained stable even during

12 World Bank, "Mozambique Overview". Available at: <http://www.worldbank.org/en/country/mozambique/overview>

13 World Bank, 2016.

14 Almeida Santos et al., 2016.

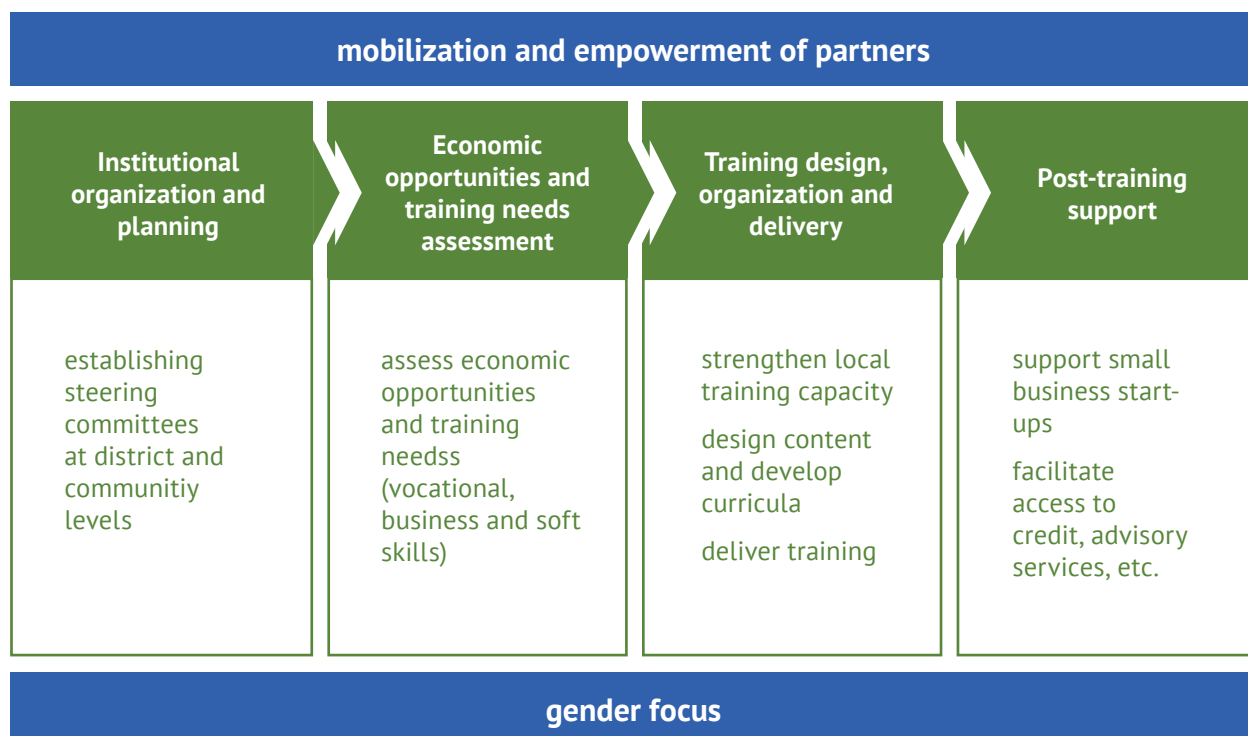
the years characterized by sustained economic growth<sup>15</sup>. In 2014, Mozambique ranked 180 out of 188 countries on the United Nations Development Programme (UNDP) Human Development Index. Child and maternal health present widespread challenges. As many as 43 per cent of children are affected by chronic malnourishment<sup>16</sup>. The level of illiteracy among the youth and adult population is one of the highest in the world. The low literacy rate for women, at just 45.4 per cent (compared with 73.3 per cent for men), also means that women are disadvantaged relative to men<sup>17</sup>.

The discovery of valuable natural resources and significant inflows of foreign direct investment raised expectations that the country's development challenges could find a relatively quick solution. However, issues such as the low quality of education available and the lack of employable skills among young people make it hard for the economy to accomplish structural transformation, away from low-productivity subsistence agriculture – a situation that is currently of critical concern. The private sector creates fewer than 18,000 jobs per year, which is wholly inadequate to absorb the average of 300,000 new labour market entrants. Young people's transitions to the labour market mainly end in the constellation of micro and small enterprises, which constitute the bulk of private

15 Republic of Mozambique, 2011.

16 Almeida Santos et al., 2016.

17 UNESCO, 2015.



**Figure 4. The TREE methodology**

sector employment in the country.

The case of Cabo Delgado Province provides an illustrative example. The discovery of large reserves of natural gas failed to deliver the developmental impact initially anticipated by the local communities. Skills levels in the province remain low. The myriad small businesses in the area lack the capacity to supply the large foreign-funded projects and remain unconnected to the rest of the country's value chains. These businesses are often too small to emerge from a vicious cycle of low productivity, low revenue and low investment.

For these reasons, promoting decent work and strengthening human capital are at the heart of the national agenda. Mozambique's Five Year Plan (2015–2019)<sup>18</sup> and the National Development Strategy (2015–2035)<sup>19</sup> make the creation of decent employment opportunities one of the top strategic and developmental priorities for the country. In order to create more decent employment, government plans identify skills development

and investment in Mozambique's young people as critical challenges that the country needs to address urgently. The Ministry of Labour has called on the ILO to assist in the area of skills development. In particular, it has requested that the ILO focuses on small, rural communities around centres of the extractive industry, with the objective of strengthening their human capital and paving the way for greater economic integration.

Working with rural communities in this context requires a flexible methodology that can be adapted to a vulnerable context. The rural communities that the ILO was to target live in geographic and economic isolation. The country's infrastructure is weak and the rural communities' physical distance from urban centres means that most educational opportunities are out of reach. The ILO's programmes were to be implemented in communities where more than 70 per cent of trainees have not completed primary level schooling, and where as many as 53 per cent do not know how to read or write. Economic development is struggling to reach these areas, which are characterized by poverty levels above the

18 Governo de Moçambique, 2015.

19 República de Moçambique, 2014.

national average and a critical lack of employment opportunities. Implementing the partnership's work plan in this context requires careful consideration of the local constraints. Training capacity, for instance, was not available in the communities at the beginning of the partnership's operations. It had to be built, and in a way that would fit the local context. The end beneficiaries themselves, young people within the rural communities, have very low levels of numeracy and literacy, and often speak only local languages.

In response to this context, the ILO implemented the Training for Rural Economic Empowerment (TREE) methodology in six communities<sup>20</sup> of the

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20 The communities are: Milamba, Katapua, Namanhumbire (Nanhupo A and B, Nanune), Palma and Kionga. They are located across the dis-

## The partnership's contribution

The Norway–ILO partnership was a main driver of the TREE programmes in Cabo Delgado Province. The partnership came into being after the foundations of effective TREE programmes had been laid, so its role was to make the subsequent operational steps possible. The institutional structure of TREE steering committees was in place, down to the community level. Target communities had been selected. An assessment of economic opportunities within the selected communities had been completed, led by the National Institute of Employment and Vocational Training (INEFP) and with the active participation of the Provincial Delegation of Agriculture of Cabo Delgado (DPASA). In line with the participatory TREE approach, all relevant stakeholders<sup>21</sup> contributed to the

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21 These included: representatives of district governments, community leaders, the provincial representation of the INEFP, the Bilibiza Agrarian Institute of Cabo Delgado (IABIL), and

## Description of results

The milestones of the ILO's work on TREE under the partnership for the biennium were the following:

### Local training capacity strengthened

Cabo Delgado Province. Figure 4 illustrates the main components of TREE, which is designed to promote skills development and the economic empowerment of the rural poor. One of the strengths of this approach is that the beneficiaries are entire communities. They receive **socio-economic** and **skills need assessments**, **vocational** and **soft skills training** and **business training**, in addition to **post-training support**. A network of social partner organizations, training institutions and other partners work with the district and communities' **steering committees** to define training objectives, identify methodologies and monitor activity progress. The ILO plays a catalytic and advisory role, with the aim of **empowering partners** to implement the methodology independently in the future.

