Evaluation of

SDC's Vocational Skills Development Activities

Case Studies

Contents:

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Desk Study-Based Project Case Study No. 1

Albania

**Albanian Vocational Educational and Training Support Programme (AlbVET)
7F-04687.02**

Draft

Requested by:
Swiss Agency for Development and Cooperation (SDC)

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Overview of tables

Acronyms

AQF	Albanian Qualification Framework
DfMT	Directorate for Mobile Training
DVS	Durres Vocational School
ECVET	European Credit System for Vocational Education and Training
EQF	European Qualification Framework
ETF	European Training Foundation
EU	European Union
GDP	Gross Domestic Product
GTZ	German Technical Cooperation Agency
HDI	Human Development Index
ISCED	International Standard Classification of Education
ISDO	Increase Skills Development Opportunities
MoE	Ministry of Education
MoL	Ministry of Labour, Social Affairs and Equal Opportunities
NES	National Employment Service
NVETA	National Vocational Education and Training Agency
SC	Swisscontact
SDC	Swiss Agency for Development and Cooperation
SECO	Swiss Secretariat for Economic Affairs
SVS	Support of Vocational Schools
TVET	Technical and Vocational Education and Training
UNDP	United Nations Development Programme

1   Introduction

This report is one of four desk study-based project case studies that are serving as background papers for the evaluation of the Swiss Agency for Development and Cooperation's (SDC) vocational skills development (VSD) activities and one of the two background papers that are being written on projects implemented in Eastern Europe (the other project being the technical assistance project to establish a Moldovan Occupational Standards, Assessment and Certification System, 7F-04338.03). The report was written on the basis a) of documents that were made available to the consultants during the inception phase of the evaluation and b) of two telephone interviews that were conducted with representatives of Swisscontact (SC), both of whom are strongly involved into the design and implementation of AlbVet. A first, comparatively more critical draft of the report was shared with SDC and with Swisscontact's country representative in Albania. Based on an email by the latter that contained additional information on outreach and sustainability, the elaborations on these aspects of the evaluations were somewhat revised.

The rationale underlying this report is the one laid out in the inception report of this evaluation project. For this reason, the key part of the report (dealing with the evaluation of the project) follows the key questions that were formulated in the inception report.

The consultants are indebted to the staff of SDC in Berne who have provided access to the respective documents and to Mrs. Sibylle Schmutz (Swisscontact, Zurich) and to Mr. Matthias Jäger (Swisscontact's country representative in Albania), both of whom were kind enough to take their time to for a telephone interview.

2   Intervention context

2.1   Political and economic situation

The Republic of Albania is a sea-bordering country in the Western Balkans and covers an area of approx. 28'748 km², situated between Montenegro, Kosovo and Serbia in the North, Macedonia in the East and Greece in the Southeast; its capital is Tirana, in the heart of the country, close to Durres, the most important shipping port in the country. The size of its population was at 3.2 million in 2010.

Albania is considered to be a middle income country; however, it remains one the poorest countries in Europe, rated 64th (out of 169) in UNDP's Human Development Index (HDI) (United Nations Development Programme, 2010, p. 142). One of the main aspects of this situation is low Gross Domestic Product (GDP) per capita (approximately US$3'836 in 2010), which is considerably below the average in the Western Balkans (World Bank, 2009). Furthermore, there is still a relatively high share of people living in absolute poverty (12.4 percent in 2008), even though the figure is decreasing rapidly (World Bank, 2010, p. 3). Strongly contributing to the low ranking in the HDI are, however, also major deficiencies in the education and health sectors.

Despite these challenges, the country has experienced considerable economic growth in recent years (approx. 6 percent on average over a period of 10 years), thus becoming one of the fastest growing European economies (World Bank, 2010, p. 3). Thereby, small businesses have been playing a major role, particularly in trading; furthermore, remittances from migrant workers are very important (KEK Consultants, 2006, p. 3). However, rapid economic development was not matched by increases in the number of employment opportunities in the country (KEK Consultants, 2006, p. 3; World Bank, 2010, p. 5).

The political environment in Albania is characterised by strong political polarisation, i.e. by tense relations between the government and the opposition. Many policy makers (and their electorate) are aspiring for Albanian membership in the European Union; many development interventions are thus clearly oriented towards preparing the country for reforms that are necessary in the context of European integration (World Bank, 2010, p. 4).

2.2 Education and training system: Key features and challenges

2.2.1 General education

The Albanian education system shares some of its key features with many transition countries in the region. One of them are comparatively high enrolments into primary and junior secondary education: in fact, in 2009, gross enrolment rates at the primary level were at 119 percent and at the lower secondary level at 93 percent. In contrast, enrolment at the upper secondary level is at low 53 percent and at the tertiary level (ISCED levels 5 and 6) – in 2004 – at 19 percent only, which is low compared to other countries in the region (UNESCO Institute for Statistics, 2011a, 2011b).

Basic education (primary and lower secondary, totalling 9 years since 2008) is compulsory, which is certainly associated with relatively low literacy rates (99 percent in 2008) (UNESCO Institute for Statistics, 2010). Most schools are public and financed by the central government; recently, however, a number of private schools have emerged, though virtually exclusively in the urban centres of the country.

2.2.2 The Albanian TVET system

Technical and vocational education and training (TVET) in Albania mostly consists of programmes of 2-5 years offered by 40 vocational schools under the Ministry of Education (MoE) and of shorter, more employment-oriented programmes under the Ministry of Labour, Social Affairs and Equal Opportunities (MoL). In comparative terms, enrolment into these programmes is relatively small, not exceeding 6 percent of the total secondary education enrolment (ISCED levels 2 and 3) in 2009 (UNESCO Institute for Statistics, 2011a). Furthermore, there are a number of practically oriented tertiary education programmes, which, however, don't enrol more than 1 percent of the 19 percent enrolled at the higher education level (ISCED levels 5 and 6) (UNESCO Institute for Statistics, 2011b). Apart from the schools and training centres under the two ministries in charge of TVET, there are a number of private training providers, which enrol – at the upper secondary level – approximately 8 percent of all TVET students at this educational level and mainly cater, with their focus on IT and language training, to the service sector (KEK Consultants, 2006, p. 9; UNESCO Institute for Statistics, 2011a). The Albanian government considers enrolment into TVET to be too low; accordingly, the 2004 National Education Strategy stated that it should rise – at the upper secondary level – to 40 percent, which would mean some 18´000 new students per year (Republic of Albania, 2005). Given constantly low demand for TVET programmes, this objective will not be reached in the coming years.

Low social demand is, however, not the only challenge of the Albanian TVET system. Many stakeholders are of the view that the system lacks in labour market relevance and private sector participation, is comparatively inefficient (in terms of its rates of return) and highly centralised, which makes it difficult for public vocational schools and training centres to rapidly adapt to economic demand in their geographical area. This situation leads to massive scarcity of skills at all levels, which seems to be hindering growth in a number of comparatively higher-value adding economic sectors.

As policy makers have become aware of the importance of skills development, the recent years have seen a number of legislative and administrative reforms.

- In 2002, the government introduced the country's first TVET law that aimed at providing a comprehensive legislative framework for all the different skill development programmes in the country; it is being overhauled at the moment.

- In the process of European integration, the country has also started to establish an Albanian Qualification Framework (AQF), which is strongly aligned with the European Qualifications Framework.

- In order to harmonise the supply by public sector TVET agencies, the government created the National Vocational Education and Training Agency (NVETA) in 2007, which is, even though it

is located under the MoE, supposed to equally cater to the MoE and the MoL. The main objective of the agency is to develop curricula and to accredit private TVET centres and their courses.

2.3   Key activities of other bilateral/multilateral donors' in TVET

In recent years, donor agencies have started to strongly support the development of the Albanian TVET system. Of particular importance has been the support by the EU, which – through its CARDs VET programme – aims at making the Albanian TVET system compatible with the European Qualification Framework (EQF) and, later on, with the European Credit System for Vocational Education and Training (ECVET). The programme started in 2002 and has, since then, seen a number of phases that have been implemented with technical support from the European Training Foundation (ETF). Further important actors are the German Technical Cooperation Agency (GTZ / support to the development of a "Berufsakademie" at the University of Durres) and the Austrian Development Cooperation (ADA / support to agricultural processing and hotel-tourism schools).

3   SDC's VSD activities in Albania

3.1   SDC's priorities as described in SDC's country strategy programmes

SDC has been an important partner of the Albanian government since the beginning of the country's democratic era in the beginning of the 1990s. Since 1995, the country has been a priority country for Swiss technical and financial assistance. In the period under review, SDC – in cooperation with the Swiss Secretariat for Economic Affairs (SECO) – supported the country along the lines of two country assistance strategies, one for 2006-2009 and another one for 2010-2013. The first of these strategies focused on support in three domains, mainly in Democratisation and Decentralisation, Private Sector Development, and Basic Infrastructure and Social Services. The current strategy entails two domains with related sub-domains:

- Democratisation and Rule of Law
    - Democratisation and Decentralisation
    - Social Inclusion
- Economic Development
    - Economy and Employment
    - Infrastructure

3.2   SDC's VSD activities in detail

Support to the Albanian TVET sector has been an important priority area for SDC for close to two decades. The first generation of interventions in this domain concentrated – since 1993 – on providing support to a vocational school in Durres. This initiative, implemented by SC, contributed to the development of a "best practice" school that was characterised by state-of-the-art infrastructure, strongly labour market-oriented curricula and well trained teachers (Jäger, 2003; KEK Consultants, 2004). Particularly important was that the three-year curriculum included 50 percent workshop practice and a substantial on-the-job training component. The next step of intervention – oriented towards increasing outreach – consisted of the Increase Skills Development Opportunities (ISDO) project, which started in 2001 and was similarly implemented by SC (KEK Consultants, 2005). The project mainly aimed at introducing short courses through a voucher scheme by cooperating both with public schools and private training centres, which were also supported to improve curricula. In 2005, SDC started the Support of Vocational Schools (SVS) project that provided quality support to a number of selected vocational schools on application basis and along clearly defined criteria (Swisscontact, 2007). It was against this backdrop that SDC began reflecting about a more programme-based approach to TVET in Albania that would be implemented over the course of approximately five years. Thus, the Albanian VET Delivery Support Program (AlbVET) was started with a first grant in 2006 to provide funding to plan an intervention of several phases. Today, AlbVET is in its second phase, which will be followed by a third, most probably final phase (Sager & Gjermani, 2010; Swisscontact, 2011). According to SDC's most recent country strategy paper, more than 30'000 students and trainees have directly benefited from these interventions (Swiss Agency for Development and Cooperation & State Secretariat for Economic Affairs, 2010, p. 10).

The following table provides a brief overview of SDC's projects in the Albanian TVET sector since 1997:

Period	Project	CHF
1993-2004	Durres Vocational School (DVS) Project	5'158'000
1999-2006	Increase Skills Development Opportunities (ISDO) Project	6'784'000
2005-2006	Support of Vocational Schools (SVS) Project	217'000
2006	AlbVet: Planning phase	62'000

2007-2009	AlbVET: Phase I (including no cost extension)	4'419'000[1]
2009-2011	AlbVET Phase II	2'024'000
2011-2014	AlbVET Phase III (credit proposal not adopted yet)	to be decided

Table 1: Overview of SDC's projects in the Albanian TVET sector since 1993

An important characteristic of SDC's support to the Albanian TVET sector is the intention to provide support to organisations even after the phase-out of projects that were specifically catering to them; the vocational school in Durres – at the core of the DVS project –, for instance, was provided further support under the ISDO project and it now belongs to those vocational schools that profit – similar to other schools and training centres having benefitted from support by the ISDO project – from capacity building under AlbVET's component "formal systems development".

4 Programme description

4.1 Aims and components of the programme

After having mainly supported one model school in Durres (DVS) and after having provided assistance to employment-oriented short courses (ISDO), SDC started to consider it necessary to adopt a more comprehensive, programme-based approach that would contribute to system level development in Albanian TVET. Against this backdrop, it mandated a consultancy to elaborate a five year strategy that formulated a number of key intervention areas (Direktion für Entwicklung und Zusammenarbeit, 2006b; KEK Consultants, 2006). The strategy outlined a programme of three phases (2007-2008 / 2009-2010 / 2011) with six components; these suggestions were reflected by the components of phase I, which had the overall goal to contribute "to the development of a decentralised, coherent and relevant Albanian Vocational Education and Training system, providing a diversified, flexible, labour-market oriented and widely accessible course portfolio of appropriate quality" (Direktion für Entwicklung und Zusammenarbeit, 2006a, p. 2). In order to achieve this overall goal, AlbVET was designed with the following six components:

Component 1	**Regional VET Centres**
	The modelling and piloting of 2 regional VET centres is supported with regard to legal, institutional, operational and financial management.
Component 2	**Networking**
	Cooperation initiatives among VET providers, between providers and the private sector and in the South Eastern European region are actively promoted and supported.
Component 3	**Course Portfolio**
	Training providers and NVETA are supported in the diversification and flexibilisation of their course portfolio as to improve labour market access and increase mobility.
Component 4	**Financing**
	Training delivery is subsidised through a voucher scheme and its absorption through the National Employment Service (NES) is actively supported.

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[1] Amount from two credit phases (for 2007 and for 2008 respectively)

Component 5	**Mobile Training**
	The establishment of a mobile training delivery scheme in North Eastern Albania is supported.
Component 6	**Quality and Innovation**
	9 selected vocational schools and training centres have strengthened their position as training and labour marked-oriented institutions through mobilising their own resources.

Table 2: Overview of components of AlbVET phase I

After the implementation had been started in early 2007, it soon became clear that the programme was overtly ambitions; in a number of components, for instance in the one focusing on decentralisation, implementation was very difficult, which led SDC and SC to decide on a non-cost extension phase in the first half of the year 2009. It was during this extension phase that the focus of AlbVET was strongly re-adjusted for phase II. On the one hand, the overall goal of the programme was reformulated and now stated that the "Albanian vocational education and training system links and matches with the labour market requirements, attracts participants, strives towards European standards, and thus contributes to economic development and poverty alleviation" (Direktion für Entwicklung und Zusammenarbeit, 2009, p. 3). At the same time, a number of components were phased out and another one (Inclusion of special needs groups in VET) was newly accommodated; those components that were retained were oriented towards newly formulated objectives and were partially newly labelled (Direktion für Entwicklung und Zusammenarbeit, 2009; Swiss Cooperation Office Albania & Swisscontact, 2009). Beside these four so called operational components, AlbVET's phase II also includes 3 components that either foster exchange between projects across countries in the region (components 5 and 6) or support the planning process for phase III. These three components will not be part of the subsequent analysis.

Component 1	**Formal systems development**
	To develop labour-market relevant training approaches for the 2+1+1 system and support their implementation in two selected qualifications and provide organisation models for multifunctional schools to serve as good practice for further systems development.
Component 2	**Partnership for learning (PAFL)**
	To set up and promote relevant and functioning models for public-private partnerships for learning enhancing a conducive environment.
Component 3	**Decentralised VET provision**
	To support piloting of decentralised management of diversified and flexible vocational education and training with multi-source funding in one region.
Component 4	**Inclusion of special needs groups in VET**
	Enhance capacities of public and private providers to develop and implement appropriate programmes for special needs groups, to tap the necessary resources, and to facilitate access for participation.
Component 5	**Key policy areas support**
	To benefit from synergy with similar programme in Kosovo and region and intensify exchange with ERI SEE initiative
Component 6	**Preparation for exit phase**
	To assess the potentials for preparation of the exit phase to be implemented by a local organisation with backstopping by inter-/national technical consultant**.**

Component 7	**Regional cooperation**
	To contribute to further systems development in key policy areas capitalising lessons learnt from operational components, regional exchange and international good practices

Table 3: Overview of components of AlbVET phase II

4.2 Target groups

The programme doesn't have a narrowly defined target group and also saw some changes in this regard between phases I and II: in the first two credit proposals, the target group was defined to consist of participants of vocational training programmes, young adults; schools leavers, teachers, school directors and experts (Direktion für Entwicklung und Zusammenarbeit, 2006a, p. ii, 2006b, p. ii). The component "mobile training" was clearly intended to reach youth in rural areas, even though this group was not mentioned in the credi proposal and thus not part of the target group in the strict sense. At the same time, the programme aimed at reaching, to a considerable extent, females, an objective, which was intended to be implemented through gender mainstreaming of all components (Direktion für Entwicklung und Zusammenarbeit, 2009, p. 4). Some more specifications were provided by the programme document for the first phase, which stated that the programme would focus on school leaving youth, registered unemployed, remote areas and ethnic minorities (Swiss Agency for Development and Cooperation & Swisscontact, 2006, p. 7).

In the 2009 credit proposal, the target group was defined to consist of participants of vocational training programmes (15-25) and teachers (Direktion für Entwicklung und Zusammenarbeit, 2009, p. ii). Furthermore, the proposal introduced the component "special needs group". In order to more precisely specify this group, SC and SDC decided in the course of implementation and in cooperation with other stakeholders that this component would particularly focus on Roma youth, disabled, victims of human trafficking, vulnerable females and adolescents from rural areas (AlbVET, 2010a; Hochschule Luzern, 2010).

4.3 Implementation of the project

Since the start of AlbVET, implementation was the responsibility of SC, which had implemented previous Swiss TVET projects in Albania and thus had the comparative advantage of enormous context-specific knowledge, experience and networks. For the first phase, AlbVET exclusively operated from Durres but, in the course of phase II, the programme opened an additional office that was located at the NVETA. Phase I was run with two expatriates, and for phase II it was intended to have a local programme manager; this manager was thought to be supported by the previous project manager who would stay on as advisor and resident representative of the implementing organisation (AlbVET, 2009b, p. 4). However, the local manager left the programme.

5 Project evaluation

The following section of the report provides an overview of the assessment along the lines of the key questions of the evaluation.

5.1 Relevance

> To what extent are SDC's VSD approaches relevant in reference to the needs in the specific contexts where SDC is active?

In terms of the overall aims of the programme (see section above), the relevance is certainly high. In fact, the first phase's core aim to contribute decentralisation in TVET, which was at the core of the first phase, would certainly be an instrument to tackle some of the current challenges in the system (e.g. lacking labour market relevance and lack of schools to autonomously seek fund-

ing from either trainees or employers in the respective locality) and was also in line with the country's education strategy (Republic of Albania, 2005, p. 7); however, important stakeholders in the system (e.g. administration, policy makers from the now government) never considered this goal to be relevant, which made it difficult for the programme to contribute to the respective changes – and finally led to this key objective not reappearing in the programme's overall goal in phase II even though it remained at the focus of one component (Direktion für Entwicklung und Zusammenarbeit, 2009, p. 3).

It would be beyond the scope of this report to tackle the relevance of all the components (of the two phases) in detail: in general, they can be considered an important package to contribute to increasing enrolment (at the upper secondary level) into TVET programmes from 20 to 40 percent, as it was stated in the country's education strategy (Republic of Albania, 2005, pp. 26-33). In retrospect, however, it becomes clear that notably the components "financing training delivery" and "mobile training" lacked sufficient backing by key stakeholders (Direktion für Entwicklung und Zusammenarbeit, 2006a, p. 3), which made implementation difficult and led to these components being phased out after phase 1. Furthermore, the component "cooperation and networking" (or the second phase's component "partnership for learning" respectively), can certainly be considered relevant given the lacking involvement of the private sector in the delivery of training in the country (European Training Foundation, 2003).

> To what extent are SDC´s VSD approaches relevant for other donors´ activities in the field of VSD and how do they relate to them?

The programme's overall goals were clearly in line with other donor's aims in the TVET sector, notably with the CARDS VET project. Particularly the focus on decentralisation was important to many agencies that operate in education (European Commission, 2001, p. 7). To some extent the project is complementary to interventions in the same sector but on a different level (e.g. regarding the GTZ approach in the TVET sector at a more academic level) (GTZ, 2011). Particularly, the second phases' components one and two are relevant from a donor perspective, because these respective approaches aim at rendering current TVET practices more labour-market oriented.

5.2 Effectiveness

> To what extent have the outcomes of SDC´s VSD interventions been achieved in regard of reaching the target population, notably with regard to catering to poor and disadvantaged people, women and girls, ethnic minorities and people living in remote areas into VSD programmes?