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tricts of Chiúre, Montepuez and Palma in the Cabo Delgado Province.

assessment. The study identified three main areas for potential business opportunities: *horticulture*, *poultry farming* and *green technologies* (such as photovoltaic renewable energy, composting and irrigation techniques). In addition, the study recommended the provision of training on *nutrition and food safety*, particularly for women and mothers in the communities.

Given this background, the focus of the partnership was on designing and implementing the actual training programmes and organizing post-training support. These aims required a multitude of coordinated steps to identify partners and strengthen their capacity. The fact that the partnership benefitted from a foundation of ongoing work paved the way for successful results.

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the rural communities themselves – with representatives from women, youth, entrepreneurs and others.

In the communities targeted by the partnership, training capacity is usually either weak or entirely lacking. If the end goal is to provide young people in these communities with technical skills, the initial

task will be to establish a pool of capable trainers. Within the framework of the partnership, the ILO planned to identify organizations which are best placed to help create the requisite training capacity, such as vocational and business development institutes. First, the ILO would support these organizations in strengthening their own training capacity, particularly on the TREE methodology. It would then be the role of these organizations to enhance the technical capacity of trainers within the communities.

### Training programmes developed and implemented

As explained above, an initial assessment carried out in the target communities before the Norway–ILO partnership became operational identified areas of potential business opportunities. In line with the TREE methodology, each of these areas has been translated into a training programme. The ILO planned to work with implementing partners to design technical curricula on *horticulture*, *poultry farming* and *green technologies* to augment the existing small-scale farming industry. Soft skills training will complement the technical programmes, in particular providing guidance on nutrition and food security based on farm produce. Finally, business training will help communities to market the output of their newly acquired skills in horticulture and poultry farming.

By the end of the reporting period, all these milestones had been achieved.

Regarding **capacity building**, one of the first steps the ILO undertook was to support the creation of training capacity within the communities. Given the context described above, it was decided that TREE programme implementation would rely on *Mestres* (masters), experienced craftsmen and entrepreneurs from the rural communities, who would take up the role of community skills trainers. The process of building the capacity of *Mestres* to become trainers had to be undertaken using non-formal learning approaches led by professionals who were flexible enough to adapt their training practices to their audience. Therefore, the training staff of the Bilibiza Agrarian Institute of Cabo Delgado (IABIL) were enrolled in a basic pedagogical skills course, delivered at the training sites and communities, to equip them with techniques that would make their teaching more easily received by the *Mestres*.

In addition to strengthening the capacity of IABIL's

staff, during the period under review the ILO reached members of the Provincial Direction of Agriculture and Food Security (PDAFS) and PDAFS's arms at district level, as well as technical staff in the district-level representatives of various government arms. A total of 264 staff were trained and certified in several areas. Because one of the strengths of the TREE methodology is its comprehensive approach, which covers many aspects of the economic and social lives of communities, the training included a wide selection of subjects. Examples are: TREE methodology and curriculum design, gender issues in skills training, HIV and AIDS awareness and prevention, creation and management of small business in the rural communities, and green technologies (focused on rapid composting processes).

The ILO also assisted implementing partners in the development of the training programmes for the communities that these partners would then go on to implement. The programmes included a horticulture training course (consisting of training curriculum, detailed training plans and guidance manuals for trainers), including a specific programme to address the most rapid process of composting. Another output was a poultry farming programme, equally complete with training curriculum, detailed training plans and a guidance manual for trainers. Finally, materials on food security and nutrition were developed, to support the training sessions.

Once the capacity of the partners had been strengthened, the partnership supported an **extensive roll-out of TREE programmes** in the target communities. Training sessions were concluded in all six communities, and 300 trainees were certified (160 in horticulture and 140 in poultry farming). In total, 45 per cent of trainees were women. In addition, 150 women benefitted from additional training in food security and nutrition, as well as in diet improvement. The women selected as trainees were chosen as they represented "mothers of reference" in their communities, or guiding figures who traditionally have considerable influential power on family matters in their communities.

The characteristics of the training programmes made them easily accessible to the most disadvantaged groups. As much as 85 per cent of the training was practical, and overall it required minimal literacy and numeracy abilities. The

programmes' schedules were designed to leave sufficient time for the trainees to carry out their productive activities while enrolled, because the poverty levels in the communities meant that beneficiaries would not be able to interrupt their subsistence occupations.

By the end of the period under review, almost all trainees had undertaken a business project in either horticulture and poultry as a consequence of acquiring new skills through the training. In particular, 12 cooperative producer associations were formed. These projects were strongly encouraged by local partners and benefitted from ongoing support from IABIL, PDAFS and district-level government institutions. Their assistance included facilitating procedures of formalization, as well as providing continued technical support on poultry farming and horticulture when needed. The cooperative associations are being established as legal entities, and the final evaluation of the partnership has reported that the associations are already having a positive effect on collective production and income generation. For example,

among aviculture producers, the aviary groups in Chiure and Palma districts had all generated additional income and were progressively increasing their cash reserves, according to IABIL.

In addition to these results, at the end of the reporting period a significant degree of institutionalization was visible on the ground. Governments of all districts targeted by the partnership had expressed a commitment to formalizing their assistance to the expansion of TREE by integrating it into their District Economic and Social Development Plans. The main project partners, namely IABIL and PDAFS, applied their newly-strengthened capacity due to the TREE methodology to other programmes. For example, IABIL is applying TREE on a training initiative in two different districts. The organization is also influencing NGOs towards further adoption of the TREE methodology. For instance, a current partnership between IABIL and the Aga Khan Foundation that is implementing training in five districts for five years is using the TREE methodology.

### About this project: You should really know that...

Cabo Delgado has the lowest female literacy rate and highest early pregnancy rate in Mozambique. Gender-based stereotypes, determined by a traditional separation of roles between women and men, often dominate social structures. In this context, the partnership helped unemployed and underemployed young women from rural communities to acquire the skills needed to obtain decent work, work that is productive and delivers a fair income. The ILO also set a gender equity target of 50 per cent, which was a challenging target given the context.

The design and implementation of TREE programmes at district and community levels was guided by district steering committees. Given the gender context, the ILO paid particular attention to the inclusiveness of the committees. Members of steering communities became engaged in community mobilization to try to ensure the equal participation of women and men in the TREE programmes. The ILO, together with implementing partners, developed a gender analysis to identify existing barriers faced by women. The analysis also sought stakeholders' views on what approach to gender inclusion the programmes should adopt in the communities.

To further secure female participation, some women who were older than the targeted age group were enrolled. The inclusion of older women was recommended by local authorities as a way of encouraging younger women. Some of the older women trained would also be able to train younger community members themselves.

As a consequence of these measures, some of the most encouraging results of the TREE programmes were in the area of gender inclusion. The programmes did not achieve the 50 per cent female share target, but they came close, at 45 per cent. Perhaps more importantly, in a context where at the beginning of the programme women refused to be trained by other women, by the end of the period under review, female *Mestres* were fully accepted by both male and female trainees.

## Performance indicators

	Achievement rate by end of programme (%)
<b>Output indicators</b>	
50 TVET trainers and 100 persons from direct recipients (policy-makers, curricula developers) trained	220
A study tour and 2 workshops to share experiences on implementation of TREE programmes conducted	100
5 training programmes and curricula designed/revised	120
250 young women and men enrolled in the programme and 230 certified	222
5 training manuals and other pedagogical supports developed and provided to the beneficiaries	160
2 specific instruments to develop gender skill-gap analysis and a guide to assess green jobs in the selected rural communities developed and provided to the beneficiaries	100
At least 75% of the key players participate in knowledge-sharing events	100
<b>Outcome indicators</b>	
Training agencies identify livelihood improvement opportunities and training needs in the rural communities of Cabo Delgado using the TREE methodology	100
Training agencies design and develop training geared to the diagnosed needs of the rural and informal economy	100

Note: Rates above 100 indicate achievement beyond the set target

## Lessons learned

The ILO adopted an implementation structure that was designed to empower communities and local governments. The decision-making power for project execution at all stages of implementation lay with the district-level government and with community committees. Given the inclusiveness of the committees, partners involved at times felt that decision-making processes were rather time-consuming. However, and despite these challenges,

experience showed that this governance structure had a positive impact on the empowerment of disadvantaged groups. The committees included representation for several disadvantaged groups, including people with disabilities, women and youth, who were given voice to influence the management of the TREE intervention. As mentioned above, this approach led to positive change, especially in female empowerment.

## Story from the field

**When Rosita José applied to the TREE programme in Montepuez, her husband did not support her. Yet, her determination and enthusiasm for the programme led her to become one of the most influential trainees in her community. The family farm has benefitted from the training, and her husband is now fully supportive of her starting a horticulture cooperative.**

Rosita José is a resident of Montepuez District. A mother of four, she is one of the beneficiaries of the horticulture training course run under the Norway–ILO partnership. Rosita is very dynamic woman, highly motivated and engaged in the TREE programme. In 2016, she received information about the TREE training opportunity and immediately applied to the local government, despite the fact that she did not have the support of her husband in this endeavour.

Rosita's motivation and enthusiasm earned her a place in the programme. Her application was accepted, and she was seen as an influential female figure, beneficial to the whole programme because of her ability to encourage other women to participate. In November of the same year the training started.

"I participated in the theoretical and practical lessons," explains Rosita, "and graduated in January 2017.

After that, together with the group of 25 trainees of which I am member, we started practical activities by opening a farm. Our *Mestre* was very supportive. From the beginning, we started with production of lettuce and tomato."

When Rosita saw the results of horticultural

production in this cooperative association, she decided to influence her husband on their household farm. She decided to improve the techniques of production they were using, looking for the soil conditions recommended for horticulture and addressing composting issues, among others.

"This is the most important story of my life because at the beginning my husband was not convinced about me taking up a job. Today, he's feeling happy with the results achieved in our own farm. He's now encouraging me to continue in the cooperative association." This change has influenced other farmers' views on gender roles, as Rosita is now assisting several people from her community on how to improve their horticultural production.

"Today, I have a very beautiful farm, which is used by local leaders as an example of horticultural production. If there will be another cycle of training offered, I'll apply as a *Mestre*, because I'm feeling confident I can train youth in horticultural production."





Rosita José

**“This is the most important story of my life.”**

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# Tanzania

## Decent Work Country Programme Outcome TZA 103

Improved skills development strategies for employability

### P&B measurement indicator

1.2: Member States have taken targeted action on decent jobs and skills for young women and men through the development and implementation of multi-pronged policies and programmes

## Country context and ILO support

Over the past decade, Tanzania has experienced relatively strong economic growth (6–7 per cent per year)<sup>22</sup>. However, poverty levels have declined only moderately<sup>23</sup>. Economic growth has been driven by the capital-intensive sectors, such as financial services. The labour-intensive sectors have been growing at a slower pace, constrained as they are by a shortage of employable skills among the labour force.

The Government's latest National Strategy for Growth and Reduction of Poverty (MKUKUTA II)<sup>24</sup> emphasizes this issue, with particular reference to youth. Among young people aged 15–29 years, 38.2 per cent have attained no higher than primary education. Only 8.9 per cent have completed a vocational degree and as few as 1.1 per cent hold a university or post-graduate degree<sup>25</sup>. As a result, Tanzania's youth experience difficult transitions from school to work and often face long spells of unemployment (21 months on average). If Tanzania is to reach its goal of becoming a middle-income country by 2025, as indicated in the development plan<sup>26</sup>, addressing the challenge of skills supply is of paramount importance. Skills shortages are

especially critical in the priority sectors identified by the MKUKUTA II, among which tourism (especially on Zanzibar) and manufacturing feature prominently.

The root causes of the inadequate supply of skills within the labour force are systemic. The Government, together with representatives of employers and workers, points to evidence of weak governance within the existing skills development system. Another cause of poor performance by skills programmes is the system's inefficient linkages to the labour market. To address these challenges, the ILO is providing assistance to Tanzanian constituents within the context of the CPO discussed here. The objective is to address the existing systemic shortcomings and establish effective strategies for skills development in the country.

In particular, one specific area in which constituents have requested ILO assistance is in establishing quality apprenticeships. This form of work-based learning combines on-the-job training and school-based education. An apprenticeship is based on a contract that regulates the roles and responsibilities of the parties involved, and leads to a formal qualification that is recognized in the labour market. Given the combination of school-based and workplace-based training, an apprenticeship system requires strong linkages and coordination between vocational institutions and employers. Therefore, building a system of effective apprenticeships can help the country strengthen its institutional system of skills development. Most importantly, the country's young people will have the opportunity to improve their labour market transitions, because

22 World Bank, "Tanzania Overview". Available at: <http://www.worldbank.org/en/country/tanzania/overview>

23 ILO, 2013.

24 Government of Tanzania, 2010.

25 Shamchiyeva et al., 2014.

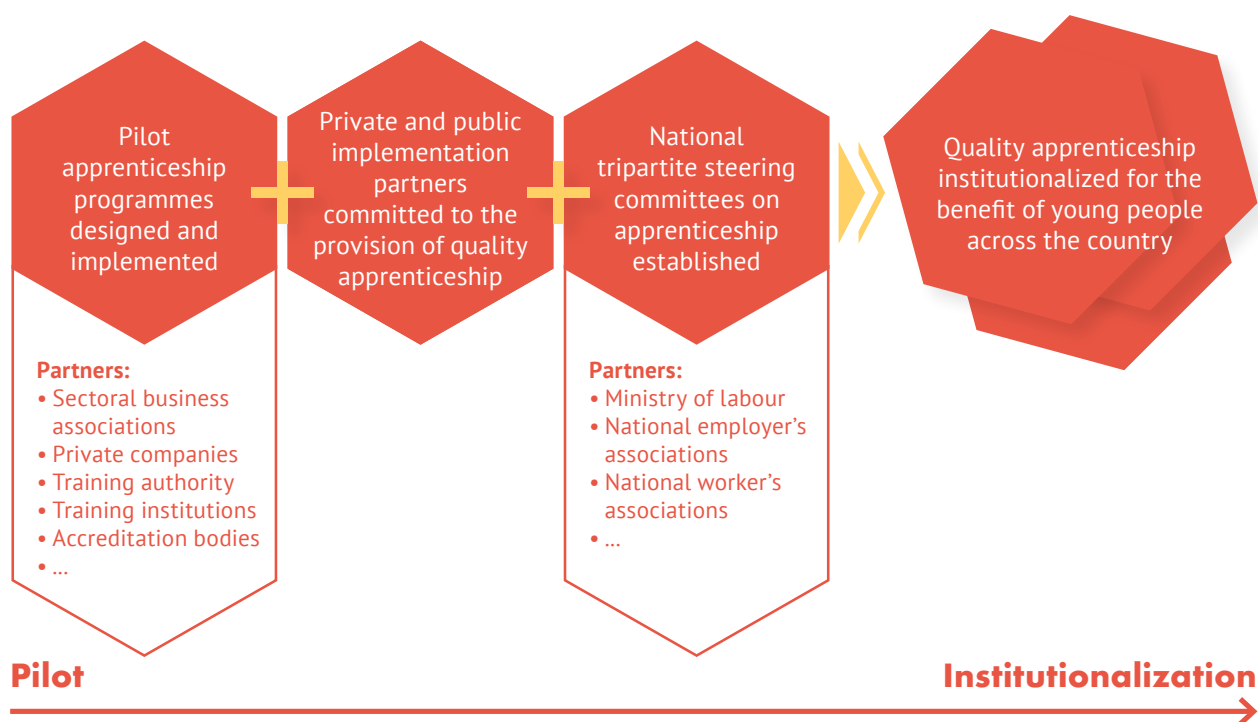
26 Government of Tanzania, 2015.

they will acquire employable skills directly within the workplace.