As mentioned previously already, target groups have not been defined in a very detailed manner in the credit proposals and there is, in no such document, a clear figure on the number of beneficiaries to be reached, which makes it relatively difficult to measure this aspect of effectiveness with the help of available key documents; furthermore, available reports and evaluations do not provide rich information in terms of such achievements. For instance, the only external review on phase I is virtually entirely devoid of information on outreach (Sander & Keta, 2008). Nevertheless, we provide – against the backdrop of an analysis of credit proposals, programme documents, reports both by the programme and by external consultants and of statements of by two representatives of SC – a brief overview of intentions and achievements in phases I and in the (on-going) phase II.

	Component	Intended outreach	Achievements by January 2011
Phase 1	Decentralisation (continued under phase II: Decentralised VET provision)	Short-term output: 2 RVETCs modelled and piloted Long term result: 8-12 semi-autonomous regional VET centres to be created	No RVEC created; no specified number of beneficiaries

		No defined number of beneficiaries	
	Cooperation and networking (continued under phase II: Partnership for Learning)	"Durres initiative" (stronger involvement of private sector in training delivery and testing) partly implemented in 3 trades at 3 schools No defined number of beneficiaries	No beneficiaries in phase I
	Course portfolio (continued under phase II: Formal systems development)	Courses of 2 RVETCs supported No defined number of beneficiaries	No RVEC created (see component "decentralisation"); further support to "course portfolio" under component "formal systems development" of phase II
	Financing training delivery (phased out)	8400 vouchers co-financed	2414 vouchers for 1072 participants co-financed (training in 17 occupations.)
	Mobile training (phased out)	5 workshops for instructors	Study tours for administrators of the Department for Mobile Training No training for instructors delivered (Sander & Keta, 2008, p. 17) Component phased out without tangible results in terms of outreach
	Quality and innovation projects (phased out)	24 innovation projects carried out No specified number of beneficiaries	Support to 14 projects in the domain of ICT-related activities, business plan development, development of learning resources; in one case, there was also support to infrastructure development (Swisscontact & Swiss Cooperation Office Albania, 2009, p. 8)
Phase 2	Formal systems development	Implementation of 2+1+1 model at 10 schools in the field of hydraulics fitting; unspecified number of school with a second occupational area (AlbveT, 2009a; AlbVET & Ministry of Education and Science, 2009) No defined number of beneficiaries	*Hydraulics* 10 vocational schools Yearly intake capacity of 300 students; in early 2011, 600 students enrolled (Swisscontact, 2011, p. 7) *Information technology* "Emergency" training-of-trainers programme for IT teachers having to implement the government's decision to have an IT programme at vocational

			schools.
Partnership for learning	Support to unspecified number of training initiatives in four trades (bakery, traditional stone and wood carving, hairdressing) No defined number of beneficiaries (in bakery training, the aim was to train approx. 12 people per year) (Brot gegen Not, 2011)		*Bakery* No trainees so far *Hair dressing* Support of 2 training centres, currently having trained approx. 30 trainees
Decentralised VET provision	No specific training organisation mentioned No defined number of beneficiaries		No RVEC created; no beneficiaries
Inclusion of special needs groups	No specific training organisation mentioned No defined number of beneficiaries		Project cooperates with *4 local NGOs*, it has trained *15 coaches*, and it reaches out to about *80 beneficiaries* in the first coaching cycle

Table 4: Outreach to target groups

Gender aspects: The credit proposal for phase I underlined that the implementation of the programme will give particular attention to gender issues (Direktion für Entwicklung und Zusammenarbeit, 2006a, p. 4). The documents providing information in this regard suggest the following assessment in terms of those components with some outreach in terms of benefiting trainees:

- *Financing training delivery (phase 1)*: Out of the six most popular training programmes under this component, three clearly cater particularly to females (hairdressing, cooking and pastry cooking) (AlbVET, 2009b, p. 3). According to information from 2009, 59 percent of enrolled participants of financed training programmes were thus female (AlbVET, 2009b, p. 3).

- *Formal systems development (phase 2)*: Courses in hydraulics-fitting / thermo-hydraulics are exclusively catering to males. The IT programme, which has not been supported in a strong way yet, enrols some females also.

- *Cooperation and networking / partnership for learning*: Hair dressing centres are particularly catering to females.

A glance at the table above suggests that achievements in terms of outreach are not particularly satisfactory, specifically in view of the objectives defined for phase I. This statement needs, however, to be put into perspective:

First, the component „Formal systems development" will (by 2013) enrol approx. 1200 trainees in the field of hydraulic fitting, thus amounting to approx. 12 percent of all students enrolling in vocational schools in Albania. Another 12 percent of these students will be enrolled in vocational schools that focus on IT, whose teachers are currently being trained by AlbVET. Thus, it can be argued that AlbVET works with 25 percent of all students of vocational schools, with 25 percent of all vocational schools and contributes to the development of two out of 20 occupational areas.

Second, it needs to be stated that SDC's interventions since 1993 (DVS / ISDO/ SVS) have reached approx. 32'000 trained students between 2001 and 2008, which is – given the small size of the Albanian TVET system – a large outreach, which exceeds that of the programmes of the MoL and equals that of the MoE (Jäger, 2011; Swiss Agency for Development and Cooperation & State Secretariat for Economic Affairs, 2010, p. 10).

> To what extent have the outcomes of SDC´s VSD interventions been achieved in regard of providing beneficiaries with the skills demanded by the labour market?

As we have seen above, the only component of phase I that actually "reached" students was the one supporting "financing training delivery". There is, however, no information on the relevance of skills by students having passed out from the programmes supported by the component. With regard to phase II, it is still too early to judge the effectiveness in terms of the relevance of skills of trainees from vocational schools (component "formal systems development") and from private training centres (components "cooperation and networking" and "partnership for learning"). Given the fact that the latter students have been recruited by training centres with very strong linkages to employers, the prospects for the development of relevant skills are good. In the case of the course for hairdressers, SC's country representative is of the opinion that their skills are far above the common standard.

An assessment of SDC's involvement into the Albanian TVET sector needs, of course, also to take into account achievements of previous projects in this regard: particularly important was the DVS project that developed one of the few model vocational schools, which, today, is strongly oriented towards the needs of the labour market and has seen – according to SC's country representative – growing social demand for its courses even after the phase-out of the project (KEK Consultants, 2004).

> To what extent have the outcomes of SDC´s VSD interventions been achieved in regard of improving the quality of training organisations (curricula, trainers, etc.)?

Even though the AlbVET programme had a clear focus on systems development, many of its components aimed at fostering the quality of training provision at the local level. The following table provides a brief overview of the respective intentions and achievements in phases I and in the (ongoing) phase II.

	Component	Intentions	Achievements by January 2011
Phase 1	Decentralisation (continued under phase II: Decentralised VET provision)	Short-term output: 2 RVETC modelled and piloted Long term result: 8-12 semi-autonomous regional VET centres to be created	See below (component "decentralised VET provision" which has the same objectives)
	Cooperation and networking (continued under phase II: Partnership for Learning)	"Durres initiative" (stronger involvement of private sector in training delivery and testing) partly implemented in 3 trades at 3 schools	See below (component "partnership for learning" which has the same objectives)
	Course portfolio (continued under phase II: Formal systems development)	Courses of 2 RVETCs supported	No RVEC created (see component "decentralised VET provision" below); capacity building for 10 vocational schools in the domain of hydraulics fitting; further support to "course portfolio" under component "formal systems development" of phase II (see below)
	Financing training delivery (phased out)	Only financing of vouchers	-
	Mobile training	5 workshops for instructors	Study tours to Vietnam and In-

	(phased out)	Concept for mobile training	donesia to representatives of newly created DfMT Provision of equipment to the DfMT Concept for mobile training not finalised
	Quality and innovation projects (phased out)	24 innovation projects carried out	Support to 14 schools to develop specific quality aspects of their schools; many of the schools belonged to those that had been supported through other (ISDO / SVS) or previous (DVS) projects; as many of the schools, however, submitted proposals which were aimed at improving key quality aspects (e.g. monitor in the entry hall of the schools), it was decided to phase out this component.
Phase 2	Formal systems development	Implementation of 2+1+1 model at 10 schools in the field of hydraulics fitting; unspecified number of schools with a second trade	*Hydraulics* • State-of-the-art equipment provided to 10 vocational schools in order to facilitate practically oriented project-based learning (Swisscontact, 2011, p. 9) • Curricula and testing material developed for learning projects of first two years (Swisscontact, 2011, p. 9) • 20 instructors trained (workshop and classroom teachers) • A recent assessment suggests that the quality of instruction in the supported vocational schools is heterogeneous; however, in a number of schools student demand is – in contrast to most other vocational schools – constantly rising and dropout rates are very low. *Information technology* Support to the development of curriculum material that can also be used at the post-secondary level

			"Emergency" training-of-trainers programme for 35 IT teachers of vocational schools in 17 vocational schools (approx. 35 teachers) (start January '11)
	Partnership for learning	Support to unspecified number of training initiatives in four trades (bakery, traditional stone and wood carving, hairdressing) No defined number of beneficiaries	Currently, only two trades (hairdressing / bakery) are being supported and only one of them – hairdressing – has been implemented; in the latter case, AlbVET facilitated the implementation of a dual training scheme which combines school-based learning during 3 three days of the week with workshop-based learning for the other 2 days. Given that many of the hairdressing trainees already worked as part-time apprentices in the workshops, this approach is very close to the needs both of trainees and of employers. In the case of bakery training, AlbVET contributed to the development of a training statute (AlbVET, 2009b, p. 3).
	Decentralised VET provision	Conceptual work	Development of a concept on piloting TVET decentralisation in Durresi region, which will, most probably, not be implemented in the near future (Swisscontact, 2009)
	Inclusion of special needs groups	Conceptual work	*Conceptual work* The focus here is to ensure that beneficiaries are not only enrolling into a training programme but also to help them to choose a programme that will strongly improve their employment prospects (AlbVET, 2010a; Hochschule Luzern, 2010). Start of training of 15 coaches from 4 NGOs (2 focusing on Roma, 1 on disabled, 1 another one on marginalised groups, e.g. on victims of female trafficking and rural youth)

Table 5: Development of quality components

From an overall perspective, achievements in terms of quality development currently are not very satisfactory. Given that the second phase of the programme will end in 2011, there is, however, some possibility that teacher training and curriculum development can be implemented in the second occupation of the "formal systems development" component (IT) and that some more trades will be integrated into the component "partnership for learning". Whether this will, under the enormous time pressure, sustainably boost the quality of these training programmes is, of course, a different question; in any event, support to these components will, most probably, be prolonged to 2014 (Swisscontact, 2011, p. 8f).

5.3 Impact

To what extent have access to employment and income of target beneficiaries been increased through SDC´s interventions?

It would be pre-mature to assess, at this moment, the programme's impact on access to employment and income of targeted beneficiaries, as a number of training programmes have only been started recently (e.g. under the component "formal systems development"). The only tracer data available to the consultant is that concerning beneficiaries trained under the voucher scheme of AlbVET's first phase that was already started under the ISDO project. The data suggest that the beneficiaries (85 percent of whom were unemployed prior to the training) were integrated into the labour market into the following way upon coming out from the programme:

Employment status	Percentage
full-time employed	22
working as apprentices (on-the-job training)	4
self-employed	35
working for self supply	10
unemployed	11
working abroad	3

Table 6: Employment status of beneficiaries of voucher scheme

Out of those having found employment (including self-employment), 82 percent stated that they are now working in the field they were trained whereas 7 percent stated that they were employed somehow in the field they were trained and 11 percent said that they were employed not at all in the field they were trained.

These findings are certainly encouraging.

Which is the value-added by programmes that were designed along the lines of the dual model of vocational training?

The current component "partnership for learning" (previously: cooperation and networking) is designed along the lines of the dual model, in the sense that it fosters training programmes that take place, on the one hand, in training centres and, on the other hand, within enterprises and workshops. At the same, it aims at strongly involving representatives of the private sector into establishing and monitoring training programmes. Until today, the programme's achievements since 2007 have not been very promising, as, until now, only two training programmes – out of which only one is running with an intake of approx. 30 trainees – could be established.

The first experience is that of the *bakery training centre in Durres*, which is being run by the local bakery association and operates in a building the establishment of which was funded by the municipality and equipped with material by the Germany-based Heiner Kamps Stiftung ("Brot gegen Not") (Brot gegen Not, 2011). The original aim was to train approximately 12 school leavers

per year, along the lines of a curriculum developed with outside technical assistance and approved by the MoL. The total training period of approx. 18 months would include both school-based theoretical and practical training and on-the-job training in the workshops of the members of the association. For the latter, SC developed a comprehensive manual, which aimed at regulating training processes and evaluation and assessment of learning achievements. Implementation was, however, hindered by difficulties, notably by disaccords between representatives of the bakery association and of AlbVET. For this reason, no trainees were enrolled so far.

The second experience is that of two hairdressing training centres in two towns in the South of the country (Fier & Saranda), one of them having been founded by a training entrepreneur, the other one by a number of hair dressers. But organisations have, according to information by SC's country representative, been supported by previous SDC projects. In both cases, the initiatives were designed as a response to a tender by SC, and they include both school-based and workshop-based training of totally 18 month. By early 2011, the two training centres have trained approx. 30 people. Documentation does not contain any further information on the implementation of this component.

Given the recent start of the implementation in hairdressing training and the non-start of training for bakers in Durres, it's clearly too early to assess the impact of this component; however, particularly the first example shows how much is needed to seriously involve private sector representatives into the delivery of training. Furthermore, it is an open question whether beneficiaries of dual training are more skilled than those trained along the lines of traditional, i.e. entirely workshop-based training. And it would be even more interesting to see whether the dually-trained hairdressers (and potentially bakers) will earn more than those having been trained along more traditional lines, particularly in a labour-market context with clientelistic recruitment and remuneration practices.

What is more, international experiences with the implementation of the dual model in developing and transition countries are not very promising, particularly with regard to its sustainability (Greinert, 2001; Schaack, 1997; Stockmann & Kohlmann, 1998). Against this backdrop, it is quite unlikely that the dual model will sustain over a long period without donor involvement; nevertheless, AlbVET may, through this component, contribute, in the long run, to the improvement of private training centres that have a strong linkage to the labour market because of the involvement of hairdressers at the strategic level. And this could be a very valid form of value addition to the Albanian vocational training system.

5.4   Sustainability

To what extent are VSD benefits provided by SDC´s activities and interventions sustainable, in particular, in terms of ensured continuity and human resources?

As the programme is highly complex and consists of a number of components, we provide a brief overview of the main aspects in this regard in the form of the following table:

	Component	Comments
Phase 1	Decentralisation (continued under phase II: Decentralised VET provision)	Efforts to decentralise TVET remained at the conceptual level; component continued in phase II (see below).
	Cooperation and networking (continued under phase II: Partnership for Learning)	Preparation for phase II
	Course portfolio (con-	Efforts to develop courses in the formal TVET system were contin-

	tinued under phase II: Formal systems development)	ued under component "formal systems development" of phase II (Swisscontact & Swiss Cooperation Office Albania, 2009, p. 7).
	Financing training delivery (phased out)	Component was mainly meant to continue funding started under the ISDO project (Direktion für Entwicklung und Zusammenarbeit, 2007, p. 3); component was discontinued after phase I without voucher scheme having been absorbed by the NES as it had been originally intended (Swisscontact & Swiss Cooperation Office Albania, 2009, p. 7). Nevertheless, a current course programme by the MOL documents that 32 (out of 44) offered training programmes were developed under this component (or under the previous ISDO programme); though the voucher scheme was not absorbed, there is thus evidence that the programmes are still functioning, even though the voucher scheme has not been sustained. Furthermore, 6 out of 9 private training providers or previous project partners that have been supported under the ISDO project have established themselves as independent training providers, some of which are now also supporting SDC to implement its project oriented towards the Roma population (Jäger, 2011).
	Mobile training (phased out)	Component was discontinued after phase; AlbVET thus only provided some material to a "volatile entity" (Swisscontact & Swiss Cooperation Office Albania, 2009, p. 7); nevertheless, the entity still exists and offers training programmes at the level of training centres under the MOL (Jäger, 2011).
	Quality and innovation projects (phased out)	Component mainly was meant to support schools that had benefited from previous SC projects (DVS / ISDO / SVS) but did not aim at developing a sustainable mechanism for funding innovations or quality intputs; the component was discontinued after phase I. No donor or other government agency continued AlbVET's support to quality inputs (Swisscontact & Swiss Cooperation Office Albania, 2009, p. 7)
Phase 2	Formal systems development	In this component, AlbVET stepped in to support the government in the implementation of its 2+1+1 reform; focus is thereby on training teachers, developing curricula and learning material and providing equipment. The component is planned to be continued in AlbVET's phase III (Swisscontact, 2011, p. 8). Certainly, it is too early to assess the future sustainability of this component; representatives of AlbVET are, however, of the view that the new, sophisticated approach to learning (project-based learning) can be sustainably implemented in the supported schools, as they are profiting from the high social demand created by innovations in training. However, the project-based approach to learning is comparatively capital-intensive; in view of the strained public resources and the fact that the decentralisation reform is not being implemented, it is not very probable that the government will be in position to continue this kind of funding. The fact that a number of schools have started to copy the learning islands which were originally imported from Germany may, however, be a positive sign for replication.

	Partnership for learning	As outlined above, the first batches of hairdressing trainees were only enrolled recently and the component is planned to be continued in phase III (Swisscontact, 2011), which renders an assessment of sustainability in terms of funding and human resources somewhat premature. However, the component seems to have had some influence at the level of the legal framework (see below).
	Decentralised VET provision	For long it seemed that efforts to decentralise TVET still remained at the conceptual level (Swisscontact, 2009) and that the prospects for genuine commitment from the side of key stakeholders (government/local authorities) to make decentralisation in TVET a reality are, at least at the moment, very bleak. For this reason, SDC considered of phasing out this component (Jäger, 2011). However, the component seems to have had some influence at the level of the legal framework (see below).
	Inclusion of special needs groups	Until now, services supported by the project have not been provided in a sustainable way; rather, time pressure led the implementing agency (with the backing from SDC) to involve outside experts who conducted training courses for the coaches. In any event, the component is planned to be continued in phase III (Swisscontact, 2011) and will, most probably, also be supported by a project/programme more oriented towards social inclusion, the credit proposal for which is still in the process of being formulated.

Table 7: Prospects in terms of sustainability of funding and human resources

In sum, achievements in terms of sustainability of funding and human resources for those components that were already phased out are quite satisfactory, though the prospects for sustainable development of supported organisations currently are not very clear (see, however, notes on the influence on national level frameworks below).

> In which way have reporting and evaluation processes led to higher awareness vis-à-vis a sustainable, long term impact of the projects?

The programme seems to have been guided by a systemically integrated vision of sustainability that is not merely oriented towards developing and implementing project activities that will need to be handed over to (governmental or non-governmental) partner agencies after the phase-out of the programme. Rather, it aims at comprehensively supporting change at the local level (deliverables) that is further being promoted by more systemic change at the national level (e.g. Jäger, 2011; KEK Consultants, 2006; Swisscontact & KEK Consultants, 2005). It is against this backdrop that AlbVET was designed as a highly complex project in a number of domains of the Albanian TVET system. Nevertheless, early conceptual work on AlbVET (e.g. KEK Consultants, 2006; Swisscontact & KEK Consultants, 2005) was virtually silent about mechanisms that could ensure long-term sustainability in terms of funding and human resources of the intervention, even though the 5-year strategy briefly elaborated on the limits of absorption capacity by some of the vocational schools (KEK Consultants, 2006, p. 32f). In fact, some components of the first phase of AlbVET were rather designed to provide further funding to some organisations supported in previous Swiss projects.