Figure 5 summarizes the logic of the ILO's provision of assistance to establish an efficient system of apprenticeships in the country. First, relevant private (sectoral) and public institutions select priority sectors and occupations and lead the development of apprenticeship curricula on the basis of current skills gaps. These curricula are formally accredited by national training authorities, and therefore they form an official part of the country's technical and

vocational education system. Pilot programmes are then implemented, during which the institutions involved are able to appreciate the benefits of quality apprenticeships. Meanwhile, the ILO provides assistance on establishing or (depending on need) strengthening national-level tripartite steering bodies, which support the institutionalization of apprenticeships. Eventually, a countrywide apprenticeship framework is developed. This will institutionalize the apprenticeship system across the country and across sectors and regulate governance and funding issues.

**Figure 5. Model of intervention to develop quality apprenticeship system in Tanzania**



### The partnership's contribution

The Norway–ILO partnership for 2016–17 played an important role within this intervention model. An initial pilot of the quality apprenticeship model was completed before the Norway–ILO partnership came into being. Thanks to the partnership, the ILO was able to step up assistance to constituents in pilot-testing quality apprenticeship extensively in the tourism and hospitality sector, and particularly

in the hotel operations occupation. This work was accompanied by capacity building for constituents and implementing partners at all institutional levels. The momentum that ensued was instrumental to the finalization of National Apprenticeship Guidelines, and to their launch by the Prime Minister, H.E. Majaliwa Kassim Majaliwa, in September 2017.

In addition to the work on formal apprenticeships,



H.E. Majaliwa Kassim Majaliwa launches the National Apprenticeship Guidelines at an official ceremony, congratulated by the ILO's Country Director for Tanzania

the partnership gave the ILO the opportunity to bring forward its work on Recognition of Prior Learning (RPL) in Tanzania, which focuses on skills acquired through all forms of learning, including

non-formal and informal learning. Its objective is to support the Government in defining competency standards for specific occupations, against which existing assessment bodies will assess applicants.

## Description of results

In line with the model of intervention illustrated in figure 5, the milestones planned for the 2016–17 biennium under the partnership were as follows:

### Piloting phase expanded

The initial pilot targeted the hotel operations occupation in one location on mainland Tanzania. Under the partnership, the ILO planned to upgrade the apprenticeship programme based on lessons learned from the initial pilot, and to expand the pilot area to include new geographic areas on both mainland Tanzania and Zanzibar.

### Apprenticeship programme implementation capacity strengthened

The ILO planned on enrolling national partners in capacity building, to provide support not only on the design of apprenticeship policy and programmes, but also on the delivery of such programmes. Partners would therefore include members of constituent institutions, as well as of businesses and technical colleges responsible for teaching young apprentices.

### National tripartite committees established

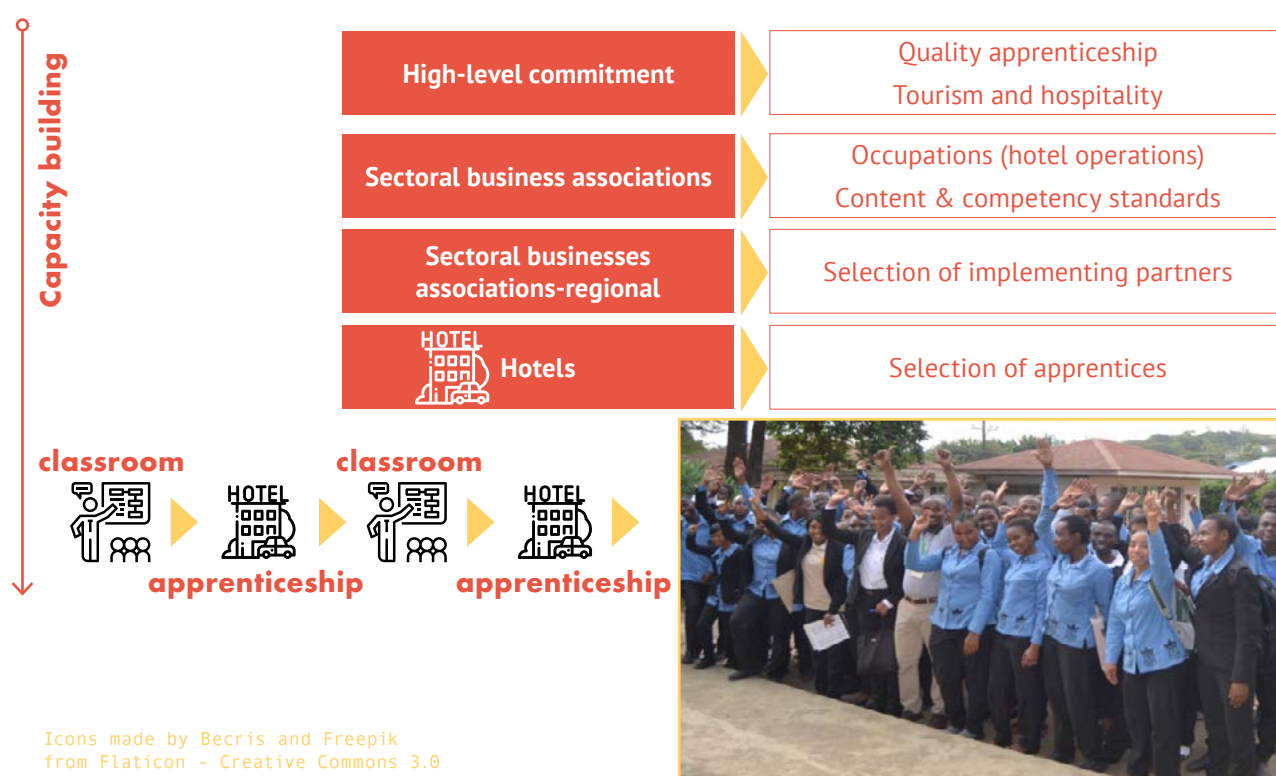
Both on mainland Tanzania and on Zanzibar, the ILO planned to work with its national constituents to establish tripartite steering committees which would coordinate the institutionalization of apprenticeship at the national level.

By the end of the reporting period, all these milestones were achieved.

The ILO worked at all institutional levels, from supporting national partners at the overarching

policy level, to supporting local technical colleges and hotels in the implementation of apprenticeship programmes. Partners all along the institutional chain, as illustrated in Figure 6, received technical and capacity-building support.

**Figure 6. Quality apprenticeships: institutional chain and roles**



**Pilot activities expanded to both mainland Tanzania and Zanzibar, and included a growing number of partner businesses.** By the end of the reporting period, 156 apprentices had been enrolled in certified quality apprenticeship programmes in *hotel operations*, across three college campuses, both in mainland Tanzania (in peri-urban Dar es Salaam and in Arusha) and on Zanzibar. The support provided by the project, including institutional coordination and capacity building, generated momentum and created new and beneficial institutional and organizational linkages. These contributed to expanding support to the apprenticeship programmes. New businesses kept joining the programme throughout its implementation. By the end of the reporting period, 56 hotels had signed up for apprenticeships.

In addition, the partnership provided support for

the revision of five additional curricula, namely *tour guide, carpentry and joinery, plumbing and pipe fitting, masonry and bricklaying* and *painting and signwriting*. Curricula in these occupations were upgraded by the Vocational Education and Training Authority (VETA) into apprenticeship curricula, of an average duration of three years each. They will be implemented through government funding, for which VETA has applied.

In Zanzibar in particular, the success of the apprenticeship pilot has led to a request to institutionalize the quality apprenticeship programme and set up similar programmes for other occupations. The ILO will therefore continue to provide support to constituents in Zanzibar towards these objectives.

**Regarding capacity building**, under the partnership the ILO directly reached more than 650 stakeholders. They were targeted with a mixture of awareness-raising and capacity-building initiatives, including tailored-made presentations and meetings, fully-fledged training workshops, and learning-by-doing made possible by the pilot programmes. The stakeholders reached included government officials from mainland Tanzania and Zanzibar, employers' organizations at national and sectoral levels, workers' organizations, as well as industry trainers and college teachers. Thousands more stakeholders were reached through media campaigns. As a result, support to apprenticeship programmes expanded throughout the reporting period, culminating with the adoption of National Apprenticeship guidelines for mainland Tanzania and a request for ILO support on policy development for Zanzibar.

**Apprenticeship committees** were established both in mainland Tanzania and on Zanzibar. The role of the committees is to guide the development and expansion of apprenticeship programmes and to address any broad issues that might affect their adoption by the community at large. The committees' role also includes advising the government ministry in charge of employment on all matters pertaining to apprenticeship programmes, thereby acting as a bridge between government

and the programmes themselves. For example, on Zanzibar the committee was instrumental in advising on any inclusion issues, and on ensuring that the apprenticeship programmes are known and promoted to all local government offices. It also addressed the apprenticeship contract, by asking that apprenticeship allowances be exempt from any taxation. The committee on Zanzibar is chaired by the Principal Secretary for the ministry responsible for labour, and other members include representatives from employers' and workers' organizations, as well as key TVET institutions. In mainland Tanzania, the establishment of a committee is articulated by the National Apprenticeship Guidelines adopted by the Government. This committee is co-chaired by the ministry responsible for labour and employment and by the national employers' organization. Other members include the workers' organizations, as well as the major TVET institutions.

### About this project: You should really know that...

The ILO brought together industry practitioners and training institutions to discuss and jointly design the hotel operations apprenticeship programme. Each partner had a role in determining the details of the programme. For example, during the programme development phase, members of the hotel business association and training institutions formed a committee.

To ensure that graduates have a complete understanding of how each of the main hotel departments works, and how departments relate to each other, the committee agreed that the hotel operations programme should be rotational in nature. The committee also agreed to devote the final year of the programme to a specialization. It also proposed and adopted criteria for the enrolment of apprentices. The recruitment of apprentices involves hotel representatives, who apply the agreed criteria.

Finally, through joint reviews of the programme, hotels had the opportunity to learn what technical colleges offer in terms of competencies, and what they lack, and can provide feedback to make sure the training provided meets the real labour market needs. Similarly, colleges have the opportunity to prepare hotel supervisors for the requirements of training an apprentice. If this partnership is sustained, it will make training more relevant and reduce skills mismatches, to the benefit of all the partners and, most importantly, the young people themselves.

## Performance indicators

	Achievement rate by end of programme (%)
<b>Output indicators</b>	
5 priority occupations for piloting gender-equal formal apprenticeship programmes selected and agreed by stakeholders	100
Signed model memorandum of understanding between companies/sector/business associations and TVET institutions on quality apprenticeship programmes	100
Curricula for apprenticeship programmes developed/revised	100
Capacity of 30 TVET trainers built on implementing formal apprenticeship programmes	100
120 persons from constituents and other partners are trained to support implementation of formal apprenticeship programmes	170
3 colleges provided with new/improved gender-responsive TVET teaching and/or learning materials/tools to facilitate implementation of quality apprenticeship programmes	100
50 youths enrolled and supported in quality apprenticeship programmes (30% females)	330
<b>Outcome indicators</b>	
A gender-equal formal apprenticeship programme launched in partnership with government, employers and a training institution	100
A national tripartite apprenticeship committee established	100
A gender-responsive national framework for formal apprenticeship developed and validated	100

Note: Rates above 100 indicate achievement beyond the set target

## Lessons learned

The governance of skills development has been the partnership's greatest source of success, but it has also been the most challenging element of

the partnership's work. The capacity of Tanzania's institutions to contribute to skills development is weak. One reason for this is that employers

and training institutions simply do not have a habit of working together. Yet, facilitating such a partnership between key institutions for skills development governance led to wide and growing support for the apprenticeship model. It also led to the development of a programme that meets the needs of employers. This experience shows that, for the ILO to effectively support the nation-

wide institutionalization and implementation of apprenticeship programmes, further and wider capacity building is required, especially involving employers' and workers' organizations and sectoral business associations. This will be a focus of the 2018–19 phase of the Norway–ILO partnership in the country.

## Story from the field

**When Said Musa Selemani graduated from college with a certificate in procurement, he looked forward to finding a good job. But that was not to be the case, and he ended up working as a casual labourer and was lucky to find work. Now, thanks to an ILO-supported apprenticeship programme in Dar es Salaam, Said is looking forward to a satisfying and well-paying job with a bright future.**

Said Musa Selemani, a 23-year-old living in Dar es Salaam, had a solid resume: a certificate in procurement from a college. The only problem was that, despite his academic accomplishment, he could not find a job. Finally, after years of futile searching, he gave up and went to work alongside his father as a casual construction worker. Sometimes, he was lucky to find work at all.

Then Said's luck changed.

"Many young people coming from poor families get frustrated in life because of lack of opportunities to get relevant skills and a meaningful fulfilling Job," says Said.

When the opportunity to participate in an apprenticeship programme in a hotel was advertised, he jumped at the chance and successfully passed the interview. Said enrolled in a programme that placed him in a five-star hotel, the Ramada Hotel and Resort, for training.

Said admits that he never thought that a hotel kitchen was a highly organized place and that working there would require professional skills. Coming from one of the most densely populated areas of Dar es Salaam, he had never set foot in a five-star hotel.

"I didn't know that working in hotel required professional skills, but now after getting the opportunity to train through this programme, as an apprentice, working and training at Ramada, my

hopes are very high," he said. "I am receiving very good guidance and support from the supervisors here. I now know if I put in hard work and more effort, I stand a better chance of getting employed here at this hotel."

Said is learning about food production and is among the 156 young women and men who joined the programme with support from the ILO project (insert name of the project). The Ramada Hotel and Resort is among the top hotels, with service that adheres to international standards and a globally recognized brand. It is also among a number of hotels that are partnering with the National College of Tourism in Tanzania to implement certified apprenticeship programmes. Moreover, it is considered among the best practice hotels in the programme, providing full support to apprentices and following the highest standards of quality.

Today, Said and three of his colleagues are enthusiastic about completing their training in June of this year. They are also looking forward a quick job placement, hopefully at the hotel where they trained.

"This approach to training is very practical," he says. "You relate to everything you learn. Formerly, my studies were abstract and I think that is the reason I was unable to get a job. But here, I am already mastering many skills."