Despite its overall vision oriented integrated systemic sustainability, available programme documents (Swiss Agency for Development and Cooperation & Swisscontact, 2006; Swiss Cooperation Office Albania & Swisscontact, 2009) and half-yearly reports and phase reports (AlbVET,

2009b, 2010b, 2010c; Swisscontact & Swiss Cooperation Office Albania, 2009) do not sufficiently reflect on the issue of sustainability. Furthermore, the issue of sustainability in terms of human and financial resources after potential phase of SC is hardly ever systematically addressed in any of these documents. The main issue for both SDC and the implementing agency became, of course, difficulties in implementation which led to the half-yearly extension phase in 2009 but also to the fact that the final phase-out of the programme was postponed to approx. 2014.

The underlying problem of this state of affairs is, however, certainly not the lacking capacity of the implementing agency but rather the conditions under which the programme has been implemented.

On the one hand, time pressure was enormous. In retrospect, it has been argued that details of all nine components would need to have been formulated against evidence from a comprehensive inception phase which could have made visible that the government's commitment to engage in certain reforms (e.g. decentralisation) was lacking and which would also have allowed to either find new staff or train the existing one as the organisational setup was more challenging than that of former SC projects (Jäger, 2011).

On the other hand, a glance at the first credit proposal for AlbVET (Direktion für Entwicklung und Zusammenarbeit, 2006b) suggests that SDC was interested in supporting the Albanian TVET system along the lines of a programme approach. However, the modalities underlying further refinement programme priorities and implementation are clearly those of a – highly complex – project. In fact, the Albanian government has – in contrast to the Albanian education SWAP (UNICEF, 2011) – no formal leverage on how resources are being used and phases for implementation are enormously short (Phase 1 without extension: two years / Phase 2: two years). At the same time, the overall goals of AlbVET (which are different for phases I and II) have been left relatively vague, which is something one would expect for a long-term programme. On the top of all, with the beginning of phase II, the programme had to accommodate a new target group, the measures for which then, however, needed to be implemented in a rather hurried way and were, by some observers, considered to be less part of a stand-alone component but rather a sort of "action research" or preparation for a next phase (or even a different project) (Sager & Gjermani, 2010, p. 12).

In sum, AlbVET can be viewed as the outcome of an intervention strategy which aims at positioning SDC as a stable, trustworthy partner of the Albanian government, without, however, devolving any responsibility in terms of decision making to the partner country. In this context, it is, of course, not surprising that SDC did not insist on the implementing agency more comprehensively conceptualising sustainability measures.

What is SDC´s influence in strengthening national VSC frameworks (e.g. public-private partnership, certification and accreditation of VDS courses, curriculum development, career guidance)?

Undoubtedly, SC is being viewed, by the Albanian government, as a highly competent partner in the Albanian TVET domain; this provides the agency, and its country representative, with leverage that can be used to influence TVET policy far beyond the rationale for AlbVET's components.

On the one hand, SC has constantly contributed to the increasing attention from the side of the Albanian government (KEK Consultants, 2006, p. 9). One very important initiative in this regard is the launching of a TVET Arena, i.e. a public platform that fosters the dialogue between major stakeholders of the TVET system (policy makers, entrepreneurs, employees, trainees and others) and has strongly contributed to make the Albanian skills gap an issue. At the same time, SC plays a key role in the (sub-)sector Working Group on TVET as well as in DACH+ that serves as a clearing house for donors and implementing agencies in Albania and recently organised an important conference on TVET in Albania (Swiss Cooperation Office Albania & Swisscontact, 2009, p. 31).

On the other hand, SC was also given the opportunity to work on the current revision of the TVET act, which is planned to refer to the dual model of apprenticeship training as one form of imparting vocational training (Jäger, 2011). This may result in the "partnership for learning" going beyond piloting and being replicated in a greater number of schools. In fact, one vocational school that that did not have the privilege of being supported through the AlbVET programme started to

design its own learning islands in order to render its training programme more labour market-relevant. In a similar vein, the "partnership for learning" model already started to be copied by a private training centre that was not supported under the respective component of the AlbVET project. These observations somewhat put into perspective the notes made above on the financial sustainability of the supported programmes. Furthermore, latest reports suggest that the efforts of the project in the field of decentralisation seem to have inspired a new regulation that promotes autonomy of vocational schools (No author, 2011). Whether or not (and how) this regulation will be implemented does not seem clear at that very moment but it needs to be acknowledged that the original key intention of the programme, to contribute to decentralisation in TVET (which would be a major policy change), could at least partially be reached.

Are SDC's VSD interventions sensitive for the risk of establishing parallel structures?

There are no signs of parallel structures being established through SDC's support. Certainly, AlbVET's aim to promote approaches that are new to Albania (dual model/project-based learning) are challenging current practices in TVET. From a systemic point, the development of such type of parallel structures would thus be quite welcome as innovation in the skills training arena is an urgent must in the Albanian context. Nevertheless: the fact that these innovations are still unfamiliar to many stakeholders in Albania may rather undermine the long-term sustainability of these components.

6 Conclusions

The AlbVET programme is a highly complex intervention that has been designed on the basis of a comprehensive review on some of the country's key challenges in TVET. Our analysis suggests that the programme, though all its original intentions had been highly relevant, was started with an overtly ambitious rationale that seriously hindered implementation in the many components of the programme's phase I. In phase II, some of the previous components were phased out but the scope remained vast, all the more as SDC insisted on including a completely new component, dedicated to a target group that it was catering to in one of its other projects. Given the fact that phase II is still in the process of being implemented, it is somewhat premature to assess its achievements. However, the notes above suggest that difficulties in implementation have remained, particularly with regard to the components "decentralised VET provision" and "partnership for learning". At the moment, it can be gauged that the strongest impact of the programme will be that of improved dialogue at the national level and – hopefully – of innovations in the field of training that will not only sustain in the organisations that are being supported through AlbVET but will also trigger similar changes in other training organisations.

However, it seems that donor interventions focussing on skill development programmes at the upper secondary level will not address the key problems of the Albanian TVET system. In fact, social demand at this level educational level is clearly in favour of the academic tracks, and it is unlikely that donor support even to very innovative schemes of skills development will result in the low social prestige of TVET (which is certainly at the heart of lacking social demand) being improved. What would, thus, be more important would be support to programmes which cater a) to junior secondary school leavers which are not enrolled into mainstream TVET programmes of vocational schools and b) to senior secondary school leavers who are not enrolling at the university but are looking for practically oriented tertiary education programmes. The current attempt of AlbVET to reorient (under its phase III) the component "formal systems development" in order to assist the MoE (or the NVETA respectively) in the development of practically oriented training for IT technicians at the tertiary level can thus be considered highly relevant from an overall policy perspective. At the same time, there could be – undoubtedly – a potential role to play for investors from Switzerland, at all levels of the occupational hierarchy. Currently, European foreign direct investment in Albania (as in other parts of the Western Balkans) mainly originates from Austria, which renders firms from this country to important facilitators both of technological change and

skills transfer. There may, thus, be some scope for a comprehensive Swiss approach to the Albanian TVET system to foster initiatives that go in a similar direction.

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Evaluation of SDC's
Vocational Skills Development Activities

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Brief Meta-Evaluation No. 1

**Bangladesh
Centre for Mass Education in Science**

7F- 03333

Draft

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1   Introduction

The main objective of the Centre for Mass Education in Science (CMES) is to educate disadvantaged rural Bangladeshi adolescents and youth who have never enrolled or have already dropped out of school in science and technology. Starting with a few volunteers, CMES was established in 1978 and employs momentarily over 1,600 employees. In the past, CMES has developed a system of education, training, and empowerment that works well with their target group and includes strong programming that addresses also gender. In 1991, the gender aspect was strengthened by the start of the adolescent girls program (AGP)" (Curtis et al., Evaluation Report, 2010, p. 4). Up to now, the project runs 23 rural units in 15 districts of the country. Corresponding to its system, CMES has also developed methods, materials, and products which support its goals. By these measures, the project links the world of education to the world of work (Curtis et al., Evaluation Report, 2010).

Since July 1996 until March 2004, CMES has been funded by SDC for its 1st and 2nd phases. From April 2004 to August 2010, the project was financially supported by SDC and/or SIDA (3rd and 4th phases). In 19 (out of 23) CMES units, it reaches more than 31,000 people. The actual phase (4th) is coming to an end and a proposal for a 5th phase is anticipated.

This account is mainly based on a review by a team, which itself evaluated former reviews, CMES documents, government documents, and global best practices. The evaluation was supplementarily supported by over 20 site and headquarter visits where mostly CMES staff from several units and around 125 graduates/participants plus members of SDC, BNF (Bureau of Non Formal Education), UNICEF (United Nations International Children's Emergency Fund) and BTEB (Bangladesh Technical Education Board) etc. were interviewed. In the following part of this summary, an overview over the achieved goals of CMES in terms of the chosen segments is given:

1.1   *Efficiency, Effectiveness, & Relevance*

In terms of Private Sector Development, the success of CMES in this area is measured by the fact that a former trainee is able to make a livelihood after finishing the programme. Almost all of the interviewed participants (95% in total) have a strong desire to found a business in the future or expand their existing businesses (Curtis et al., Evaluation Report, 2010, p. 1). Graduates of the programmes have started over 8,800 businesses and a similar number which are around 30% of the trainees have gained employment within existing businesses. There is no data available about the disposition of the remaining trainees. Although the actual growth rate of the businesses could not be determined, the evaluation team reported that most of them appear to be local and small.

By an estimate of CMES in 2009, the 19 core units have produced about 800 full-cycle graduates. The pass rate is quite high and there is no significant difference between male and female students. "A large number of the graduates, especially female, take up total garments and another group, mainly male, opt for portable wood-work. Their monthly income ranges between Tk. 6,000 (=US $89) to Tk. 10,000 (=US $149). CMES has trained about 2900 graduates [56% of the total target] with graduates earning Tk. 25,000 per year (=US $397) spread among all the core units" (Curtis et al., Evaluation Report, 2010, p. 2).

According to information provided by CMES, a positive correlation exists between grades achieved in particular trade and income earned. Such trends are consistent across the trades. For instance in the case of garments, in 2009 grade A achiever earned tk. 2500-3000 on an average, while the grade B achievers earned Tk. 1500 -2000, while the grade C

achievers earned Tk 500-1000 per month. Similar trend is observed for other trades in the year 2009, as well as, in the year 2008 (ibid., p. 13).[1]

The documentation suggests that dropout rates are lower than the Bangladeshi average but still considerably high, particularly for the transitions between the different levels of the CMES programme (Gerold, Rahman, & Wahab, 2005, p. 17). Moreover, dropout rates are higher for the advanced levels than for lower grades, a fact, which may be related to the fact that unemployment rates are higher for those from higher levels (Curtis, Alam, Wahab, & Sabur, 2010, p. 12). Further information (e.g. whether the drop out is made deliberately or not) is not provided by the given data.

There is no evidence on how the pro-vocational components of the CMES programmes are playing into this picture. However, it can be assumed that the prime incentives for beneficiaries to join the CMES programme are the comparatively high quality BE and lower real costs of education; in the case of the garments-oriented skills component, girls seem to view the programme as an avenue to higher paid jobs in the garment industry. Given, however, the fact that access to higher, e.g. supervisory level jobs in the garment industry are generally reserved for promoted operators, motivation to stay on in the CMES programme declines over the course of the programme.

With reference to education, the current educational activities of CMES are well aligned with the overall project goals. The education component contributes towards the acquisition of market-oriented skills that could be applied for gainful employment. The educational approach adopted by CMES is valid, and it is institutionally capable of managing the complex educational system. The basic school system (BSS) which was established by CMES is judged as a good mix of general (basic) education, life-skills and social activities which suites the target group of disadvantaged rural children. In order to improve the livelihood of young Bangladeshi, the graduates have to upgrade their skills continually. CMES supports this idea of continual education by offering short fee-paying trade courses (duration of three months, three days in a week, and average teaching-learning transactions of 2-3 hours per day) which are attended by BSS learners (10-15 %) and higher secondary & college learners (85-90%).

In general the 19 core units have a high pass rate and have produced about 800 full-cycle graduates in 2009. 45% of the graduates are supposed to complete the full-cycle in 2010. "The remaining 55 percent are expected to complete the simple elementary level up to Bikash (equivalent to grade II of the mainstream)" (Curtis et al., Evaluation Report, 2010, p. 9). The monthly income of the graduates ranges generally between Tk. 6,000/= (US $89/=) to Tk. 10,000/= (US $149). About 2900 graduates of CMES achieve about Tk. 25,000/- per year (=US $397) spread among all the core units.

Concerning gender issues over 850 gender sessions were held as well as numerous other activities in 2009. Although the Gender Empowerment Index of CMES was not fully met, the programme is having a very profound effect on young women and the communities they live in as most of the interviewed women were confident and well spoken.

In terms of Finance, CMES is considered to be a low-risk organization. It posseses a solid financial management team and an accounting system is in place. Additionally, CMES was able to establish some control measures.

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[1] The Grades are defined as A: 85-100 percent; B: 64-84 percent; C: 50-67 percent and F: below 50%, failed.

1.2   Institutional Strengthening

CMES employs around 1,600 people. It was able to establish a constitution, a board of directors which makes most financial and training decisions as well as policies for a large number of organisational operations.

The interviewed staff complained about the fact that they do not see a clear promotional path and that salaries do not reflect years of service which makes it hard for most of them to remain motivated. Despite of great efforts taken by CMES concerning gender equality at head office level and in their work with participants, a gender imbalance at the senior levels of their education system is evident.

1.3   Next phase

The next phase of CMES is not carefully worked out yet, as neither concrete plans nor budgets are currently in place. CMES plans to continue its work in the usual way. The next phase of CMES is currently under elaboration. The available information in terms of the next phase is based on a collection of ideas which will be clarified in May 2011. Until then, CMES plans to continue its work in the usual way, by expanding its outreach. It is also recommended that the organisation should be divided into a business and a social section.

"CMES must be seen to do good work, supported by a marketing and communications program. Additionally they need to expand their board with new people. The program to support graduate businesses requires thinking bigger than present. A deliberate initiative needs to be developed, to find partners to deliver their programs on the social side. As well, now is the time for the Chairman to start grooming a successor" (Curtis et al., Evaluation Report, 2010, p. 3).

2   Conclusions

In sum, CMES is a very appealing project which generally seems to fulfil the aimed objectives in a very difficult environment. Particularly, in terms of entrepreneurship development in the first stages, CMES is doing a great job. Of special interest would be what kind of vocational skills should be furthered in order to enhance the options for employment and self-employment.

Generally, CMES has to strengthen its organisational structure to assure donors that the replication and geographic expansion within Bangladesh are legitimate possibilities. But still a lot more work needs to be done by CMES. A final statement about an existing connection between national strategies and CMES cannot be made according to the provided documents (see Literature).

3   Outreach

It was estimated by CMES that in 2009 around 800 full-cycle graduates[2] were produced by the 19 core units (Curtis et al., Evaluation Report, 2010, p. 9).

All in all from 2007 until 2009 around 9,823 people were enrolled in the Bikash grades[3] and around 2,756 people in Agrashor-1[4]. Only about 25% to 30% of the Bikash graduates

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[2]   Full-cycle graduates are graduates who completed the cycle up to Agrosor-3 level which is equivalent to grade VIII of the mainstream.

[3]   Bikash grades are basic school levels.

continue to Agrashor-1 and about 50% enrol in other schools. These figures imply that quite a high amount of drop out occurs when the transition from Bikash to Agrashar 1, 2 and 3 takes place. Furthermore, data needs to be provided about the disposition of the children who decide to enrol in other schools. It is also striking that a remarkable number of female Agrasar graduates (almost double than male graduates) founded their own businesses while 40% of the Agrasar graduates remain unemployed.

"In terms of skills training for the diversified graduates, CMES has done reasonably well. It has trained about 2900 graduates in the period 2007-2009 in all the core units" (Curtis et al., Evaluation Report, 2010, p. 10).

4   Literature

Curtis C.; Alam, M.; Wahab, N & Sabur, Z. (2010). *The Phase End Evaluation of the Basic School System and Adolescent Girls Program: A Second Chance Education with Livelihood Skill and Gender Empowerment.* A Project of the Centre for Mass Education in Science. Evaluation Report.

Gerold, A. M., Rahman, E., & Wahab, N. (2005). *Institutional Analysis of the Centre for Mass Education in Science.* Dhaka: Swiss Agency for Development and Cooperation.

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[4] The Agrosor-level, i.e. Agrosor-1, Agrosor-2 and Agrosor-3, range between grade-III to grade-VIII of the mainstream (see Annex 7.8 Skills of the Evaluation Report).

Evaluation of SDC's
Vocational Skills Development Activities

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Fieldwork-Based Project Case Study No. 1

Bangladesh
Post Literacy and Continuing Education Project

7F- 03284.02

Draft

Requested by:
Swiss Agency for Development and Cooperation (SDC)

Author:
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Acronyms

ADB	Asian Development Bank
AL	Awami League
ATI	Agricultural Training Institutes
BDF	Bangladesh Development Forum
BISE	Board of Intermediate and Secondary Education
BTEB	Bangladesh Technical Education Board
BNFE	Bureau of Non-Formal Education
CE	Continuing Education
CEC	Continuing Education Centre
CMC	Centre Management Committee
CMES	Centre for Mass Education in Science
DfID	Department for International Development
DNFE	Directorate of Non Formal Education
DTE	Directorate of Technical Education
EFA	Education for All
GOB	Government of Bangladesh
HSC	Higher Secondary Certitificate
INGOs	International Non Governmental Organizations
ILO	International Labour Organization
IR	Inception Report – Evaluation of SDC's Vocational Skills Development (VSD) Activities (Maurer et al. 2nd September 2010)
LCG	Local Consultative Group
MOPAs	Monitoring Partner Agencies
MOPME	Ministry of Primary & Mass Education
MSE	Micro and Small Enterprises
NFE	Non-Formal Education
NGO	Non-Governmental Organization
NSS	National Skills Standards
ODA	Official Development Assistance
PL	Post-literacy
PLCE	Post-literacy and Continuing Education
PLCEHD-2	Second Post Literacy and Continuing Education for Human Development
PPP	Public and Private Partners
PTI	Polytechnic Institutes
SDC	Swiss Agency for Development and Cooperation
SSC	Secondary School Certificate
TSC	Technical Schools and Colleges
TTC	Technical Training Centres
TVI	Technical Vocational Institutes
TVET	Technical and Vocational Education and Training
UCEP	Underprivileged Children Educational Program
VSD	Vocational Skill Development
YDC	Youth Development Centres

1 Background

The Second Post Literacy and Continuing Education for Human Development project (PLCEHD-2) and former projects have quite a history in the political and implementation field of Bangladesh. In 2002 the PLCEHD-2 project began just after the first post literacy (PL) and continuing education (CE) project PLCEHD-1 had been started. It simply covered districts of Bangladesh which were not involved and thus covered by PLCEHD-1. Beyond that another project named PLCEHD-3 was launched which is aligned at the Chittagong region and thus is confronted with other ethnic groups. PLCEHD-1 and -2, "although different in design, were conceived as follow-on interventions which would enable neo-literate graduates emerging from earlier literacy projects to consolidate their literacy competency and enhance their livelihood opportunities by undertaking PL and CE activities at upazila community learning centres" (Interception Report, 2010, p. 6). But shortly after PLCEHD-2 was commenced, it was already suspended due to the dissolving of the Directorate of Non Formal Education (DNFE). It recommenced in 2006 after PLCEHD-1 succeeded to establish a newly-formed BNFE as a replacement and is expected to run until June 2011. The newly-formed BNFE also prevented NFE programs from being closed down due to the crisis (see Chapter 2.1.4).

In general, the greatest achieved goal of PLCEHD-1 was the development of a NFE-policy, hereby it must be considered that Bangladesh does not even have a consistent education policy till now. Besides, in regard to the field implementation, the aim was to provide support to 1.36m learners and the foundation of Continuing Education Centres (CECs). PLCEHD-1 which had 1.5 years delay was able to provide support to 0.97m learners (73% achievement). Tracer studies enforced after the project conducted that many of the learners continue to run their businesses and thus have accomplished significant positive changes in their lives and livelihood (e.g. from 10 to 100% increase of income). One of the major weaknesses of PLCEHD-1 (that has been addressed in PLCEHD-2) was that there was no policy guidance to the continuity of these CECs. So, consequently many of them have been shut down. However, most of the businesses established individually by the learner continue. Further Details on the successes of PLCEHD-1 are available in the previous PLCEHD-2 credit proposal.

PLCEHD-1 curricula were considered to be good but need to be revised and updated. The project produced a lot of learner's materials but lacks the production of facilitator guidelines (e.g. trainer guidelines etc.). The PLCEHD-1 materials were prepared only for its target group of 1.36 million learners of which 50% were female. PLCEHD-2 materials will be catered for the needs of the PLCEHD-2 learners (1.6 million) but in contrast to PLCEHD-1, the project goes beyond its limits as the BNFE will need to produce national curriculums, competency standards, assessment tools, training materials for the NFE sub sector in general. All of these will be produced in the context of PLCEHD-2.

A lot of donors were involved or are still involved within the PLCEHD-2 project (e.g. Asian Development Bank (ADB), the Government of Bangladesh (GOB) and the Swiss Development Cooperation (SDC). A small component of the financing is also contributed by the communities which the project serves. The total financing of PLCEHD-2 probably adds up to 90 million USD (Interception Report, 2010, p. 6). In the future, a succeeding project will probably cover a great deal of more graduates than it does today. Meanwhile, 1.6 million neo-literate learners in 210 upazilas across 29 districts are enrolled in the program, which is why the government plans to widen the scope for around 30 million people[1]! Therefore, it is planned to establish around 7,000 learning centres in the future (Interception Report, 2010, p. 6). Thus, PLCEHD-2 is a politically highly relevant project. The forerunner project was started in 2000 as an approach to strengthen literacy and acknowledging that informal learning is a core element in countries like Bangladesh. Related to the high school drop out quotas in the 1990s the element of literacy was the core focus of non formal education, later

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[1] Source: Personal communication with BNFE representative.

the vocational skills development aspect gained more and more ground in 2000 and the following years[2]. Meanwhile PLCEHD-2 has included also vocational elements to make the program more relevant.

An overview over the Post-Literacy and Continuing Education for Human Development Projects (PLCEHD) is provided as follows:

NFE 1	Support to Non-Formal Education in Bangladesh

PLCE HD 1:	Duration: 2001 – middle of 2008 (SDC withdraw its support)
	Financed by: GoB & World Bank (& SDC)
	Goal: Development of a National Non-Formal Education *Policy*; support of Post-Literacy Implementation; establishing of Continuing Education Centres (CECs); provision of continuous education to 1.6 Mio people.

PLCE HD 2:	Duration: middle of 2008 – middle of 2011
	Financed by: GoB & ADB & SDC
	Goal: Strengthening the post-literacy and continuing education by implementing community based Post Literacy and Continuing Education courses; establishing a supporting organisational framework operational in 29 districts (complementary to those districts addressed in PLCEHD-1).

	- 2001	2001-2008	2008-2009	2009-2011
NFE 1	7F-03284.01			
PLCEHD-1		7F-03284.02		
PLCEHD-2			Phase 1 7F-03284.3	Phase 2 7F-03284.4

2 Intervention Context

2.1 Country Brief

2.1.1 Geographical Position

Bangladesh is a country in Southern Asia with nearly 160 million inhabitants on a landmass of 147,570 square kilometres. Therefore it belongs to the most densely populated countries in the world. With a per capita income of US$ 652 (Atlas method) in FY09, the country remains a low income country and 40% of its population is still living in poverty (World Bank 2010).

The geographical location is a strong determinant for Bangladesh's development. India has bounded the country in the west, north, and north-east, Myanmar on the south-east, and the Bay of Bengal is on the South (World Bank, 2010). 80% of its land consists of floodplains, resulted by more than 300 rivers and channels including the three major rivers: the Ganges, the Brahmaputra, and the Meghna. Southern part of the country is nestled in the Bay of Bengal with a 710 km long coastal belt that is home to nearly 35 million people (Country

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[2]   9 out of 100 children never enrol in any primary school. 45% of the enrolled children do not complete primary cycle. Thus, it is estimated that there are 40 million adults in the 11-45 age range in Bangladesh that have not completed primary education (C. Ahmed 2010).

map: see Annex 5). The geographical position of Bangladesh and its very high population density make it extremely vulnerable to natural disasters including floods, droughts and cyclones. Global climate change has increased these vulnerabilities to a large extent (Alam 2008).

2.1.2 Languages

The official language of Bangladesh is Bangla also called Bengali which is the first language of more than 98% of the country's population. It is written in its own script, derived from that of Sanskrit. The ethnic minority people have their own languages and some of the groups speak in their own languages as well.

2.1.3 Political organisation

Bangladesh is a newly emerged country. It has been under British rule for about two centuries and was a part of Pakistan for 24 years. Since its emergence in 1971, Bangladesh (formerly East Pakistan) became an independent nation after seceding from Pakistan. However, the country's administration is still perceptible as 'colonized governance' by its internal 'privileged' people. Since it has reached independence in 1971, Bangladesh has experienced a variety of forms of government including military rule and interim rule lead by caretaker government. A parliamentary system was re-introduced in 1991, and power has alternated between the two major parties, the Bangladesh Awami League (AL) and the Bangladesh Nationalist Party (BNP), in each of the last four elections. The party leaders grasped the power within the present political system of the different political parties. During political transition periods, political dialogue has been characterised by bitter party rivalry that weakens sustained development.

2.1.4 Recent Political Developments

In 2006, with massive civil unrest, the political cycle was broken that threatened long-term peace and stability in the country. A military backed caretaker government was in the power for two years in late 2006 targeting to restore peace and democracy (World Bank, 2010). The general election was held in December 2008 under the caretaker government that was deemed free and fair by international observers and resulted in a peaceful transfer of power to an Awami League (AL) government led by Prime Minister Sheikh Hasina Wajed. This was indeed a triumph for political governance and democracy. However, the major opposition parties including BNP are absent from the parliamentary sessions because they complain about having no congenial environment participating in the parliamentary debates and discussions. The BND-led opposition parties are in movement demanding early election and resignation of the government. Thus, the political situation of Bangladesh is still volatile in terms of democracy and peace.

2.2 Education and Training System: Key Features and Challenges

Including recent key reforms in the TVET system, the Bangladesh education system is characterized by co-existence of three separate streams divided into three levels, i.e. primary, secondary and tertiary. The mainstream is a vernacular-based secular education system inherited from the country's colonial past. There also exists a separate religious system of education. Finally, based on the use of English as the medium of instruction, a third stream of education modelled on the British education system (and using the same curriculum as in Britain) has grown in the country's metropolitan and urban areas (Alam, 2008).

The mainstream education system in Bangladesh is structured in following three levels:

Pre-primary and primary education: There is a system of one or two year pre-primary education in government, non-government and English-medium schools. The recent Education Commission has proposed for 1 year compulsory pre-primary education for all the children (see Figure 1). The implementation of compulsory pre-primary education has been started and the government is expected introducing pre-primary education for all eligible children from 2011.

According to the global commitment implementing Education for All (EFA) target, a five-year compulsory primary education is an 'official agenda' for the 6-10 year age group. There are 11 types of primary schools in Bangladesh, which are different in administration, management, curriculum, opportunities and many other aspects. In metropolitan cities, however, government and non-government primary schools cater only for the educational needs of the poorer sections of the population, as the better-off families usually send their children to private English medium schools or private elite schools. There exists, however, a substantial number of NGO-run non-formal schools catering mainly for opt-outs[3] from the government and non-government primary schools. The new Education Commission has proposed for eight year compulsory primary education which has not yet started implementing.

Secondary education: On completion of primary education, students (11+) enrol in junior secondary schools for three years. At the end of their secondary education, the students are for their first public examination (SSC) under the supervision of seven education boards known as Board of Intermediate and Secondary Education (BISE). Students of religious education and English medium streams also are for their respective public examinations, Dakhil and 'O' level, conducted by the Madrasah Education Board and London/Cambridge University respectively, facilitated by the British Council in case of the latter.

The SSC graduates have the option of joining a college for a two-year higher secondary education in their respective areas of specialization. After a two-year higher secondary education, the students have to absolve another public examination known as a Higher Secondary Certificate (HSC), conducted by the Education Boards in order to qualify for further education. Students of religious and English medium streams also make their respective public examinations, Alim and 'A' levels, again conducted by the Madrasah Education Board and London/Cambridge University respectively.

Tertiary education: Undergraduate education of various durations (three to four years) is offered to the HSC graduates at a number of public and private universities/degree colleges. Ordinary or Bachelor and Honours are the two types of the bachelor programme in Bangladesh. Ordinary bachelor degree courses are provided by colleges. With a bachelor degree, a student may proceed to pursue Masters Degree studies (see: figure 1). Honours Bachelors degrees and Masters programmes are provided by the specialized institutions or universities. Some of the colleges, known as University Colleges, are permitted to offer honours at Bachelor and Master level education.

Post-graduate education, normally of one to two year duration, is provided at universities and selected degree colleges and institutions. Scope for pursuing research degrees is very limited in Bangladesh. Only a few public universities are permitted to provide research education (M. Phil/PhD) in limited fields (BANBEIS, 2009).

Technical and Vocational Education and Training (TVET) provisions in Bangladesh:

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3 Opt-outs are persons or children who drop out of school. Sometimes this is not done voluntarily, e.g. when the parents cannot afford to pay the necessary fees.

The Bangladesh TVET system is mostly institution-based and fragmented under different ministries, agencies and private sectors with each developing and offering supply-driven programs with practically little or no input from industry (World Bank, 2006). Programs in the TVET sector are also uncoordinated; they have no linkages within the sector and have practically little relevance to the needs of industries (ILO, 2010; Alam and Shahjamal, 2008; World Bank, 2006). The situation has resulted in Bangladesh's TVET system being rather ineffective in producing required skilled workforce to enhance Bangladesh's march towards socio-economic development (Alam, 2008).

The TVET of Bangladesh comprises three levels of degrees - basic level, certificate level and diploma level (World Bank, 2006). The first level is a two-year course, focuses on manual skills. This level of skill is offered both inside and outside of schools. After completing grade VIII education, the prospective students may enrol in basic level. The second level of TVET is called as certificate level. The grade VIII completers need to complete two years of education to achieve Secondary School Certificate (SSC vocational) degree. Students may proceed beyond the SSC (Voc) to the Higher Secondary Certificate (HSC Vocational), requiring an additional two years of secondary schooling after grade 10. At the post-secondary level, there are four-year diploma-level courses, which are offered through polytechnic and mono-technical institutions (such as the Textile Institutes).

Two levels of degrees, i.e., diploma and certificate, are mainly offered by the public TVET institutions in Bangladesh. However, the degree-providing institutes are operated under the guidance of different ministries. Sixty four technical schools and colleges (TSC) and 38 polytechnic institutes (PTI) are in operation under the ministry of education, 27 technical training centres (TTC) are operating under the ministry of expatriates' welfare while the ministry of textile operates 40 technical vocational institutes (TVI) in the country. Moreover, there are 12 agricultural training institutes (ATI) and an institute on forestry are also in operation. All these institutes follow the accreditation of Bangladesh Technical Education Board (BTEB). However, Youth development Centres, under the ministry of Youth and Sports, offer various courses following their own curriculum. There are 64 Youth Development Centres (YDC), one in each of the districts, are in operation.

Along with the public TVET institutes, there are a number of institutes, which are owned and regulated by the private sector but financed by the government to the greatest extent. There are more than 600 TVET institutes which run with the help of the government. Moreover, more than 2,000 private TVET institutes are in Bangladesh.

The intake capacity of SSC (Voc) is 1,21,400 while the capacity for HSC (Voc) is only 16,680. It is quite surprising to see that the capacity of HSC (Voc) is only 13.79% of that for SSC (Voc), thus 86.21% of SSC (Voc) students are forced to get enrolment in general education or other courses of TVET stream because of no opportunities in professional education. This caused a huge misuse of resources. However, the opportunity for tertiary education is very low in the country which could de-motivate brilliant students to be enrolled in this provision. Another issue is lack of coordination between public and private sector. In some courses, there is no participation for public sector while in some cases private participation is absent. However, a country like Bangladesh, needs to ensure public-private partnership for an effective TVET system (World Bank, 2006). Alam (2008) found acute in-coordination amongst different Ministries for formulating TVET policies which causing duplication, replication or missing of relevant programmes.

The number of teachers working in TVET institutes is much lower than the number of posts, which means there is a shortage of teachers in these institutes. The overall teacher student ratio is 1:14 which seems not so high, but the problem is large number of vacant post which actually creates tremendous workload on existing teachers. The World Bank (2006)

considered acute shortage of teachers as one of the major causes behind poor quality TVET system in Bangladesh. High drop-out rate, mostly amongst the good quality teachers, has been considered as a major constraint which results shortage of good quality teachers. Large number of vacant posts also caused for shortage of teachers (World Bank, 2006). The study found that, out of the 38 public polytechnic institutes, 28 currently have no principal while 20 have no vice-principal. Table 1 shows that although there are 76 posts (38 principal and 38 vice-principal) only 32 are appointed. The scenario in other institutes are in general very similar.

There is also a serious gender gap among both teachers and students. The female teachers are only 13% and the percentage of female students is only 11. This could be considered as a discriminatory scenario in the TVET system of Bangladesh (see Annex 4, Table 1).

Recent key reforms in Bangladesh:

The Bangladesh TVET system has experienced some growth and diversification of provision; several government ministries have become involved; some large private enterprises have created pre-service and apprenticeship training opportunities and NGOs have created training provision. These developments have taken place in the context of policy shifts such as the denationalization of public sector industries and the introduction of investment promotion policy to stimulate national economic growth. According to the staff of BTEB, there has not been any 'major qualifications reform' except that:

- Polytechnic institutes raised the standard of the Diploma in Engineering in 2004 from a three- to a four-year programme, with the aim of upgrading the status of graduates.
- The National Skills Standards (NSS) III, II and I were integrated with general secondary and higher secondary education grades 9, 10 and 12 respectively through the SSC (voc.) and the HSC (voc.).
- European Commission funded and ILO executed TVET Reform Project is in the process of proposing some reforms in the TVET Sector of Bangladesh. The intended reforms include revisiting the existing policies, introducing National Technical, Vocational Qualifications Framework etc.

The government assigned recently TVET high priority in order to face the challenge of rapid technological change, globalisation and econonimic uncertainty. However the quality of TVET is still a huge problem due to missing adequate funding and a lack of facilities (M. Ahmed 2010, p. 3-6). Thus Bangladesh's TVET regime is on a comparatively low skill formation level (cf. Maurer 2011, p. 419).

2.3 Key Activities of Other Bilateral / Multilateral Donors in TVET (since 2000)

Development Sector of Bangladesh is largely dependent on the donor support. Numbers of projects in all areas of development including education and human development are implementing by the Local Consultative Group (LCG). The LCG consists of the 32 Bangladesh-based bilateral[4] and multilateral[5] donors of the Bangladesh Development Forum

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4   *Bilateral* development partners: Australia AusAID, Canada CIDA, China, Denmark, European Commission, France, Germany GTZ, Italy, Japan JICA, JBIC, Korea KOICA, Netherlands, Norway, Russia, Sweden SIDA, Switzerland SDC, United Kingdom DFID, United States of America USAID.

5   *Multilateral* agencies: Asian Development Bank (ADB), Food and Agriculture Organisation (FAO), International Monetary Fund (IMF), United Nations, United Nations Development Programme, (UNDP), United Nations Population Fund (UNFPA), United Nations Children's Fund (UNICEF), World Bank, World Food Programme (WFP), World Health Organisation (WHO)

(BDF) The LCG structure was reviewed by a high-level donor panel in 2000. No doubt, the donors are helping achieving good outcomes for Bangladesh. The below Table illustrates the major ongoing projects in the area of TVET in Bangladesh.

Donor	Project name	Implementing agency (optional)	Year (start)	Total amount to be spent
EC and ILO	Technical and Vocational Education and Training (TVET) Reform in Bangladesh	ILO	2007	US$ 20120724.00
ADB and SDC	Skills Development Project: Bangladesh	Ministry of Education, Bangladesh	2008	US $ 94.7 million
Skill and Training Enhancement Project	International Development Association (IDA)	Ministry of Education, Bangladesh	2010	US$ 79,000,000.00

3   SDC's VSD Activities in Bangladesh

3.1   SDC's Priorities as Described in SDC's Country Strategy Programmes

One of our findings is that SDC has no clearly elaborated programme related to VSD. In the „Cooperation Strategy Bangladesh", it is stated under the theme „Employment and Income", that the lines of action are to „enhance skills, competence and capacity for self-employment, employability, entrepreneurship and Micro and Small Enterprises (MSEs) development". Besides the developing of entrepreneurial skills and competeveness of MSE, the following lines are mentioned:

„Promote ‚life skills' as basis for building necessary competence and confidence to participate in social and economic processes (...). Additionally, „Scale-up (vocational) skills development with a strong emphasis on skills relevant for self-employment and employability of individuals (...) strengthening the link between training and the world of labour" (SDC Cooperation Strategy 2008, p. 13).

Despite of the lack of a clear VSD program, SDC is involved in a number of promising projects. Besides PLCE, this is to mention CMES (see separate paper) and UCEP.
Moreover SDC certainly will play a role as well in the future in the Bangladesh Skills Development Policy, i.e. in the TVET Reform Project, a US Dollar 20 M project over 5 years funded by the GOB, the European Commission and the ILO (Government of Bangladesh et al. 2009).

VSD policy is based on several pillars: lager programs like PLCE, sector reforms and specific projects, like CMES and UCEP, and cooperative networks which support the idea of public and private partnership and/or apprenticeship concepts. As told the evaluation team by SDC representatives, the activities are oriented towards (1) a national policy level, (2) a system reform of the Basic Education and TVET sector, (3) specific needs like gender equality and projects with specific target groups and (4) in terms of coordination, in skills development councils. The evaluator was told, that in near future UCEP will not get any further funds by SDC, due to the broad support from other new donors. An additional reason mentioned, was the assumption that the planned enlargement will affect the quality of the project. This argumentation is insofar surprising, as this project is very strongly focused on vocational

skills. This argument could also be raised related to the PLCE project as it will be developed further.

3.2 Recent SDC's VSD Activities in Detail (2007-2011)

Project-code	Project Name	Year	Total amount spent in CHF
7F-03284.02	Post Literacy and Continuing Education Project (PLCEHD-2)	2008 2009-2011	2'785'000 2'500'000
7F-03333	Centre for Mass Education in Science (CMES)	2007-2010	3'215'000
7F-03322.16	Underprivileged Children Educational Program (UCEP)	2007-2010	1'257'000

4 Project Description

4.1 Aims and Objectives

The overall purpose of all PLCE projects is to install the basis for a governmentally supported educational system in Bangladesh. PLCEHD-2 focuses hereby merely on the aspect of continuing education. The general aim of the project is thus the development of human resources of the country through the implementation of a post literacy and continuing education programme. Specific objectives of the project are (ACCC, 2010, p. 13):

- inclusion of about 1.6 million neo-literate trainees in post literacy programs to consolidate, maintain and upgrade the literacy skills which they have acquired previously;

- improving the life pattern of trainees by increasing their income through providing technical skill training

- abolishing gender disparity and establishment of social equitability expediting women empowerment;

- involvement of the target population in a life-long educational process and educating them as enlightened and productive citizens;

- preparing a long-term planning for human resource development; and

- strengthening the capacity of agencies involved in non-formal education in order to strengthen literacy and continuing education programs and to make it more effective (see: www.bnfe.gov.bd)

According to the stakeholders (GOB, ADB, SDC) mainly four aims have to be met:

1. Implementation of a Policy NFE framework in order to strengthen and institutionalize the NFE sub sector. The project has been reformulated and the framework has been approved by the GOB. An advisory board has been established to provide strategic guidance. A link of NFE with the formal education system should be established.

2. An effective system of curriculum development and training for NFE should be in place. A National Task Force for curriculum and material development as well as for training of trainers is established with members of NGOs, NFE resource persons and specialists of the private sector. Relevant curricula have to be updated, which is currently happening. However the new curricula will be available only at the end of PCLEHD-2[6].