Said Musa Selemani

**“This approach to training is very practical. You relate to everything you learn.”**

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# Uganda



## Decent Work Country Programme Outcome UGA 126

Employment and particularly youth employment issues are at the centre of national development policies

## P&B measurement indicator

1.2: Member States have taken targeted action on decent jobs and skills for young women and men through the development and implementation of multi-pronged policies and programmes

## Country context and ILO support

Uganda has experienced a long period of economic growth, which enabled the country to achieve the Millennium Development Goal 1 target of halving the number of people living in extreme poverty by 2015. The share of the population living below the poverty line was reduced from 56 per cent in 1992/93 to 22 per cent in 2011/12<sup>27</sup>. However, Uganda's rapid population growth is placing great pressure on the economy. Between 1990 and 2010, the country's population doubled in size, from 17.5 million to 33.9 million. This pace of population growth makes Uganda one of the region's fastest growing nations. With 78.2 per cent of the total population aged between 0 and 30 years, Uganda also has one of the youngest populations in the world<sup>28</sup>. The country's economy struggles to keep pace with population growth, which is why Uganda remains a low-income country<sup>29</sup>.

The large share of youth in the population means that Uganda faces serious challenges in providing quality education to all. The ILO found that 53.3 per cent of pupils enrolling in primary education dropped out before completion. The same ILO

study also highlighted that 67.3 per cent of school dropouts left education for economic reasons<sup>30</sup>. Low educational attainment is a vehicle that leads young people into a poverty trap of low skills and low income. This becomes a cycle that perpetuates itself, as individuals fail to earn enough to keep their children in school. The vast majority of the employed are found in agriculture, as own-account workers. The informality rate among the young employed is 92.2 per cent<sup>31</sup>.

Limited access to good quality education and training is a major obstacle for school-to-work transitions and, therefore, constrains sustainable development. Equipping the workforce with the skills required for the jobs of today and those of tomorrow is a strategic concern for the national growth and development outlooks of all countries.

The Government of Uganda has put in place the Skilling Uganda Strategic Plan (2011–2020)<sup>32</sup>, which gives a clear direction for reform in the business, technical and vocational education and training (BTNET) system. The Plan has five main objectives, which include to “*Make BTNET relevant to productivity development and economic growth*” and to “*Increase the quality of skills provision*”.

**Work-based learning** is recognized as one of the

27 The World Bank, “Uganda Overview”. Available at: <http://www.worldbank.org/en/country/uganda/overview>

28 Byamugisha et al., 2014.

29 The World Bank, “World Bank Country and Lending Groups”. Available at: <https://datahelpdesk.worldbank.org/knowledgebase/articles/906519-world-bank-country-and-lending-groups>

30 Byamugisha et al., 2014

31 Ibid.

32 Ministry of Education and Sports of Uganda, 2011.

key success factors, influencing both the success of school-to-work transitions for young people and the upskilling of existing workers. While the importance of workplace-based learning is broadly accepted, many countries face challenges in promoting

demand-driven quality apprenticeships because of limited capacity within the relevant institutions. To address this challenge, the Government of Uganda requested the ILO's assistance with the development of a National Apprenticeship Framework.

## The partnership's contribution

The Norway–ILO partnership has contributed to the National Apprenticeship Framework in a substantive way. In particular, it has helped to increase stakeholder knowledge and capacity regarding apprenticeships. This progress is demonstrated through the Government of Uganda's lead in the development of the National Framework. Through the National Framework, the Government and its social partners are setting up institutional mechanisms for the design and implementation of apprenticeship programmes. The bilateral and multilateral consultations that the ILO facilitated resulted in the common vision and wide support

necessary for apprenticeship programmes to be successful. Capacity-building programmes complemented this work, and the production of a concept note on pilot-testing the Framework paved the way for the provision of technical assistance to the country's constituents.

The following section describes the results achieved in these areas of work during the period under review. The ILO will continue providing support to Uganda in the 2018–19 biennium, through a partnership with the Swedish International Development Cooperation Agency (Sida).

## Description of results

ILO's work under the partnership planned to achieve the following milestones:

### **Institutional framework for apprenticeship programmes improved**

For an apprenticeship system to function, institutional guidelines must be in place. Overall policy-level guidelines (such as the Apprenticeship Framework) are required, but will comprise only a part of the regulatory provisions needed for all the parties involved (such as government, employers and training institutions and the apprentices themselves) to have their roles, responsibilities and actions clearly defined. Under the partnership, the ILO committed to supporting the preparation of the necessary regulatory documents.

### **Partners' knowledge and capacity to implement apprenticeship programmes increased**

If a regulatory framework is to be successful once implemented, the partners involved must have been in the driving seat during its development and they must take responsibility over their future roles. This level of contribution requires an advanced knowledge of the functioning of apprenticeship programmes at the institutional

level. The ILO therefore planned to deliver capacity-building programmes to enable national partners to contribute effectively to the development of the National Apprenticeship Framework and other regulatory work.

During the period of reference, the Norway–ILO partnership assisted national partners with the finalization of **key pieces of the regulatory and institutional framework for apprenticeship**. They included the *Apprenticeship Training Orders* (defining, among other elements, the apprenticeship contract to be used by employers and apprentices, the wages to be paid during apprenticeships and the duration of apprenticeships) and the *Guidelines for Enabling Stakeholders to Participate in the Process of Developing and Delivering Apprenticeships* (indicating, among other things, the terms of reference for organizations participating in an apprenticeship programme and the process for curriculum development as part of a programme). The ILO also provided technical support to the finalization of the National Apprenticeship Framework for Uganda for discussion by the Cabinet.

The development of the regulatory framework was supported by consultations with a multi-sector

technical working group, driven by the Ministry of Gender, Labour and Social Development (MGLSD) of Uganda. Consultations within the working group led to a common view over the mandate for each of the institutions involved in the design and delivery of apprenticeship programmes. They also led to the finalization of the National Apprenticeship Framework. Prior to its submission to Cabinet, the Framework was discussed in several stakeholder forums, which included private sector representatives, government and development partners (among others). Overall, these dialogues attracted the participation of more than 280 representatives from stakeholder institutions at various levels of engagement.

Regarding **capacity-building programmes**, a wide variety of activities took place under the framework of the partnership. The ILO delivered four capacity-building events, as well as institutional dialogues involving cabinet ministers and senior officials of key relevant ministries (such as MGLSD, as well as the Ministry of Education and Sports (MoES)), private sector umbrella associations (including

the Federation of Uganda's Employers, as well as sectoral associations), TVET institutions (among others, the Directorate of Industrial Training and the Uganda Association of Private Vocational Institutions) and major development agencies.

Because of the partnership's investment in targeted high-level capacity-building workshops and discussions on apprenticeships, the MoES and some development partners are now more interested in partnering with the MGLSD to deliver apprenticeship schemes.

One of the final outputs of the partnership in Uganda was a project proposal to pilot apprenticeships in the tourism and hospitality and oil and gas sectors. After the end of the 2016–17 partnership's lifetime, this proposal will be validated by sectoral organizations, under the leadership and facilitation of the MGLSD. The Ministry has earmarked funding to kick-start the piloting. A new partnership between the ILO and Sida will complement this initiative and keep providing technical support.

### About this project: You should really know that...

The project took a highly focused approach in Uganda. By aiming at two outcomes only, and with one major area of intervention (apprenticeships), the project could channel resources towards the many aspects of building apprenticeship systems. This is a complex task, particularly given that stakeholders in Uganda did not share a common understanding of how the apprenticeship programme should best be shaped in the specific context.

Because of the clarity of the project's objectives, it was possible for the ILO to provide extensive support to partner institutions in organising and delivering project activities through the multi-sector technical working group. This further strengthened partners' interest in and commitment towards interventions aimed at realizing an institutional apprenticeship system for Uganda.