3. Another important target is institutional capacity building. BNFE plays a lead role in the education sector. Thus, the BNFE and its local structures will be made functional by building up its personnel and its systems of policy making, training and material development, monitoring and evaluation, as well as research. A difficulty related to this aim is the frequent rotation of civil servants through various projects. So many do not get acquainted with the underpinning norms and practices[7].

4. PLCE programmes should be implemented in an effective way. 7181 centres are being established for PLCE courses in 210 Upazillas of 29 districts by the end of the 5 years' span; 1.6 million disadvantaged youth and adults will have increased their income and employability through skills training. However the implementation quality depends on the expertise and commitment of the regional NGOs.

4.2   Phases of the Projects

The project has been implemented chronologically in three phases:

- Phase I: Starting from 2008, the 3rd cycle of PLCE courses is in progress in the training centres under 1st phase. 31 upazillas from 6 districts were considered for the 1st phase. On average 34 centres are in progress in each of the upazillas. Each of the centres, started in 1st phase, will complete 5 cycles of training. Duration of each of the PLCE course cycle is 9 months and an additional 3 months are reserved for being employed.

- Phase II: This phase has been started in 2009 and completed the 1st cycle and the 2nd cycle is in progress. Each of the centres will complete 4 cycles of training in this phase. 92 upazillas under 12 districts are in the 2nd phase.

- Phase III: Though the 3rd phase was scheduled to be starting just after the start of the 2nd phase, it has been started only after the end of phase II. 87 upazillas in 11 districts started to work in this phase. The 1st PLCE course cycle has been completed and the 2nd cycle is in progress like in phase 2. Each of the centres will continue 3 cycles of training in this phase.

Though the planning, proposal writing and other formalities PLCEHD-2 was able to start in 2002, the formal implementation of the project has been started in 2008. The project aims to provide post literacy and continuing education to 1.6 million Bangladeshi people who have minimum level of literacy. Though the official age limit for enrolling in the programme is from 11 to 45 years, the group in between 11 to 25 years is given priority. The project is being implemented in 210 upazillas in 29 districts. A focal NGO executes the programme with the close supervision of the representatives of the government agency. A vital role is played by the third party monitoring agency who provides a quarterly monitoring report about the status of the implementation. Each of the centres operates two shifts of training everyday; the day

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[6] Source: Personal communication with a consultant of BNFE
[7] Source: Personal communication with a consultant of BNFE

shift is for the women while the men receive training in the evening shift. Around 30 trainees enrol in each of the shifts. The NGOs are selected through a rigorous selection process. Generally the NGO staff provides training to the trainer/teachers as well. From an outsider view it is surprising that the estate is not putting much more emphasis in establishing own institutional capacities instead of supporting NGOs.

The Post-Literacy and Continuing Education Project (PLCEHD-2) is co-funded by the Government of Bangladesh, the Asian Development Bank (ADB), DFID and SDC. The project is being implemented by the Bureau of Non Formal Education (BNFE) under the Ministry of Primary & Mass Education (MOPME) in partnership with NGOs

5 Project Evaluation

As laid out in the introduction of this report, the following section of the report does not aim in a first line at assessing the performance of the programme. Rather, it follows the key questions that were formulated in the IR.

The evaluation team conducted the following findings by interviewing officials and staff of BNFE in Dhaka, staff serving in the district BNFE, MOPAs, and INGOs, along with learners and members of the CMCs. Also several classes of males and females in Bagerhat, Narayanganj, Natore, Nilphamari, Rangpur and Satkhira were visited by the team (see Annex 5: list of key informants).

5.1 Relevance

To what extent are SDC's VSD approaches relevant in reference to the needs in the specific contexts where SDC is active?

Evaluation studies conducted that many Bangladeshi –although having received non-formal basic education- fail to achieve basic levels of literacy and numeracy. With such large proportions of the population being illiterate, poverty reduction seems to be an unattainable objective without an expansion of basic education programmes. Moreover, due to a lack of motivational factors like an enhanced livelihood which is not possible without an educational foundation and the continual appliance of the acquired skills in their daily working environment, many educated Bangladeshi loose the gains they have attained before. By implementing programmes that emphasize Post Literacy and Continuing Education, the employability and income opportunities are further expanded. As non-formal education and literacy training are being traditionally the main focuses of SDC's VSD policy in Bangladesh, SDC's approach is greatly relevant. Thus, it is not surprising that SDC is one of the most prominent donors that have supported NFE programmes in the long run.

The rationale of the PLCEHD- 2 is to establish a community-based and needs-oriented post-literacy and continuing education (PLCE) course programme and a supporting organizational framework in order to upgrade the livelihoods in rural areas of Bangladesh by enhancing more and even better waged and/or self-employment prospects (ACCC 2010, p. 6).

At the level of expectations of the respondents (59) the PLCEHD-2 has fully satisfied 2/3 of the graduates, however one third is only partially content. According to the IR, further statements on this outcome (e.g. why some of the participants are only partially satisfied) cannot be made. Striking is the fact, that the VSD on behalf of the respondents is restricted to 3 types of work: cattle care, electrical wiring and sewing, which are all greatly gender

specific (see Annex 6 and 7).

These training programmes are not only relevant with regard to their potential for social and economic development but also with regard to their potential to ensure that literacy skills of beneficiaries are being reinforced.

> To what extent are SDC's VSD approaches relevant for other donors' activities in the field of VSD and how do they relate to them?

PLCEHD-2 is mainly funded by the Asian Development Bank (ADB). SDC's interest is only about 5 million USD (out of about 80 million in total). Thus, ADB which covers nearly ¾ of the financial support of the project (4485.00 Taka in million) and the GOB are mainly in charge. Collectively, it can be figured that the Swiss Official Development Assistance (ODA) is – related to other donors in the field - quite low. Within a range of 15 to 25 million USD per year over the last decade, the Swiss contribution is equivalent to about 1% of Bangladeshi total aid receipt. Thus, Switzerland belongs to the group of rather small donors (SDC, Cooperation Strategy, p. 7).

Nevertheless, SDC has provided active long-term support to the non-formal education sector in Bangladesh and hence gained thorough experience in this field. For this reason SDC is highly recognised in the GoB for its expertise and significantly contributed to the national NFE policy, as well as improving the overall quality of PLCEHD- 2 based upon previous experience (Bangladesh: The Second Post Literacy and Continuing Education for Human Development Project (PLCEHD-2), 2010). Additionally, Switzerland has a good reputation as a mediator between donors, government and NGOs[8] which might be relevant for the engagement of new donors in the field of VSD in Bangladesh.

In sum, one can say that the PLCE focus on literacy and vocational skills is relevant in Bangladesh which is the reason why SDC is involved in. Due to the good reputation and comprehensive experience of SDC in such projects, the involvement of SDC is welcomed.

5.2 Effectiveness

> To what extent have the outcomes of SDC's VSD interventions been achieved in regard of reaching the targeted population, notably with regard to catering to poor and disadvantaged people, women and girls, ethnic minorities and people living in remote areas into VSD programmes?

In the course of the Second Post Literacy and Continuing Education for Human Development Project (PLCEHD-2), 1.6 million semi-literate disadvantaged youth and adults of which majority are women should benefit from the project which has been implemented in 26 rural and specially underserved areas (e.g. tea plantations, food deficient regions etc.) so far (targeted are 29 districts till mid of 2011). Thus, the project has reached its targeted population. Originally, the 2nd cycle of PLCEHD- 2 was expected to begin in September 2007 but due to discrepancies in the project a slowdown was created in the pace of field level activities.

Nevertheless, the selection criteria have probably not been fully implemented yet and SDC's VSD interventions were not been able to reach as many disadvantaged people as it was previously planned in the second phases from the targeted districts (e.g. Dhaka, Sherpur, Panchagarh, Nilphamari, Chandpur, Cox's Bazar, Jhenaidah, Satkhira, Barisal, Bhola, Sunamganj, and Sylhet) as it was planned before (ACCC 2010, p. 15).

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[8]   Source: Personal communication with World Bank representative.

Furthermore, it was quite remarkable that many learners have had higher levels of literacy than it was expected before which is usually a sign of nepotistic practice at local level between the implementing NGOs and the communities. BNFE and GOB are aware of this mismatch, i.e. this patron-client grip. Capacity building would be helpful for the programme and for the NGOs themselves[9].

Related to the outreach more research would be helpful. Cumulative total enrolment of courses provided under PLCEHD-2 was at approximately 870'000 in February 2011 since 2008. Recently some helpful figures were published, which allow to assess the outreach of the project:

Table: Project areas, number of center established, graduate and employment by phases

Pha se	District (no.)		Upazila (no.)		Center (no.)		Upto March 11 cumulative enrollment will be (no.)	Graduat e (no.)	Employme nt (no.)
	Estimate d	Covered	Estimate d	Covered	Estimate d	Establish ed			
1	6	6	31	31	1054	1054	230520	126480	45176
2	12	11	87	80	2966	2720	285600	122400	41454
3	11	10	92	81	3161	2776	356220	166560	50082
Tot al	**29**	**27**	**210**	**192**	**7181**	**6550**	**872340**	**415440**	**136712**

The table above gives a picture of the extens of PLCEHD-2 activities all over the country (see PIMU 2011, p. 3). How employment rates were collected is not explained at all, however the data is suggesting that the programme is only partly successful.
There are moreover no figures about the success of the literacy programme.
It is of interest in which trades the graduates are trained.

Table: Learners by trade, phase upto 2010

Sl. No.	Name Trade	Learners by phase and batch				
		Phase-I (Cycle 1 &2)	Phase-II (Cycle 1)	Phase-III (Cycle 1)	Total	% of total
1.	Tailoring, Embroidery, Block, Boutique, Tie-dye & Screen print	63640	71790	81240	21667 0	49.9 5
2.	Livestock	15513	32040	50640	98193	22.6 4
3.	House wiring	25437	14550	12630	52617	12.1 3
4.	Fish Culture	6330	12780	12630	31740	7.32
5.	Shallow pump mechanic	3150	3270	2310	8730	2.01
6.	Radio, Television & Mobile servicing	5120	1740	1710	8570	1.98
7.	Nursery, Vegetables, Fruits and Flower cultivation	1110	3090	3870	8070	1.86
8.	Food processing, Soap & Candle making	1080	690	600	2370	0.55
9.	Masonry, Plumbing & Pipe fitting	2100	90	90	2280	0.53
10.	Refreezeration & Air conditioner servicing	1440	0	0	1440	0.33
11.	Mushroom, Silk & Maize cultivation	240	450	150	840	0.19
12.	bamboo, cane, Bee keeping	390	90	120	600	0.14
13.	Bicycle, Rickshaw/Van and Key mechanic	450	90	60	600	0.14

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9   Source: Personal communication with BNFE representative

Sl. No.	Name Trade	Learners by phase and batch				
		Phase-I (Cycle 1 &2)	Phase-II (Cycle 1)	Phase-III (Cycle 1)	Total	% of total
14.	Computer & Photocopier use and servicing	300	30	210	540	0.12
15.	Welding	180	60	270	510	0.12
16.	Sanitary latrine making	0	0	30	30	0.01
	Total	**126480**	**140760**	**166560**	**433800**	**100**

This table shows out of 16 selected trades, that nearly 50% of total learners in all phases have chosen tailoring as their trade. Of them, most learners are female. The second highest selection has got livestock (nearly a quarter) followed by house-wiring (source: PIMU 2011, p. 5).

Our results of the survey concerning PLCEHD-2 show that 2/3 of the graduates were between 17-27 years old. More than half of them has passed 5 years of formal school education, 1 out of 5 participants has completed 8 or 9 years and only 1 trainee out of 5 received 3 or 4 years of education before entering the programme. This underlines the previous statement that many learners had higher levels of literacy that expected in terms of completed formal education. But it is highly doubtful whether these people can actually be called to be literate. The educational background of the parents is in average much lower, which seems to indicate, that some progress in schooling has been achieved in the last decade. The fathers of the participants are mostly farmers and the mothers are usually housewives. 40% of the fathers and 55% of the mothers of the graduates have received no formal education at all. Only 1 out of 5 fathers has successfully completed 9-12 years of formal education (see Annex 7).

> To what extent have the outcomes of SDC's VSD interventions been achieved in regard of providing beneficiaries with the skills demanded by the labour market?

PLCEHD-2 has made considerable efforts to provide beneficiaries with the needed skills and achieved quite some success in doing so as most employers have generally a positive attitude towards graduates of the programme. 13 of 13 responding employers indicate that they have hired the graduates because they expected better trained workers and all say their expectations were met and that the graduates have higher skills than other trainees. Almost all employers judge the economic value of the graduates as high or very high and all employers admit that the graduates have a positive impact on the staff development in the company. 6 out of 6 responding employers think that the job prospects of the graduates are better than for graduates from other programs. 5 of the same 6 employers explain this by the fact that the graduates have a wide scope for work and think that the future incomes of the graduates will be higher than for graduates from other programmes (see Annex 7).

But more attention has to be directed towards the VSD element which will remain a difficult issue in Bangladesh but crucial for future skills development in order to meet the skills demanded by the labour market. The graduate survey indicates that the equipment of the classrooms should be improved as there tremendous needs for more sewing machines and for more instruments in terms of electrical wiring. Without this equipment a practical skills development is hardly to realize.

The duration of training and the total amount of practical classes need to be increased as well. Another respondent demanded more advanced training and proper supervision of it. In order to get a more qualified training the training of the trainers should be enforced, too. The possibility to get loans that would enable them to be self-employed is another concern of many graduates.

> To what extent have the outcomes of SDC's VSD interventions been achieved in regard of reducing school drop-out by linking VSD with BE?

PLCE does not predominantly focus on reducing school drop-outs which is why a clear statement about the linkage of school drop-out rates and VSD cannot be made in the context of this particular project.

> To what extent have the outcomes of SDC's VSD interventions been achieved in regard of improving the quality of training organisations (curricula, trainers, etc.)?

PLCEHD-2 has provided the beneficiaries with the skills demanded by the labour market via curriculum development which are revised and updated currently. A National Task Force for Curriculum and Material Development as well as for Training of Trainers was established with members of NGOs, NFE resource persons and specialists of the private sector.

But there is no intentional capacity building effort towards poor performing NGOs which could for example be solved by linking them with the effective ones. Another solution could be to dismissal of the poor performing NGOs and the good ones could in turn take over the districts vacated by the poor ones[10].

5.3 Impact

> To what extent has access to employment and income of targeted beneficiaries been increased through SDC's interventions?

In case of PLCEHD-2, the access to employment and income of the targeted beneficiaries has improved only to a very limited extend. The chances for better employment are – thus the view of graduates – only partly fulfilled. For self-employment on the other hand loans would be needed in order to get resources for starting a business. Especially women, who are instructed mainly in sewing, end in family work and not in employment or self-employment. The program has not really led to an easier access to work, so the answer of a part of the graduates. However a success is given insofar, that all found access to work either at home or in self-employment or even in employment. Nobody of the graduates complained about unemployment.

Thus, the partial satisfaction of a considerable group of respondents is quite understandable when analysing their received incomes. Nearly 2/3 of them earn about as much as the average Bangladesh income. 1 out of 5 participants has only poor or very poor earnings which makes no remarkable difference to the siblings who did not join such a programme at all. Around half of the referred siblings earn more than the graduates themselves. This applies mostly to cattle carers and (female) graduates who developed vocational skills in the field of sewing. These outcomes indicate that many siblings have a higher social status job which means graduates have a significantly lower social prestige and are correspondingly only partially satisfied. The result which is predominantly a worse financial situation is robust and does not depend on age and education of the graduate nor of their sibling (see Annex 7). Attending such a cycle does not significantly change income and the working conditions, but perhaps it helps to stabilize job perspectives. According to the data of the IR, a final statement about the whether and to what extent the income situation of the graduates has improved cannot be made at this point.

For improvement the following elements should be given priority: First, a more varied set of courses in order to avoid market saturation. Moreover, gender sensitivity should be

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[10] Source: Personal communication with BNFE representative.

maintained, just to avoid stereotypical skills, and all in all more practical work experience. One of the graduates stated that more qualified training and trainers would be needed and all in all more advanced training and proper supervision.

If the pursuit of these elements is desired, one would expect a very strong emphasis on the 'criteria for SDC's VSD support' to be placed on ensuring sufficient funding which enables the offering of a range of market-driven and employable skills. The consequence of the given elements above is that SDC's financial support should lead to improved waged and/or self-employment.

The PLCEHD-2 was conceived as a literacy and skills-for-employment development project. However, the key goal indicator was not really finalised (see ACCC 2010):

The overall goal was to reduce poverty and make human development in rural areas more equitable. Indicators that should determine the goal achievement are the amount of neo-literates living in poverty. At least 50% of neo-literates with increased literacy, life skills, and income generating capacity were conducted being female. An increased demand from poor people for training in order to support for their livelihoods combined with an ascended recognition of their rights was detected.

The purpose statement focused on setting up the structure of the project but did not capture the essential elements of literacy and employment development performance although the purpose indicators did refer, right at the bottom of the list, to training for employment issues (ebd., ACCC 2010).

The purpose was to build a community-based and needs-oriented post-literacy and continuing education (PLCE) course program and a supporting organizational framework operational in 29 districts. Indicators for the achievement of this purpose were the following:

- PLCE learners choose skills training based on income-generating-opportunity surveys provided by INGOs.
- CMCs at community level mobilize and help select learners; training venues, and skills trainers; manage learning centres; and monitor facilitators.
- Employment or self-employment.

It is quite clear that with 1.6 million learners and only approximately 80 million USD, the raw unit costs overall around 50 USD per learner (80 million divided by 1.6 million). Without any extra financial inputs, it is completely impossible to do justice to the VSD element and to establish a functioning VSD system in Bangladesh. Besides, every staff member of PLCEHD-2, all NGOs, the complete equipment and also the monitoring agencies are paid from the above mentioned project budget, too. Additionally, the difficulty of squeezing out some cash for VSD is borne out by the fact that 99% of all women are being offered sewing and tailoring, classes without any machine sewing being seriously offered because only one machine is owned by each centre. Skills are hardly ever covered in a hands-on manner. Combined with the fact that very few implementing NGOs can combine literacy development with market demanded skills training, and the instance that goal and purpose statements are formulated in a very weak and superficial way, the outcome is not really surprising.

Which is the value-added by programmes that were designed along the lines of the dual model of vocational training?

The impact of former and topical PLCE projects are remarkable. But these approaches are not employed for reasons of budget limitations and lack of ability of most of the implementing

NGOs to manage such an approach effectively and thus design value-added programmes along the lines of the dual model of vocational training[11].

5.4 Sustainability

> To what extent are VSD benefits provided by SDC's activities and interventions sustainable, in particular in terms of ensured continuity of financial and human resources?

PLCE is not able to sustain itself in the way it is designed at status quo.

It was targeted that 7,181 centres for PLCE courses in 29 districts should be established within a span of 5 years. To promote a community based and needs oriented Post Literacy and Continuing Education (PLCE) programme, it was targeted that that some of these centres should become at least to some extent truly 'community owned'. But PLCE totally failed to accomplish this objective because most of these centres were simply put down in convenient places where communities were willing to raise a little capital to open an account to receive some project funding and where they were able to offer some land. Other communities were not willing to participate in the project at all which raises questions about the importance of PLCE in general and the willingness of commitment. For a functioning community-based approach, the NGOs and GOB have to step back and simply encourage the communities in founding PLCE centres rather than govern such foundations themselves. Instead they should provide supportive inputs to community centres along with extra incentives offered by other donor agencies. On the other hand – especially for basic education - it would be an important task of the government to strengthen an infrastructure and provide enough ressources for a public education system instead of delegating such projects just to NGOs.

As long as such an intrinsic community-based approach is non-existent, true sustainability will not be possible in the Bangladesh VSD system where the GOB uses a top down approach (you are to learn literacy and some other skills) and the NGOs often step aside instead of encouraging community-based centres.

> In which way have reporting and evaluation processes led to higher awareness vis-à-vis a sustainable, long term impact of the projects (meta-evaluation)?

In case of PLCEHD-2 substantial monitoring and evaluation processes were installed. At the field level, Monitoring Partner Agencies (MOPAs) were responsible for an external monitoring. The internal monitoring on this level was carried out by the NGOs themselves in their respective districts. At the central level (at the BNFE), the project maintained a PLCEHD-2 Monitoring Cell in the Local Government Engineering Department (LGED). At the donor level, the project has a continuous annual implementation plan that is orderly reviewed and up dated on a rolling basis yearly following bi-annual ADB-SDC review missions (see ACCC 2010).

But despite all these comprehensive techniques, some questions concerning PLCEHD-2 still remain unanswered which is caused by the fact that only very few GOB officers in the Bureau of Non-Formal Education (BNFE) have a clear concept concerning effective VSD approaches for market-demanded skills interleaved with literacy development. Regarding the NGOs, it can be figured that several of them have a reasonable conception and might respond to M&E reporting, but as conducted before there is no room for effective VSD in the first place. Furthermore, some NGOs are only willing to participate to the bare minimum in PLCEHD-2 which covers just the funding they are allocate and hence lowers the quality of

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[11] Sources: Communication with BNFE and SDC representatives

their services considerably[12].

> What is SDC's influence in strengthening national VSD frameworks (e.g. public-private partnerships, certification and accreditation of VSD courses, curriculum development, career guidance)?

SDC has had considerable influence on the overall perception on the political level in terms of policy formulation and the contribution of the non-formal sector in VSD. Certainly, NFE policy development was pushed forward by SDC that in turn has had a decent emphasis on livelihoods and adult NFE in Bangladesh but not gender. There seems to be a close connection to the EC-funded ILO SD project as well which is aim is to develop a new VSD policy accompanied by a new Qualification Framework.

In regard of public and private partnerships, the mainstay of SDC's support in the field of NFE and VSD goes to organisations of the civil society (NGOs). Some of which also reassemble private sector representatives. There is no support to schemes designed along the lines of Private Public Partnership though which actors in the private sector would engage.

> Are SDC's VSD interventions sensitive for the risk of establishing parallel structures?

SDC's interventions in the NFE can be termed sensitive in this regard. Rather, SDC has aimed at strengthening already existing structures in the public and the private sector (or has contributed to the establishment of organisations that have become important actors in the education and training sector). In the long run the establishment of a well funded system of TVET and continuing education, which is linked with the education system, stirred by government in collaboration with regional and local stakeholders and NGOs would be an important step towards sustainability.

5.5 Overall Comment on the Project

> Overall impression of the project, from the perspective of VET experts. Does the intervention makes sense? If yes/no, why?

Due to administrative delays, the project has made only very slow progress. In this regard, SDC's interventions in the NFE context can be termed as delicate. SDC has rather aimed at strengthening already existing structures in the public and the private sector (or has contributed to the establishment of organisations that have become important actors in the education and training sector of the country).

Considering the huge needs of the country, Vocational Skills Development in order to strengthen employment opportunities and employability, especially for the disadvantaged population will continue to be a key issue for Bangladesh. Unfortunately, this issue is not prominently mentioned in the Cooperation Strategy Bangladesh 2008-2012 where just one sentence fosters the strategic orientation that "skills development in particular for the young people" is important in order to improve their livelihoods (SDC 2008, p.13).

Although Bangladesh is a priority country of the Swiss Development Cooperation, vocational education and general education itself are not really specified and a topic of explicit reasoning. Everything seems to be dependent on the most important aspect of *"Employment and Income".*

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[12]   Source: Communication with a consultant of BNFE

6 Conclusions

This case study identified related to the main focus of this report the achievements of the PLCEHD-2 project in terms of relevance, effectiveness, impact and sustainability. According to the given targets, it can be figured that the programme is related to the outcomes at large not very successful. Hereby, four critical issues were particularly conducted which are as follows:

One aspect is the quality of the NGOs. Some are high performers while others provide only a low quality, as the evaluator was told by representatives of BNFE and SDC. Another critical aspect is the vocational part of the program, which was judged as being too weak. There are not enough opportunities of training and the range of subjects is too narrow. As well as the quality of trainers was judged as not always sufficient enough. The most critical point, however, are the wages of the graduates, which are not really higher than the ones of less skilled people.

The moderate success of the PLCEHD-2 project can be lead back to various reasons. Political processes and also the way decision-making works in Bangladesh are for example non-transparent in many ways and contributed to lots of delays that occurred in the course of the PLCEHD-2 project. But although the project was affected by these delays and beyond that by substantial changes, it still has survived until today. Nowadays, both government and donor agencies envisages larger and long-term support that is highly necessary in the field of NFE, which may result in the extension of PLCEHD-2 or the development of an even more comprehensive programme (Bangladesh: The Second Post Literacy and Continuing Education for Human Development Project (PLCEHD-2), 2010). The related costs and resources that such a commitment requires cannot be estimated by now.

Besides that, Bangladesh is still a country where ill paid, low grade jobs in the informal and non-formal sectors are on the daily agenda. The country has not been able to develop the ability to employ labour and resources in a productive way yet. As a result the poor quality and non- relevance of public education and training services contribute to high unemployment and underemployment rates. Child labour and high drop-out rates also imply that the GOB neglects or is not sufficiently aware of the importance of a better skilled and more educated workforce. Probably the importance of vocational skills for poverty reduction, but also in relation to the international competitiveness seem not be self-evident during the last 15 years, when the Bangladeshi economy was boosting (see Narayna & Zaman 2009, p. 23).

The idea of PLCEHD-2 directly relates to the concept of informal learning which is described by the term Post-Literacy (PL) in the context of the Project whereas Continuing Education (CE) covers the vocational aspect and became in the course of PLCEHD-2 – at least in its scope more and more important.

The continuing involvement of SDC in PLCE projects can be interpreted as a sign of willingness to still be involved in policy development and building structures for education. The concept of a successful smaller project which could be franchised in order to develop a new structure of general and vocational education is still remarkable.

Moreover, it is requested that SDC should be more visibly present in its supported activities, especially in strategic planning, making it more transparent for other donors and even public. SDC has a high reputation as a small but also long-term engaged donor. Related to the dimensions of the project and due to the different financial involvements of the donors (75% by ADB; only around 5% by SDC), Switzerland is not a major supporter of PLCE in terms of

financial matters. Nevertheless, a good embedded policy and extensive networking are indispensable and already substantial for SDC in the round of important donors. By organizing conferences and developing a well-established network SDC seems to be quite influential in supporting the Development of Education and Vocational Skills in Bangladesh.

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8 Annexes

Annex 1: Coverage and Phasing of Project Implementation

Project Coverage			
Division	**District**	**Number of Districts**	**Number of Upazilas**
Rajshahi	Panchagarh, Nilphamari, Rangpur, Kurigram, Nawabganj, Natore	6	39
Khulna	Kushtia, Bagerhat, Meherpur, Jhenidah, Satkhira	5	31
Barisal	Barisal, Bhola, Patuakhali	3	24
Dhaka	Sherpur, Tangail, Manikganj, Dhaka, Narayanganj, Munshiganj, Faridpur	7	47
Sylhet	Sunamganj, Sylhet, Molvibazar	3	27
Chittagong	Brahmanbaria, Chandpur, Feni, Chittagong Cox's Bazar	5	42
Total	**29**		**210**
Project Phasing			
Phase – 1: 6 Districts		1. Nawabganj 2. Meherpur 3. Patuakhali, 4. Narayanganj 5. Moulvibazar 6. Feni	
Phase – 2: 12 Districts		1. Dhaka, 2. Sherpur, 3. Panchagarh, 4. Nilphamari 5. Chandpur, 6. Cox's Bazar, 7. Jhenaidah 8. Satkhira, 9. Barisal, 10. Bhola, 11. Sunamganj, 12. Sylhet	
Phase – 3: 11 Districts		1. Tangail, 2. Manikganj, 3. Munshiganj, 4. Faridpur 5. Rangpur, 6. Kurigram, 7. Natore, 8. Kushtia 9. Bagerhat, 10. Brahmanbaria, 11. Chittagong	

Annex 2: LogFrame

Design Summary	Performance Indicators	Monitoring Mechanisms	Assumptions and Risks
Goal			
Reduced poverty and more equitable human development in rural areas	• Number of neo-literates living in poverty reduced from baseline to the target by 2011.	• Census data • Household expenditure surveys (including focus on female heads of households)	
	• At least 50 percent of neo-literates with increased literacy, life skills, and enhanced income earning capacity are women. • Increased demand from poor people for training, support for their livelihoods, and recognition of their rights.	• Reports of third party monitoring • Baseline and end-of-project (EOP) data on households below poverty level • Participatory rapid appraisal (PRA) consultations • Human Development Index surveys • Midterm and EOP reviews and project completion report	
Purpose			
To promote community based and needs oriented Post Literacy and Continuing Education (PL&CE) course program and to establish a supporting institutional and organizational framework operational in national and local (29 districts) levels.	• A maximum of 29 implementing Nongovernmental organizations (INGOs) are responsible for implementing PLCE training packages at district and sub-district levels.	• Project progress reports	
	• A maximum of 6 monitoring partner agencies (MOPAs) are responsible at Divisional level and assigned districts for quality monitoring of PLCE courses. • Bureau of Non-formal Education (BNFE) monitors target achievement through assistant directors at district levels and PCs.	• Yearly reviews and midterm review • Reports of program coordinators (PCs), and MOPAs • Project completion report • Financial audits of project-related contracts • Reports on conduct of centre	• Political changes and international events do not destabilize Bangladesh. • Other factors influencing poverty and poverty reduction will not worsen

Design Summary	Performance Indicators	Monitoring Mechanisms	Assumptions and Risks
		management committee (CMC) meetings • Analysis of trends regarding supply and demand of PLCE	(referring to macroeconomic and socioeconomic indicators at the time of project reformulation in 2005)
	• Ministry of Primary and Mass Education (MoPME)/BNFE support focuses on supervisory and regulatory function. • A national task force of NGOs, resource persons and private companies provide core curricula, materials, and training of master trainers		• Capacity-building efforts will reach adequate numbers of partner agencies with capacity to respond to demand from learners.
	• PLCE learners choose skills training based on income-generating-opportunity surveys provided by INGOs		• The Government supports integration of literacy and skills development, based on communities' stated needs
	• CMCs at community level mobilize and help select learners; training venues, and skills trainers; manage learning centres; and monitor facilitators		
	• Employment or self-employment (20 days per month and six months per year on the average) of participants increased from baseline to 90 percent by 2011		
	• Participation of women and young learners in community and related decision-making activities increased from baseline to target by 2011.		
	• 60 percent of participating women		

Design Summary	Performance Indicators	Monitoring Mechanisms	Assumptions and Risks
	demonstrate increased control of their own earnings and investment decisions.		
Outcome 1			
Policy framework strengthened and being implemented.	• National NFE policy framework implementation plan (including finance	• Verification in documents	
	• Plan) and summary report on national framework and recommendations are made available before comprehensive project review at the end of second year. • Summary report and recommendations on implications of policy framework are available before midterm review. • 70 percent of public and private organizations express their satisfaction with results of continuous dialogue in meetings at national, district, sub-district and community levels.	• Regular feedback to project implementation and management unit (PIMU) • Monitoring reports of MOPAs • Rapid appraisal and questionnaire surveys by MOPAs covering all relevant PPP coordination meetings • Dissemination workshop reports	• Government commitment to promote PLCE remains at a high level as of 2005. • Government, NGOs, and private firms embrace the idea of public–private-partnership (PPP). • Effective cooperation with other agencies' partnership efforts are supported • District , sub-district, and community organizations and civil society get actively involved in PLCE programs of the Project
	• 80 percent of all partners are satisfied with information received about ongoing project activities. • Equivalency program designed and piloted		
Outcome 2			

Design Summary	Performance Indicators	Monitoring Mechanisms	Assumptions and Risks
An effective system of curriculum development and training in place and functioning.	• National Task Force for Curriculum and Material Development and Training of Trainers established; members are contracted NGOs, resource persons, and specialists from the private sector. • Curriculum and materials are made available in time and in sufficient quality/quantity for testing (1st training cycle) and mass utilization (2nd – 4th cycle).	• BNFE's documentation, approval of core curricula • Project progress reports • Monitoring reports • Assessment of international curriculum experts • NGOs' documentation • Financial audits of contracts • Internet web page of National Task Force for Curriculum and Materials Development	• NGOs committed to contribute to the National Task Force for Curriculum & Material Development (in addition to services delivered on a contract basis) • Increased commitment of public and private actors to quality of curricula, materials, and training of trainers
	• Curriculum review based on monitoring followed by curriculum revision becomes a routine task of curriculum development based on quality monitoring of MOPAs at the end of each training cycle		
	• Altogether 60 curriculum development workshops are conducted by the end of year 3.		
	• Teacher manuals are produced and distributed		
	• Master trainers and facilitators are trained by the end of year 5.		
	• Quality assessment of curricula, materials, and training of trainers is prepared by international consultant for midterm review and for review at the end of year 4.		
Outcome 3			

Design Summary	Performance Indicators	Monitoring Mechanisms	Assumptions and Risks
Institutional capacity developed through a systemic process.	• 256 workshops will be organized regarding PPP. • 1177 staff of INGOs and MOPAs trained in curriculum/material development and training of trainers	• Project progress reports • Training records of BNFE • Management information system (MIS) of BNFE • Financial audits of contracts	• A majority of NGOs involved in NFE is committed to establish a (self-) accreditation system for NGOs. • NGOs can mobilize the required number of staff and resource persons
	• 580 staff of BNFE trained in planning and PLCE concept development. • 1803 staff of INGOs and 14362 facilitators trained for course implementation	• Results of impact and tracer studies • Internet web pages	• At least 70 percent of trained persons stay on the job for more than one year
	• All partner organizations execute administrative and organizational tasks according to agreed-upon standards.		• BNFE staff, including Assistant Directors, DBNFE familiarizes themselves with the innovative PLCE concept during preparatory project phase.
	• Report and recommendations as to accreditation system of NGOs are made available by international consultant by the end of year 2.		
	• New materials and procedures are prepared for MIS-related activities at district and sub-district level by the end of year 3.		
	• New roles and responsibilities defined for each level of administration in the context of decentralized and community-based PLCE courses by the end of year 2 and adopted by MoPME/BNFE by the end of year 3.		

Design Summary	Performance Indicators	Monitoring Mechanisms	Assumptions and Risks
	• Internet web pages supporting information about the Project and curriculum/material development are established by the end of year 1; regular updating is ensured by BNFE.		
	• Starting in year 3, data exchange between BNFE headquarters and DBNFE will be done by e-mail after trial and test phase.		
Outcome 4			
PLCE programs implemented.	• Total learners in year 1, 63260; year 2, 430860; years 3-5, 1105900 of course implementation.	• Project progress reports • Verification by CMC and supervisors	• A sufficient number of learners are available.
		• Verification by supervisors • Attendance sheets	• A sufficient number of qualified NGOs for implementation and monitoring can be contracted.
	• Altogether 7181 centres are established for PLCE courses in 29 districts and 210 Upazillas by the end of year 5.	• Regular analysis of attendance sheets	• Communities can supply a sufficient number of learning venues.
	• At least 50 percent of learners are women.		• BNFE ensures timely preparation, implementation, and evaluation of training cycles
	• Continuing education centres (CECs) correspond to minimum requirements as may be defined by the end of year 1.	• MOPA reports • Financial audits	• A sufficient number of resource persons for practical skill training can be identified.
	• Teaching materials are used in the intended way by 80 percent of facilitators and (resource persons)	• PRA surveys • Learner evaluations compiled through PRA	• Replacement rate of facilitators does not exceed 50 percent.

Design Summary	Performance Indicators	Monitoring Mechanisms	Assumptions and Risks
	skills trainers.	• Initial learners assessment	
	• Teaching corresponds to the quality levels as may be defined by the end of year 2.		
	• Dropout rates are less than 10 percent (disaggregated by gender).		
	• CECs perform according to agreed-upon standards as defined at the end of year 1.		
	• Learners express satisfaction with CECs and resource persons.		