## Performance Indicators

	Achievement rate by end of programme (%)
<b>Output indicators</b>	
Institutional framework for apprenticeship programmes in place	100
Systems for the development of Apprenticeship Training Orders developed	100
Operational guidelines for apprenticeships in selected priority sector developed	100
Two capacity-building training events on the National Apprenticeship Framework delivered	100
<b>Outcome indicators</b>	
National Apprenticeship Framework acknowledged by the key government ministries and departments and by national stakeholders in the private sector	100
Government, development partners and private sector participate in joint development and implementation of apprenticeship programmes	100

Note: Rates above 100 indicate achievement beyond the set target

## Lessons learned

The establishment and implementation of apprenticeship systems is a complex institutional exercise and requires high levels of coordination among relevant institutions (including government institutions, private sector organizations, workers' organizations and educational institutions) at several institutional levels. In the case of the partnership's work in Uganda, the regulatory framework outputs required intense, multi-stakeholder rounds of input, as well as full endorsement of the apprenticeship model and its implications. At the onset of project activities in the country, there was no common understanding of such implications (including the distinctive role of each partner) among the key stakeholders.

The project took an approach that contributed

towards creating consensus and strengthening national capacity. On the one hand, the ILO delivered comprehensive capacity-building programmes for key partners. On the other, it kept building on that increased capacity, to facilitate consultations that would lead to a clearer definition of institutional roles and responsibilities. The need to allocate adequate time for these processes meant that the partnership's results in the country were achieved later than originally planned. Nevertheless, while institutional building is a long process, whose fine-tuning requires long periods of programme implementation, significant progress was achieved during the reporting period. The finalization of the National Apprenticeship Framework is the evidence of such progress.



# Zambia

## Decent Work Country Programme Outcome ZMB 127

More and better jobs for inclusive growth and improved employment and empowerment outcomes for youth

## P&B measurement indicator

1.2: Member States have taken targeted action on decent jobs and skills for young women and men through the development and implementation of multi-pronged policies and programmes

## Country context and ILO support

After a period of slowdown due to tough global conditions and domestic challenges, Zambia's economy in 2017 recovered to the stable growth that had characterized it over the previous decade. The Work Bank projects that economic growth will strengthen to beyond 4 per cent per year through the medium term<sup>33</sup>. Despite the years of relatively stable growth, youth unemployment and underemployment in Zambia remain high.

The 2014 Labour Force Survey<sup>34</sup> (LFS 2014) indicates that Zambia has a relatively youthful population, with 45.6 per cent being under the age of 15 years. Less than half of Zambia's youth complete secondary education<sup>35</sup>, and about a quarter have completed primary education at most. Attainment of tertiary education is very limited (less than 2 per cent). Vocational education is the path of choice for 27 per cent of youth, but only 9 per cent continue until the post-secondary level. These figures refer only to the youth population (15–29 years), which is usually the best educated; the LFS 2014 found that in the overall labour market, only 6 per cent had received skills training.

A large share of young people in the labour market are unemployed. Those in the 15–19 years age

bracket are the most likely to be unemployed (17.1 per cent), followed by 20–24 years-olds (13.8 per cent). The LFS 2014 estimates there are 280,000 new entrants into the labour market annually, and that only about 10 per cent of young people are in the formal economy. The slowdown that followed the 2014 Labour Force Survey is likely to have had a worsening effect on these labour market challenges.

Zambia's Industrialisation and Job Creation Strategy (IJCS) provides a thorough analysis of the current industrial development context and its domestic constraints. The document sets a goal of creating 1 million jobs over the following five years. Addressing labour productivity is one of the first priorities raised. Increasing productivity will be a key issue if the country is to step up labour-intensive growth, as opposed to the capital-intensive growth that has had little impact on poverty reduction since the early 2000s. To help achieve this, the strategy recommends to following: *“Re-introduce apprenticeship training and promote industrial attachments and incentivise apprenticeship and internship”*<sup>36</sup>.

To achieve the objective in the IJCS, the Government has constituted the National Skills Development Partnership (NSDP). The importance of collaboration and synergies between all actors with a role in skills development was further emphasized by President Edgar Chagwa Lungu in his speeches to Parliament in 2015 and 2016.

33 World Bank, “Zambia Overview”. Available at: <http://www.worldbank.org/en/country/zambia/overview>

34 Central Statistical Office of Zambia, 2014.

35 Chigunta et al. 2013.

36 Government of Zambia, 2013.

In 2015, Zambia was one of the countries that participated in a skills development study tour to Tanzania, where the ILO had been assisting in the development of an apprenticeship system. Following the tour, the Government of Zambia asked the ILO for technical support on work-based learning

(WBL). In a stakeholder workshop organized by the ILO following this request, national constituents proposed that a national WBL framework be developed to coordinate, regulate and incentivize stakeholders to work together to strengthen workplace learning in Zambia.

## The partnership's contribution

At the time of the abovementioned stakeholder workshop, the Norway–ILO partnership for 2016–17 on skills development was already operational in other countries in the region. Given the flexibility of the partnership, it was possible for the ILO to provide support to constituents in Zambia

immediately, within the framework of the existing PCA with Norway. Assistance would be provided to a WBL Task Team consisting of national stakeholders, and it would focus on the development of a national framework for WBL and on strengthening the capacity of relevant institutions.

## Description of results

ILO's work under the partnership planned to achieve the following milestones:

### **A national framework for WBL is developed by policy-makers**

Based on the requests of national stakeholders, the framework was intended to coordinate, regulate and incentivize WBL. Formulating such a comprehensive document would require a consultative process that includes all relevant actors, as well as a discussion that covers a wide range of issues, from normative to programmatic and financial. The ILO committed to provide technical support in these areas, based on experience gained from other countries in the region and beyond.

### **National stakeholders' knowledge and preparation to implement WBL programmes strengthened**

As the ultimate objective is to develop a new policy framework, stakeholders involved will find themselves playing new roles and discharging new responsibilities. Therefore, the ILO planned to provide capacity-building programmes to prepare national stakeholders for the upcoming WBL work.

During the period of reference, the ILO facilitated the attainment of both these milestones. **A national WBL framework was developed** under the guidance of the WBL Task Team. The ILO facilitated dialogue among stakeholders on national challenges and priorities for WBL, complemented national inputs with experience and lessons learned from other

countries, facilitated the formulation of Zambia-specific solutions and led the technical drafting of the framework. In its finalized form, the framework provides guidance for implementing a comprehensive WBL system in Zambia. It seeks to address issues related to: the concept of WBL; legal status, institutional framework and governance of WBL; and coordination, funding, quality assurance, and monitoring and evaluation of WBL. It provides for the roles and responsibilities, rights and obligations of key stakeholders involved in WBL systems and proposes mechanisms for recruitment, training, content and duration, working conditions, assessment and certification of WBL.

The WBL framework was validated in November 2017 by national stakeholders, including not only the Task Team members, but also Zambia's skills development stakeholders in a broader sense. Other elements that are changing the national skills development landscape in Zambia can also be attributed to the technical support the ILO provided under the partnership. An example is the establishment of a national platform for coordinated policy dialogue on skills development, and WBL in particular, in Zambia.

The ILO organized a number of **capacity-building opportunities** during the reporting period. These included meetings and workshops, where national stakeholders' understanding of WBL-related definitions and concepts has been enhanced. The differences between various WBL types – including

internships, apprenticeships, industry attachments and on-the-job training – were clarified by the ILO during these events. As a result, national partners identified the existing elements of what will become a fully-fledged and coherent WBL system. Another example of the capacity-building assistance

provided is the skills financing training delivered by the ILO's International Training Centre (ITC) to the members of the Skills Development Fund (SDF) Committee. The Fund is a long-term TVET financing strategy linked to the country's TVET levy.