Annex 3: Sampling For The PLCE Graduates

```
┌─────────────────────┐                              ┌─────────────────────┐
│     Manikganj        │                              │    Narayanganj       │
│   (purposively       │                              │   (purposively       │
│    selected)         │                              │    selected)         │
└──────────┬───────────┘                              └──────────┬───────────┘
     ┌──────┴──────┐                                       ┌──────┴──────┐
     ▼             ▼                                       ▼             ▼
┌─────────┐  ┌──────────┐                        ┌──────────┐  ┌──────────┐
│ A male  │  │ A Female │                        │ A male   │  │ A Female │
│ PLCE    │  │ PLCE     │                        │ PLCE     │  │ PLCE     │
│ Centre  │  │ Centre   │                        │ Centre   │  │ Centre   │
│(purpos- │  │(purpos-  │                        │(purpos-  │  │(purpos-  │
│ ively   │  │ ively    │                        │ ively    │  │ ively    │
│ selected)│ │ selected)│                        │ selected)│  │ selected)│
│   -     │  │ -collected│                       │  -       │  │  -       │
│collected│  │ a list of │                       │collected │  │collected │
│a list of│  │  30       │                       │a list of │  │a list of │
│30 grads │  │ graduates │                       │30 grads  │  │30 grads  │
└────┬────┘  └─────┬─────┘                        └────┬─────┘  └────┬─────┘
     ▼             ▼                                   ▼             ▼
┌─────────┐  ┌──────────┐                        ┌──────────┐  ┌──────────┐
│ 15 male │  │ 15 female│                        │ 15 male  │  │ 15 female│
│graduates│  │graduates,│                        │graduates,│  │graduates,│
│randomly │  │randomly  │                        │randomly  │  │randomly  │
│selected │  │selected  │                        │selected  │  │selected  │
└─────────┘  └──────────┘                        └──────────┘  └──────────┘
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Annex 4: TVET Staff

Table 1: Number of posts for teachers in some public TVET institutes by type of institutes and sex

Institutes	No. of Institutes	No. of Teachers			No. of Students			Teacher - student ratio
		Male	Female	Total	Male	Female	Total	
Polytechnic Institute	37	1023 (86%)	166 (14%)	1189	16188 (91%)	1648 (9%)	17836	1: 15
Technical School & College	64	717 (90%)	75 (10%)	792	7324 (85%)	1224 (15%)	8548	1: 11
Technical Training Center	13	290 (81%)	69 (19%)	359	4414 (90%)	473 (10%)	4887	1:14
Textile Vocational Center	28	305 (92%)	26 (8%)	331	4513 (88%)	584 (12%)	5097	1: 15
Textile Institute	6	42 (93%)	3 (7%)	45	856 (100%)	-	856	1: 19
Total	148	2377 (87%)	339 (13%)	2716	33295 (89%)	3929 (11%)	37224	1:14

Source: DTE, 2005

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Annex 5: Country map with legend regarding the sites (training organisations) visited during fieldwork

Annex 5: <u>Overview of persons</u>

- Mr. Rezaul Quader
Director General
Bureau of Non-Formal Education (BNFE)
Ministry of Primary and Mass Education (MoPME)

- Md. Zaydul Haque Mollah
Project Director, PLCEHD-2
Bureau of Non-Formal Education
(MoPME)

Public servants representing implementing agencies (national / local level)

- Md. Mahfuzur Rahman
Assistant Director
Bureau of Non-Formal Education

- Md. Affil Uddin Shikder
Assistant Director
PLCEHD-2, Narayangonj

- Md. Emdadul Haque
Assistant Director
PLCEHD-2, Manikgonj

Representatives of NGOs (a number of relevant resource persons)

From the NGO, SUROVI, working at Narayangonj:

- Md. Abu Taher
- Md. Tajul Islam
- Md. Nazminur Rahman

From the NGO, ARAB, working at Manikgonj:

- Md. Nurul Islam
- Md. Zahudul Islam
- Mr. Chittaranjan Sarker

Representatives of training organisations (a number of relevant resource persons)

- Ms. Rashida Begum
- Ms. Rukiya Begum
- Md. Hafiz Uddin
- Ms. Nazin Akter
- Ms. Chittaranjan Sarker

Employers)

- Spinning and wave mills
- Shadow-light Garments Limited
- Sonargaon Tailors and Cloth Store
- Sonargaon Electric House
- Modern Tailors
- Islam Electronics and Wearing House
- Prince Tailors
- Srijoni (Creative) Tailors
- Akram Electronics

- N Islam Electronics
- Aboroni Electronics
- Panasonic Electronics

Trainees having entered the labour market ()

Parul Akter	Sufia Begum	Sagor Hossain	Tanvir Ahmed
Aukkur Ali	Hamida Akter	Shahinur Rahman	Nazma Akter
Rina Akter	Sohel Rana	Mohammad Amanullah	Abbas Uddin
Yasmin Akter	Kamrunnaher Begum	Din Islam	Mohammaed Moslem
Moli Akter	Mohammed Sanaullah	Mosharrof Hossain	Sweety Islam
Mahfuza Akter	Salam Biswash	Sohel Rana	Abul Hossain
Shova Akter	Ahmed Shareef	Masud Rana	Jahidul Islam
Marzia Khatun	Lovely Akter	Parvin Naher	Riazul Islam
Runa Akter	Momota Akter	Abdul Halim	Akter Hossain
Parul Akter	Murad Hossain	Maruf Miah	Parul Akter
Mohammed Dalim	Aminur Rahman	Sharif Hossain	Momotaz Begum
Iqbal Hossain	Abdur Rahim	Nazim Uddin	Runa Akter
Doly Akter	Arifa Akter	Bulu Miah	Rupali Akter

Shahnaz Begum	Khodeza Begum	Nargis Akter	Shilpi Akter
Mosammad Meherunnesa	Mohammad Shorifuzzaman	Mohammad Salim	

.

Annex 6: TVET courses, duration and intake capacity of public and private TVET institutes

	Courses Title	Duration	Number of Institutions			Intake Capacity		
			Public	Private	Total	Public	Private	Total
1	Diploma-in-Technical Education	1-year	01	-	01	120	-	120
2	Diploma-in-Vocational Education	1-year	01	-	01	80	-	80
3	Diploma-in-Vocational Education	1-year	01	-	01	120	-	120
4	Diploma-in-Engineering	4-year	47	130*	177	19056	16416*	35,472
5	Diploma-in-Engineering Glass & Ceramic	4-Year	01	-	01	120	-	120
6	Diploma-in-Engineering	4-Year	01	-	01	80	-	80

	Printing							
7	Diploma-in-Engineering Survey	4-year	02	-	02	120	-	120
8	Diploma-in-Marine Engineering & Diploma-in-Shipbuilding Engineering	4-year	01	-	01	40	-	40
9	Diploma-in-Forestry	3-year	01	-	01	50	-	50
10	Diploma-in-Textile Engineering	4-year	06	20*	26	480	1800*	2280
11	Diploma-in-Agriculture	4-year	13	88*	101	2400	7490*	9,890
12	Diploma-in-Aircraft Maintenance Engineering(Avionics & Aerospace	4-year	-	01*	01	-	40*	40

	)							
1 3	Diploma-in-Animal Health and Production Technology (In service)	1-Year	03	-	03	1800	-	1800
1 4	Diploma-in-Commerce	2-year	-	07*	07	-	616*	616
1 5	HSC (Buisness Management)	2-year	-	1327	13 27	-	119250 *	11925 0
1 6	HSC (Vocational)	2-year	64	-	64	16680	-	16680
1 7	SSC (Vocational)	2-year	89	1707*	17 96	12600	108800 *	12140 0
1 8	SSC (Voc-Tax)	2-year	40	-	40	3600	-	3600
1 9	Dakhil (Vocational)	2-year	-	100	10 0	-	6000	6000
2 0	National Skill Standard-Basic	360 Hours	08	75*	83	500	3640*	4,140
2 1	National Skill Standard-	1-Year	-	06*	06	-	660*	660

		II & III							
22	Certificate in Computer Training	3/6- Month	03	472*	475	120	13880*	14,000
23	Diploma-in-Medical Ultrasound	1-year	-	09*	09	-	180	180
24	Certificate-in- Medical Ultrasound		-	10*	10	-	200	200
25	Diploma-in-Health Technology	3-years	-	49*	49	-	1,740	1,740
26	Certificate-in-Health Technology	1-year	-	77*	77	-	1,980	1,980
27	Certificate-in-Secretarial Science	1-year	01	-	01	22	-	22
28	Training Business Typing	1-year	01	-	01	22	-	22
			284	4078*	4362	58010	284536*	3,40,342

Source: BTEB, 2008

*/Variable

Boys and Girls ratio approximately=5:2

Total number of teacher's in all courses approximately 24,000.

Annex 7: Tables of the Quantitative Analysis

8.1 Descriptive statistics

	mean	Standard dev	N
Age of graduate	24.3	5.4	59
Percent female	47.5		58
Formal education before program in years	5.4	1.6	59
Years of education father	3.4	3.9	46
Years of education mother	2.3	3.2	51

8.2 Expectations

Were your expectations with respect to the programme met?	yes, fully	yes, partially	hardly	Not at all	N
	66.1	33.9	0	0	59

Note: Answers in per cent.

8.3 Comparison with most similar sibling

Comparison with most similar sibling	better/higher	similar	worse/lower	N
Sibling's Income is	37.84	32.43	29.73	39
Sibling's social status	38.46	51.28	10.26	39
Respondent's future prospects	46.88	53.13	0	27

Note: Answers in per cent.

8.4 Opinions of Employers

	I knew the family	Lack of alternatives	I expected better skilled workers	N
Reason for recruiting program participants			13	13
	No	More or less	yes	
Were these expectations met?			13	13
	Medium	High	Very high	
Economic Value of Graduates	1	9	3	13
	Negative	None	positive	
Effect graduates have on staff development and competency in the firm			13	13
	Lower	Equal	higher	
Job prospects of graduates compared to graduates from other programs			6	6
	More competence	Higher scope for work		
Reason for higher prospects	1	5		6

Evaluation of SDC's
Vocational Skills Development Activities

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Fieldwork-Based Project Case Study No. 2

Burkina Faso
Support to Association Tin Tua

7F-02316

Draft

Authors:
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With support by Mariame Barry-Kaboré, Sebastian Fehrler and Serge Kaboré

Zurich, April 12th, 2011

Table of contents

Overview of tables, maps and boxes:

Acronyms

A3F	Apprentissage du Français Fondamental et Fonctionnel
ADA	Austrian Development Agency
AFD	Agence Française de Développement
AfDB	African Development Bank
BE	Basic Education
BT	Brevet de Technicien
CAFP	Cellule d'Appui à la Formation Professionnelle
CAP	Certificat d'Aptitude Professionnelle
CBN	Centre Banma Nuara
CEBNF	Centres d'éducation de base non formelle
CEP	Certificat d'études primaires
CHF	Swiss Francs
CIDA	Canadian International Development Agency
CLP	Core Learning Partnership
CPAF	Centres permanents d'alphabétisation fonctionnelle
CQP	Certificat de qualification professionnelle
CST	Culture scientifique et technique
DANIDA	Danish International Development Agency
FAFPA	Fonds d'Appui à la Formation Professionnelle et à l'Apprentissage
FDC	Fondation pour le Développement Communautaire
FENABF	Fédération Nationale des Artisans du Burkina
FONAEF	Fonds pour l'alphabétisation et l'éducation non formelle
FTI CF	Fast Track Initiative Catalytic Fund
FTS	Formation technique et spécifique
GNI	Gross National Income
HDI	Human Development Index
HIPC	Heavily Indebted Poor Countries
IAM	Initiation aux Métiers
IR	Inception Report
MDG	Millenium Development Goal

MEBA	Ministère de l'Enseignement de Base et de l'Alphabétisation
MESSRS	Ministère des Enseignements Secondaire, Supérieur et de la Recherche Scientifique
MJE	Ministère de la Jeunesse et de l'Emploi
NFE	Non-Formal Education
OSEO	Œuvre suisse d'entraide ouvrière
PAB	Programme d'appui aux artisans et petites entreprises
PAFP	Promotion de l'économie locale, artisanat et micro entreprise
PAG	Programme d'alphabétisation au Gulmu
SDC	Swiss Agency for Development and Cooperation
SIDA	Swedish International Development Cooperation Agency
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund
US$	United States Dollars
VET	Vocational Education and Training
VSD	Vocational Skills Development

1 Introduction

1.1 Background

This report is one of four field study-based project case studies that are serving as background papers for the evaluation of SDC's vocational skills development (VSD) activities and one of the two background papers that are being written on SDC projects in Africa (the other project being the *Programme d'appui à la formation professionnelle* in Mali, 7F-00736).

The present report focuses on SDC's support to the development of VSD within non-formal education (NFE) in Burkina Faso in general and to the Association Tin Tua in particular. In line with the respective strategy papers of SDC and the inception report (IR) of this evaluation, it reflects a comparatively broad conceptualisation of VSD, which seems all the more important as, within the VSD portfolio of SDC in Western Africa, support to skills development is often closely related to efforts in the domain of NFE (Swiss Agency for Development and Cooperation, 2008, 2009). Given that the support to Tin Tua was only one contribution to the overall effort by SDC to promote NFE in Burkina Faso, members of the Core Learning Partnership (CLP) (i.e. the group that is monitoring the evaluation process at SDC's headquarters in Berne) and representatives of SDC's Cooperation Office in Ouagadougou considered that it would be important to also look at other projects by SDC in the NFE domain. Thus, the programme of the consultant's first mission to Burkina Faso (September 11-17, 2010) was designed to provide him with a broad overview of SDC's activities in this sub-sector of education. At the end of the first mission, the consultant – in agreement with SDC's evaluation officer – decided that the main focus of the report on Burkina Faso be on Tin Tua but that he would, at the same time, analyse the support to this organisation in the larger context of SDC's activities in the field of NFE. The focus on Tin Tua was considered important given the fact that the mandate of the evaluators was to trace evidence on the impact of SDC's activities at the local level, which would have been more difficult with programmes that provided support to the development of institutions at the national level (such as the support to the FONAEF). At the end of the consultant's second mission to Burkina Faso, SDC's Cooperation Office in Ouagadougou organised a debriefing workshop in which approx. 30 representatives of government agencies, donor organisations and NGOs discussed the consultant's preliminary findings. In December 2010, the Cooperation Office received a first draft. The current, final version represents a revision of this initial draft based on feedback by the CLP.

The rationale underlying this report is laid out in the inception report of this evaluation. The key part of the study – section 4, which deals with the evaluation of the project – focuses on the four DAC evaluation criteria a) relevance, b) effectiveness, c) impact and d) sustainability and thereby follows the key questions that were formulated in the inception report of this evaluation.

The consultant is highly indebted to the staff of SDC's Cooperation Office in Ouagadougou, to the members of the CLP at SDC's headquarters in Berne and to all those partners of SDC (from the public service, civil society, and donor community) in Burkina Faso that took their time to exchange with the consultant during his two missions. He is particularly thankful to the staff of Tin Tua, who has given its fullest support to a survey on their beneficiaries. Moreover, I would like to thank Mariam Barry-Kabore and Serge Kabore who implemented the survey, but also Katharina Michaelowa and Sebastian Fehrler (University of Zurich) who carried out the quantitative analysis of survey data.

1.2 Methods

1.2.1 Quantitative and qualitative methods

The following report is based on information and data that were gathered in Burkina Faso during fieldwork from September to November 2010.

One important part of the analysis focuses on quantitative data from the survey that was implemented by two research assistants in the absence of the consultant. The focus of the survey was on former beneficiaries of Tin Tua's CBN 2 programmes (*Jeunes/Adultes*), i.e. on adolescents and adults having finalised a programme that caters to neo-literates and prepares them for the *Certificat d'études primaires* (CEP). In the context of survey, 102 individuals (61 from *CBN 2 Jeunes* and 41 from *CBN 2 Adultes*) from the 5 provinces in the Eastern region of the country were interviewed. Originally, the team set out to draw a representative sample of in order to administer detailed questionnaires on income and labour market prospects of Tin Tua's CBN beneficiaries. However, lists of graduates were not available from neither the NGO nor from the Federation Tin Tua. This led to a non-representative sampling process with the CBN 2 training centres pointing to graduates they still were in contact with. The sample consisted of graduates of Tin Tua's CNB programmes from 10 djémas from all 5 provinces in the eastern region.[1] The only characteristic of beneficiaries that was used for sampling was their gender. Because, as we will discuss further below, a great majority of those finalising the CBN programme and passing the CEP are male, the team decided to interview approx. 75 percent males and 25 percent females.[2]

The methods used for the quantitative analysis had to be adjusted to the data availability. As there was no ex-ante planning of the evaluation process there was no baseline information on beneficiaries (let alone on a control group selected at the start of the CBN programme) we could have relied on. To be able to still make some plausible statements about the effects of the programmes we generated an artificial control group by asking graduates about their siblings as well as about friends and colleagues. For siblings we also asked about additional information on age, gender and education, so as to assess to what extent they are indeed comparable to the respondents. Through this means, we obtained relatively rich information on up to six brothers and sisters per respondent.

The quantitative analysis based on the samples of graduates relied primarily on descriptive statistics and statistical tests based on the comparison of means. The simple comparison of means was complemented by propensity score matching which allowed us to control for a number of intervening characteristics such as education, gender and age of the sibling, as well as further background variables related to parental education and professional activities. Some of the siblings had equally gone through the SDC supported CBN 2 programmes so that they could be included into the analysis as programme participants. Finally, we used multivariate regression analysis to check the robustness of our comparisons, and to estimate the effect of additional variables such as the effect of years of professional training after programme completion on future income.

The mainstay of the qualitative data was collected through interviews with representatives of SDC, the public service, civil society organisations, the private sector and a number of donor agencies. The interviews were conducted during two missions, the programmes of which are part of the annexes (Annexes 2 a & b). Furthermore, some of the respondents of the survey of CBN 2 beneficiaries (N=32) were further interviewed through in-depth qualitative interviews during the consultant's second mission. In addition, the consultant conducted 2 focus group discussions with 23 beneficiaries of FTS programmes in the djéma of Fada during the first and the second mission.

1.2.2 Limitations

The present evaluation has a number of limitations. They can be found at several levels:

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[1]   The selected djémas were the following: Bilanga, Botou, Fada, Gayeri, Kantchari, Logobou, Mahadaga, Matiakoali, Pama, Partiaga.

[2]   In the school year 2008/2009, the *CBN 2 Jeunes* programme enrolled 32 percent females whereas the *CBN 2 Adultes* programme enrolled 29 percent females. Furthermore, in 2009, only 21 percent of *CBN 2 Jeunes* students that passed the CEP were females; the respective figure for the *CBN 2 Adultes* programme was – with only 10 percent – even lower. For a more detailed discussion see section 4.2.

- The *non-representative sampling process* obviously restricts the conclusions that can be drawn from the analysis. The impossibility of drawing a random sample of graduates may lead to selection bias. If training organisations stay in contact primarily with their better students (as in the case of Tin Tua by employing them in their own institution), the graduates in the sample will tend to show above average success with respect to income and labour market prospects.

- Other limitations of this study are related to the *lack of baseline information*. This prevented us from using a 'differences in differences' approach which would have rendered a causal interpretation of our results more plausible, even at given limitations with respect to the representativeness of the sample. Matching methods can be used in principle, but their credibility is affected by the limitations related to the ex-post selection of our artificial control group, i.e. the siblings who often do not show truly comparable characteristics. In statistical terms, this leads to a problem of common support.

- In general, the choice of *siblings as a control group* has the problem that parental choice of who to send into formal education, who to send to other educational programmes, and who to keep at home to care for smaller siblings or to help with agricultural chores, is certainly not a random choice. In addition, information on siblings is indirect, provided by the programme graduates themselves, and may be affected by expectations about the expected answer, by cultural factors and the like. This may again introduce bias into our estimations.

2 Context

2.1 Economic and political situation

Burkina Faso is a landlocked country situated in Western Africa. It covers an area of approx. 274'200 square kilometres that ranges from the southern parts of the Sahara in the north to the Savannah in the south; its capital is Ouagadougou that lies in the central part of the country. The size of Burkina Faso's population was at 15.2 million in 2008, the majority of people living from subsistence farming (World Bank, 2009a). Even though Burkina Faso made important strides in the field of poverty reduction in the last decade – the poverty rate fell from 54 percent in 1998 to 46 percent in 2008 (World Bank, 2008a, p. 6, 2009a), the country is still considered to be one of the poorest countries in the world, rated 161th (out of 169) in the Human Development Index (HDI) published by UNDP and is unlikely to reach several of the Millennium Development Goals (MDGs) by 2015 (United Nations Development Programme, 2010, p. 45; World Bank, 2009c). One of the main aspects of this situation is low GNI per capita, at approximately US$480 in 2008, which is considerably below the mean in the sub-Saharan region (World Bank, 2009a, p. xx). Furthermore, infant mortality remains high, life expectancy at birth comparatively low; in fact, it has been reported that 60 percent of children are malnourished (World Bank, 2009b). Furthermore, access to education has been very limited for a long time, which is the key reason underlying the very low literacy rate (29 percent in 2008) (World Bank, 2009a).

Agriculture clearly is the country's most important economic sector, with 80 percent of families and households living on it; at the same time, it is in this sector – and thus in rural areas – where poverty rates are particularly high. A considerable part of the rural population mainly lives on subsistence farming but statistics suggest that approximately 2.5 million Burkinabe who dwell in rural areas live on cotton production, the bulk of which is being exported for further processing (World Bank, 2008a, p. 6). In fact, today, Burkina Faso is one of the most important cotton exporters in Western Africa. At the same time, local artisans are playing an important economic role in the rural economy, employing an increasingly high share of the economically active workforce in the country and offering perspectives to young people who are looking for means to make a living. Nevertheless, the local economy is not providing a sufficient number of jobs to absorb the entrants of the labour market. This leads to relatively high youth unemployment but also to labour migration, particularly to Ivory Coast (Parent, 2009).

Until the end of the 1980s, Burkina Faso had a relatively closed economy, thus aiming at protecting the development of local industries and rural economic development. After the fall of Thomas Sankara's revolutionary government in 1987, economic policy of the country was characterised by structural adjustment and an opening towards foreign markets. In this context, the government also initiated a decentralisation and de-concentration reform process that aims at giving more political power to sub-national entities (regions, provinces and municipalities) and to establish offices of national technical agencies (e.g. in the realm of education, agriculture etc.) at these respective administrative levels.

As many other countries in the region, Burkina Faso has become a relatively aid-dependent country and many of its policies, those in the education sector included, had clearly been driven by multilateral development agencies (Samoff, 2004, p. 414). The structural adjustment process that was initiated in the 1990s was mainly driven by the World Bank and the International Monetary Fund, just as the decentralisation reforms (Oyatek, Sawadogo, & Guingané, 1994, p. 127). Undoubtedly, these policies have also become important cornerstones in the rationale of other development partners. Since approximately 2000, Burkina Faso's economic development was furthermore characterised by the fact that the country was granted access to funds released through the Heavily Indebted Poor Countries (HIPC) Debt Initiative (Easterly, 2002, p. 1682) and the formulation of a Poverty Reduction Strategy Paper (PRSP) in 2004 that provides overall guidelines to the development-related activities in the country (Ministère de l'Economie et du Développement, 2004). Today, a considerable part of the total state budget (14 percent) is being financed by the World Bank, the African Development Bank, the European Union, Canada, France, Netherlands and Switzerland (Direction du développement et de la coopération & Secrétariat d'Etat à l'économie, 2007, p. 3)

2.2   Education and training system: Key features and challenges

2.2.1   Overall educational development