### About this project: You should really know that...

The approach that the ILO adopted to promote engagement, coordination, accountability of results and ownership was to facilitate the establishment of a National Task Team on WBL, to support the development of the WBL framework. The Task Team was established by the Ministry of Higher Education, which chaired all sessions. The Task Team comprised the following institutions: Ministry of Higher Education; Ministry of Youth and Sports; Ministry of Labour and Social Security; Zambia Congress of Trade Unions; Zambia Federation of Employers; Zambia Business in Development Forum; United National Youth Partnership Platform; Cabinet Office; and the Technical Education Vocational and Entrepreneurship Training Authority.

The mandate of the Task Team was to draft Zambia's WBL framework. The framework would build labour market-relevant skills among the labour force, incorporate core skills into the training of young people, and reduce poverty by equipping women and men with skills for both the formal and informal economies. The Task Team met several times until the validation of the Framework. The unique input provided by the Team came from the members' ability to assess the skills development challenges facing Zambia and to provide viable recommendations for the development of a WBL framework.



Members of the National Task Team at a WBL capacity building workshop in Siavonga, Zambia

## Performance indicators

	Achievement rate by end of programme (%)
<b>Output indicators</b>	
WBL Task Team inputs integrated into draft WBL framework	100
Report with recommendations on the key national stakeholders' capacities to implement WBL framework submitted to WBL Task Team	100
Number of sectors and WBL programmes identified (1 sector and 2 WBL programmes)	90
Number of stakeholders trained (35 by the end of the project)	80
<b>Outcome indicators</b>	
National WBL framework validated by national stakeholders	100

Note: Rates above 100 indicate achievement beyond the set target

## Lessons learned

Policy drafting requires a realistic period of time. Having a comprehensive membership within the Task Team meant that securing meeting dates where everyone was available represented a challenge, due to competing schedules. Significant amounts of time also had to be allocated between meetings to allow for several rounds of review of the framework's drafts. In addition, WBL was a new concept for national stakeholders, which made it necessary to give additional time to capacity-strengthening initiatives and clarifying discussions. However, a comprehensive advisory and coordination structure ensured that the policy dialogue was entirely coherent with the overall country context. In addition, it made the formulation process more effective, because members could facilitate decision-making regarding the involvement and responsibilities of the institutions they represented.



## Global component



RPL experts from across the world share their experience at the ILO learning forum in Johannesburg, South Africa

The country-level projects described in the previous sections represented the core of the ILO's work within the framework of its partnership with Norway. In addition, the ILO established a global function focused on knowledge generation and dissemination. The intention of this element was to disseminate knowledge and encourage peer-learning through **learning forums**, as well as to produce, disseminate and test new **learning materials**. Ultimately, the objective was to ensure that the work carried out in Africa benefitted from the experience gained in other regions and, conversely, that the lessons learned from the partnership's work in Africa were also channelled to other regions.

During the period under review, two learning forums were organized. The first was the ***Learning Forum on Quality Apprenticeships: An African forum for learning and knowledge-sharing on the application***

***of quality apprenticeships***. Participants from across the region gathered in Nairobi, Kenya, in September 2017, for an intensive week-long programme on the subject of quality apprenticeships. Invitations were extended to several groups: policy-makers and technical advisers of ministries of labour, ministries of education and other ministries working in the area of skills development, TVET and apprenticeship training; members of skills councils and national TVET authorities; representatives of workers' and employers' organisations involved in apprenticeship training; experts and technical staff working in the field of TVET; and others. The content of the learning programme featured the experiences of Tanzania and Uganda, where participants had been working on apprenticeships with the support of the ILO under the framework of the partnership with Norway. The event was organized and directed by

the International Training Centre of the ILO, which brought to the learning forum their extensive experience in learning practices and methodologies.

The second learning forum was ***Recognition of Prior Learning (RPL): From key concepts to implementation.***

As a regional priority, RPL has been a focus of country-level work under the partnership in Malawi. RPL is also a priority in Tanzania, and the ILO has been supporting constituents on this topic. The forum took place in Johannesburg, South Africa, in September 2017. Eleven out of the 20 countries represented were from Africa. Unlike the event on apprenticeships, the RPL forum had a global scope. Countries outside the Africa region and with significant RPL systems (or in the process of establishing one) were also invited to share their experiences. The participants were all practitioners with direct experience in the design and management of RPL. Experts working on RPL in Malawi and Tanzania presented their work to the group and discussed their challenges with the other countries and with global experts. The result was five days of rich exchange of challenges and solutions to improve RPL systems, new relationships built among practitioners across regions, and dozens of case studies.

According to the project's final evaluation, the workshops run from the global component extended the project's reach and provided relevant information on training reform topics to a global audience. They also exposed the project's target countries to a wider range of international experiences. Over 90 per cent of participants in the learning forums agreed that the training was relevant and had strengthened their knowledge of the subject matter. Some of the feedback indicated there was a strong interest in learning more about the experiences of other countries (for example, at the RPL workshop, Malawi wanted a document summarising the case studies and discussions from the other international participants) – an indicator that the project's global component had reinforced the country-level component by enriching their learning.

A video of the learning forum is available [here](#).

The learning forum on RPL gave the ILO the opportunity to test new **learning materials**, and to enrich them with examples taken from the wealth of case studies that emerged from the discussions in Johannesburg. The materials were finalized as *Recognition of Prior Learning: Learning Package*, which is available [here](#)<sup>37</sup>. The partnership's final evaluation found this product to be particularly relevant, given the strong current demand for training in this field.



Sharing experience at the ILO learning forum on RPL in Johannesburg, South Africa

37 Full URL : [http://www.ilo.org/wcmsp5/groups/public/---ed\\_emp/---ifp\\_skills/documents/publication/wcms\\_626246.pdf](http://www.ilo.org/wcmsp5/groups/public/---ed_emp/---ifp_skills/documents/publication/wcms_626246.pdf)

## Evaluation Findings

The achievements of the 2016–17 partnership were assessed by an independent evaluation run in November and December 2017. The main findings and lessons learned that emerged from the evaluation are summarized as follows:

- Country-level activities offered good prospects for a sustainable effect because they all focused on systemic reform. This contrasts with projects that fund training delivery as a one-off exercise – an approach that offers an immediate and observable result, but no sustainability at all.
- Training system reform is a complex, long-term endeavour. This is an ongoing process and the project enabled the ILO to accelerate and intensify its support in this field in the participating countries and through the development of global resources.
- In some countries, the ILO–Norway partnership has enabled the ILO to advance its work in technical areas where it had not previously had much local involvement. The ability to apply outcomes-based funding in a flexible way allows the ILO to pioneer these new fields.
- While attention was given to gender equity in the implementation and planning of activities, results were patchy. Future activities may need additional support in the project design phase, as well as ongoing sensitivity to gender balance in the selection of pilot activities.
- The workshops run as part of the global component extended the project's reach and provided relevant information on training reform topics to a global audience. They also exposed the project's target countries to a wider range of international experience of such reforms.
- The segmentation of the framework across the five countries presented some difficulties in assessing overall project performance. It might have been sensible to develop a framework that encompassed all country and global activities in a holistic way. This might have given the project a more cohesive “identity” and provided a stronger basis for a high-level synthesis of results.

When this report was prepared, a new partnership between the ILO and the Government of Norway had just started and its country-level and global features were being finalized by the ILO in consultation with its national partners. The lessons learned from the evaluation were being integrated, with particular attention paid to the areas for improvement. Country projects will include a specific component devoted to the inclusion of vulnerable groups. In addition, the whole intervention will have a common framework and identity. Effective elements found by the evaluation will be retained.



Participants to the Learning Forum on Quality Apprenticeships, Nairobi, Kenya

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