The constitution of Burkina Faso defines education as a fundamental right of each citizen (Gouvernement du Burkina Faso, 1991). However, access to education is not available to all citizens in the country and, thus, the low level of educational development and low literacy rates remain key challenges in the country. Certainly, there have been strong improvements with regard to access. In fact, the gross intake rate in grade 1 (as a total percentage of the relevant age group) has – according to official figures – increased from below 44 percent in 1999 to 73 percent in 2008 (UNESCO Institute for Statistics, 2010). These improvements were the result of considerable efforts both by the government and development partners, the programmes and projects of which are generally formulated against the backdrop of the Educational Ten-Year Plan (*Plan décennal de développement de l'éducation de base*) formulated in 2002 that envisaged to raise gross enrolment rates at the primary level to 70 percent by 2008, to build a school in every village and to raise literacy rates to 40 percent by 2010 (Gouvernement du Burkina Faso, 2002). Given the low funding capacity of the government, donors committed more than US$ 280 million, out of which US$102 million alone were supposed to be channelled through the Education for All Fast Track Initiative Catalytic Fund (FTI CF) (World Bank, 2009c, p. 3). These are considerable amounts even though not all of these funds may have actually been disbursed due to difficulties the government of Burkina Faso faces in reconciling the diverse requirements of the multiple donors active in the education sector (Dreher and Michaelowa, 2010).

Despite these efforts, the goals spelled out in the Educational Ten-Year Plan will not be reached and it is thus unlikely that Burkina Faso, as many other countries in the region, will reach the goal of Education for All by 2015 (Lewin, 2007, p. 579; World Bank, 2009c, p. 2). In fact, access to primary education remains under 75 percent and drop-out rates at the primary level remain high: in 2008, 18 percent of all those having entered primary school did not reach grade 5 (Glassman, Hoppers, & Destefano, 2008, p. 5; UNESCO Institute for Statistics, 2010). Accordingly, only 17 percent of students in primary school pass their

primary exams without ever repeating a class (Traoré, Kaboré, & Rouamba, 2008, p. 220) and, in 2008, only 49 percent of those completing primary school moved on to secondary level (UNESCO Institute for Statistics, 2010). The reasons for these insufficiencies of the educational sector are complex: various studies suggest, for instance, that teachers are often ill prepared to do their work and that the quality of instruction is generally limited (Samoff, 2004, p. 403; World Bank, 2009c, p. 2). However, the more important reasons for the continuously low educational development are the high poverty incidence, particularly in the rural areas and the high barriers of an educational system whose schools are often hard to reach and are operated in a language, French, that is not familiar to children in the rural areas (Lavoie, 2008a).

2.2.2 Technical and Vocational Education and Training

Despite advances in the educational realm, many challenges for education policy remain, particularly with respect to persisting high unemployment among secondary school leavers and university graduates. It is for this reason that investments into vocational and professional education have become a priority for the government. Traditionally, vocational education programmes have been established at the secondary level only, and are thus catering only to those who completed 9 years of basic education and obtained the CEP. Depending on the results in the final exams, they are eligible to enrol into three different types of programmes, the first – of two years – *Certificat d'Aptidude Professionenelle* (CAP), the second – of three years – leading to the Technical Baccalaureate and the third – of four years – leading to the *Brevet de Technicien* (BT). All these programmes come under the purview of the Ministry of Secondary and Higher Education and Scientific Research (*Ministère des Enseignements Secondaire, Supérieur et de la Recherche Scientifique*, MESSRS).

In addition to training offered under the MESSRS, programmes are also being provided under different ministries, for instance under the Ministry of Agriculture (*Ministère de l'Agriculture, de l'Hydraulique et des Ressources Halieutiques*), the Ministry of Culture, Arts and Tourism (*Ministère de la Culture, des Arts et du Tourisme*), the Ministry of Youth and Employment (*Ministère de la Jeunesse et l'Emploi, MJE*) and the Ministère de l'Enseignement de Base et de l'Alphabétisation (MEBA), which is in charge of non-formal education programmes (see above).

Undoubtedly, enrolments into these organisations somewhat increased in the last two decades; in fact, the intake into the technical education programmes at the secondary level rose from 12 percent in 1999 to 21 in 2008 (UNESCO Institute for Statistics, 2010). Nevertheless, many of those leaving the education system have never undergone any formal skills training, particularly in the rural areas as virtually all of the public technical education programmes at the secondary level are offered in urban areas. In 2008, for instance, only 35'000 students (out of 331845 leaving the educational system) had received formal training. Furthermore, it seems that one of the key political objectives of investments into vocational and professional education – to increase employability of secondary and tertiary graduates – is not being met, as the constantly high unemployment rates among these individuals suggest. In this context, the largely informal apprenticeship training system, which – according to government statistics – trained 2'500'000 million apprentices in approx. 900'000 workshops – is playing a tremendously important role, both in terms of skills training and of integration into the labour market (Conseil des Ministres, 2010, p. 11f).

2.2.3 Non-formal education and training

The development of NFE in Burkina Faso is the result of the undersupply of formal education at the primary level. As mentioned above, access to primary schools, particularly in the rural areas, is low (Glassman, et al., 2008, p. 6). At the same time, many pupils drop out of school as a result of high opportunity costs of schooling and the fact that they have difficulties understanding the language of instruction.

These difficulties in the formal education system have led policy makers in the country to think about alternative approaches to educational development. One of the first prominent approaches in this regard was the *alpha commandos* initiative by Thomas Sankara's revolutionary government, which aimed at increasing literacy rates in the rural areas from 1983 onwards and thereby relied on the use of national languages in alphabetisation (Oyatek, et al., 1994, p. 29). Whereas, in these years, state agencies were the key providers of literacy training, the role of non-governmental organisations started to rise over the years. Today, the governance of the non-formal education sector is thus characterised by the "faire-faire" strategy, which acknowledges that civil society organisations are the key providers of non-formal education programmes,whose functioning is being monitored by the state agencies (namely the *Direction Générale de l'Alphabétisation et de l'Education Non Formelle*) under the purview of the MEBA. Funding to literacy programmes is provided by the *Fonds pour l'alphabétisation et l'éducation non formelle* (FONAEF) that pools the funds from the Burkinabe government, donors (AFD / AfDB / CIDA / Dutch Embassy / DANIDA / SDC / SIDA / UNICEF) and the private sector, and led to an increase in the number of literacy operators from 91 in 2002 to 450 in 2008. In addition to the private providers, the public sector continues to run its own alphabetisation programmes, notably the *Centres d'éducation de base non formelle* (CEBNF) that are catering to children and adolescents and the *Centres permanents d'alphabétisation fonctionnelle* (CPAF) that are catering to adolescents.

Most literacy programmes have been designed along similar lines: they generally start with a first cycle of two years (*Alphabétisation/Formation de Base*) and go on with a second cycle where beneficiaries can choose between three types of programmes:

- *Culture scientifique et technique* (CST) with training in the field of language, science, and geography, maths and social sciences.
- *Apprentissage du Français Fondamental et Fonctionnel (A3F)* which uses the literacy skills in the national languages for learning of French.
- *Formations techniques et spécifiques* (FTS) which aim at providing practical skills to new literate adolescents and adults in order to ensure that literacy skills are being employed in economic daily life.

The development of non-formal education in Burkina Faso has certainly had consequences for the formal education system: on the one hand, key innovations in the non-formal education sector, notably the use of national languages, were adopted in some regular schools on an experimental basis. Until 2005, 110 bilingual schools were started, and evidence suggests that academic achievements of the children attending these schools were comparatively higher than those of students attending monolingual primary schools (Lavoie, 2008b, p. 665f). In 2008, the *Centres Banma Nuara* 1 of Tin Tua, where Gourmanchéma is the language of instruction during the first two years, have been nationalised, and, with the technical assistance of the *Œuvre suisse d'entraide ouvrière* (OSEO), a number of multilingual schools have been developed.

3   SDC's VSD activities in Burkina Faso

3.1   SDC's priorities as described in SDC's country strategy programmes

Under the period under review (2000-2008), SDC's activities in the field of education and training were mainly guided by two country cooperation strategy documents, one for 2001-2006 and another one for 2007-2012. Over the whole period, the SDC intended to align its support with the priorities of the government of Burkina Faso, while, at the same time, focusing on those areas where it has a comparative advantage. From 2001 to 2006, SDC concentrated its programme on four sectors, namely on a) rural development, b) development of small enterprises and of vocational training, c) basic education and systems of education and training, and d) local development and decentralisation. It thereby acknowledged four themes as transversal axes, namely a) empowerment, b)

citizenship/good   governance, c) improvement of interrelations between social partners and between the sexes, and d) improvement of conditions for interface between the state and the private sector (Direction du développement et de la coopération & Secrétariat d'Etat à l'économie, 2001b). For the period 2007-2012, the key sectors of support have been somewhat adapted. The key sectors were then a) basic education and vocational training, b) support of the local economic sector, c) governance / decentralisation, and d) macroeconomic governance and stabilisation, whereas a) gender and b) good governance were treated as transversal axes (Direction du développement et de la coopération & Secrétariat d'Etat à l'économie, 2007).

3.2 SDC's relative financial commitment to education and training (2000-2008)

SDC has been in the country since 1974 and proved to be a very stable partner of the country, even in times of political turbulences (Direction du développement et de la coopération & Secrétariat d'Etat à l'économie, 2001a, p. 8). In the strategy paper of 2001 – when total development aid to Burkina Faso was at approx. CHF 13 million –, the cooperation office planned to reduce its allocation to the education sector from 25.5 percent in 2001 to 20 percent in 2006 and to only minimally increase its contribution to local economic development and vocational training, i.e. from 13.5 to 15 percent. However, the following years led to a change in the thinking of the respective decision makers: in fact, SDC's allocation to the education sector rose to 30 percent in 2007, with the intention of further increases up to 35 percent in 2012. At the same time, the development of the local economic sector moved to 21 percent and was planned to be at 35 percent in 2012.[3] Despite this obvious increase in the field of education and training, SDC remains a rather small bilateral donor in this sector. With total disbursements of US$ 0.5 million to the education sector as a whole, the volume of Swiss development co-operation in 2008 ranks only 9th out of 14 bilateral donors, not even counting the large multilateral donors active in the sector. And even within Swiss aid to Burkina, the education sector did not obtain an above average contribution (see Annex 3). To some extent, this may, however, be a matter of DAC sector definitions, which may have induced SDC reporting of the corresponding activities as multi-sector aid or aid to social infrastructure – both of which are areas in which the volume of Swiss aid is reported to be very important relative to aid by other donors in Burkina Faso.

In the field of basic education (which also includes NFE), aid flows by most multilateral donors (World Bank, African Development Bank, European Union) and by some bilateral donors (Canada, Netherlands) was more important. In the field of vocational training, Austria and Taiwan had considerably larger aid flowing into this sector (Direction du développement et de la coopération & Secrétariat d'Etat à l'économie, 2007, p. Annex 3).

3.3 SDC's programmes in the NFE sector in general

Since 1987, SDC has supported basic education and literacy development in Burkina Faso; in the early years of this involvement, SDC was oriented towards supporting the efforts of the public sector in the context of the "alphabétisation Commando" programme initiated by Sankara. It was at that time that SDC's *Programme Alphabétisation* was started, in the context of which CHF 23'779'694 would be spent between 1987 and 2006 (see Annex 1). The interventions of the *Programme Alphabétisation* were generally organised around different axes (Direction du développement et de la coopération, 2003b, p. 3):

- Support to organisation/structures at the national level that are aimed at supporting policy dialogue in the field of NFE
- Support to educational innovations
- Strengthening the capacities of organisations at the local level
- Promotion of the written environment

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[3]   Note that the figures of 2001 and 2006 do not include the costs for the Cooperation Office in Ouagadougou.

- Promotion of civil society in the context of the decentralisation reforms

In addition to the *Programme Alphabétisation*, SDC started a number of projects in the NFE sector that were strongly related to the main programme, namely:

- Contribution to the «programme d'éducation/développement de l'Association Tin Tua» (Direction du développement et de la coopération, 2002b)
- Contribution to the «fonds pour l'alphabétisation et l'éducation non formelle» (Direction du développement et de la coopération, 2002a)

In 2006, the *Programme Alphabétisation* was phased out; since then, support to NFE has been channelled through the *Programme d'appui à l'éducation de base*, the funds of which continued to fund organisations (public/NGOs) that had been supported already in the context of the *Programme Alphabétisation* (Direction du développement et de la coopération, 2009). Even though SDC views this support as being in line with the Educational Ten-Year Plan, it does not contribute to the *Compte d'affectation spéciale du Trésor* (CAST), which pools donor funds (by the Dutch Embassy, CIDA, SIDA and UNICEF) that can be used by the government – in agreement with the agencies – to implement the plan (Centre pour la Gouvernance Démocratique Burkina Faso, 2010, p. 13; Gouvernement du Burkina Faso, 2002; van der Linde & Terwindt, 2005).

An overview of the SDC activities in the NFE sector can be found in Annex 1.

3.4   SDC's support to the association Tin Tua

The NGO Tin Tua has its roots in the *programme d'alphabétisation au Gulmu* (PAG) that was started in 1984 and originated in a socio-cultural movement that aimed at contributing to the development of the east of the country which, still now, belongs to one of Burkina Faso's poorest regions. Thereby, education in the local language, *Gourmanchéma*, was supposed to play an important role. The first literacy programmes in this language were conducted by the PAG in 1986, at that time in 33 centres in three provinces (Gnagna, Gourma and Tapoa). Tin Tua was then founded as an NGO in 1989, and was officially recognised as such by the public authorities in 1991 (Association Tin Tua, 2002). Since then, the association has developed to be the country's probably most prominent NGO in the field of alphabetisation, a fact, which is duly reflected in the UNESCO literacy award (Prix d'Alphabétisation UNESCO du Roi Sejong) given to Tin Tua in 2009.

The organisational structure of Tin Tua has several levels: At the village level, Tin Tua is operating through approx. 536 small associations (*groupements*), generally comprising about 30 people who are supposed to promote local economic and social development in the five provinces of the east (*Région de l'Est)* of the country (see also map below). These associations are also in charge of organising basic literacy training. At a higher level, these associations are re-grouped in a total of 19 *djémas*, which generally cover one to two municipalities (*communes*), and are in charge of coordinating the activities of the local-level associations. It is on the compounds of the headquarters of these *djémas* that CBN 2 programmes are being held. Since 2008, the *djémas* have been united in the *Fédération des Djémas de Tin Tua*; previously, the work of the Federation was carried out by the Association Tin Tua, which, today, is known as the NGO Tin Tua, and is now in charge of accompanying and monitoring the work of Tin Tua's djémas in the field of literacy and economic and social development. The evoluation of Tin Tua is strongly associated with the important role played by Prof. Bendi Benoît Ouba, who currently is the executive secretary of the NGO Tin Tua. Being a university teacher in the field of linguistics, he did not only play a key role in the establishment of the organisation as part of a socio-political movement in the 1980s that fought for the recognition of the value of indigenous languages in the East and began to play an important role for increasing literacy rates in this part of the country; he is, even now, the person, who represents Tin Tua in the general public and enjoys tremendous authority within the organisation.

Map 1: Overview of Tin Tua's intervention area

In its most recent *Four Year Action Plan* (2010-2014), the Federation has formulated the following key objectives: a) poverty reduction, b) the provision of nutritional security, and c) the organisational sustainability of all members, i.e. the *groupements* and the *djémas*. It considers alphabetisation, vocational training and the provision of agro-pastoral equipment as key instruments to meet these objectives (Fédération des Diéma Tin Tua, 2010a).

Tin Tua's activities in the field of NFE basically include the NFE programmes that generally follow the guidelines defined at the national level (Président du Faso, 2009); thus, beneficiaries can undergo alphabetisation programmes of two years and then have the option to go on with FTS programmes at the post-literacy level. In addition to these programmes, adolescents and adults who have undergone alphabetisation courses have the opportunity to enrol into the *Centres Banma Nuara* (CBN)*.* There, they can join a 4-year programme that follows the lines of the national primary education curriculum and leads them to the CEP. Depending on the age of the students, they either enrol into *CBN 2 Jeunes* or *CBN 2 Adultes* programmes. Both programmes are, however, oriented towards the same educational goals (Association Tin Tua, 2009a, p. 7, 2009b, p. 7).

In order to run its activities, Tin Tua employed – in 2010 – approximately 10 staff at the level of the NGO and the federation, 76 permanent staff at the level of the djémas and approx. 1500 non-permanent staff at the field level, most of whom were involved in providing literacy training (Fédération des Diéma Tin Tua, 2010a, p. 4).

In terms of its budget, the organisation is still dependent from donor funding, even though the nature of this dependency has changed to some extent over the last years. Whereas, originally, donors exclusively provided direct funding, Tin Tua receives an increasing share of its funds through the (strongly donor dependent) FONAEF (see table below), through which Tin Tua can cover its literacy training programmes and a part of its FTS programmes. However, Tin Tua still runs a number of activities, which are not covered through the national literacy fund: one important example is the CBN programme, which follows the national primary school curriculum. Similarly, many of the relatively capital-intensive FTS programmes could not be implemented without the support from donor agencies.

Organisation	Budget 2006-2010		Budget 2010-2014	
	Francs CFA	Percentage	Francs CFA	Percentage
Association Tin Tua	358'080'000	10.58	400'000'000	9.11
Coopération Suisse	500'000'000	14.77	409'895'165	9.34
Diakonia	560'000'000	16.54	318'220'340	7.25
Others	440'000'000	0.00	190'932'204	4.35
FONAENF	1'966'896'800	58.11	3'070'873'040	69.95
Total	3'384'976'800	100.00	4'389'920'749	100.00

Table 1: Overview of funding for Tin Tua (Sources: Fédération des Diéma Tin Tua, 2006, chapitre 6.6; 2010a, p. 56)

SDC has supported Tin Tua for more than two decades. For many years, funding was channelled through the *Programme Alphabétisation*. Between 2002 and 2006, SDC provided direct funding to the NGO. Since then, financial support to Tin Tua is, again, going through a more comprehensive intervention, which is now the *Programme d'appui à l'éducation de base.*

Project / Programme	Period	Support in CHF
Programme Alpha	1997-2000	250'000
Project „Contribution à l'Association Tin Tua"	2002-2006	2'104'066
Programme Alphabétisation de Base	2006-2013	845'057[4]

Table 2: SDC support to Tin Tua 1997-2013 according to SDC's SAP data

3.5 SDC's programmes to Burkina Faso's vocational training sector

SDC's support to vocational training in the country goes back even further than that to NFE; the focus, thereby, was virtually exclusively on vocational training for the artisan sector, i.e. on non-formal initial and further training programmes for this segment of the labour market. SDC's interventions began with the support to the *Centre National de Perfectionnement des Artisans Ruraux* (1973-1989). As it was found that any programme for the sector needed to go beyond the mere development of training programmes, the *Programme d'appui aux artisans et petites entreprises* (PAB), implemented between 1992-2005, aimed at a more comprehensive approach to the development of the artisans (AE Atelier Echanges SA, 2006, p. 3). After the phase out of this programme, the key objectives of the PAB continued to be followed under the *Promotion de l'économie locale, artisanat et micro enterprise programme* (PAFP) (Direction du développement et de la coopération, 2006).

In the context of the PAB, SDC also started to fund, in cooperation with the German Ministry of Economic Cooperation and Development (BMZ), the Austrian Development Agency (ADA) and the *Agence Française de Développement* (AFD), the *Cellule d'Appui à la Formation Professionnelle* (CAFP), a project-based administrative unit of the MJE that began to develop curricular material, so called *référentiels*, for firm-based training (Cellule d'Appui à la Formation Professionnelle, 2008; Direction du développement et de la coopération, 2003a).

4 Project evaluation

As laid out in the introduction of this report, the following section of the report addresses the performance of the programme along the lines of the evaluation criteria established among donors (DAC evaluation criteria). It thereby follows the key questions that were formulated in the IR. The focus is on the support to Tin Tua and takes into account the interventions in the context of the *Programme Alphabétisation*. In the section on sustainability (and to some

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[4]   Amount spent by October 2010;

degree in that on effectiveness), there are also some brief comments on PAB, CAFP and PAFP.

4.1 Relevance

> To what extent are SDC's VSD approaches relevant to the needs in the specific contexts where SDC is active?

- *Non formal education and* alphabetisation: SDC's activities in Burkina Faso's education and training sector focus on interventions in the non-formal sector. Given the fact that the majority of the population does not have access to formal schooling and that literacy rates are still low (see section 2.2.1), this focus is certainly very relevant. In the context of interventions such as the *Programme Alphabétisation*, the *Programme d'appui à l'éducation de base*, and the support to the Tin Tua, SDC provided its support to alphabetisation also through the reinforcement of bilingual education or multilingual education respectively and thus backs a development that has the potential of considerably increasing access to basic education in Burkina Faso. It thereby paves the way for the achievement of MDG 2, though not by 2015, and of blurring the strong distinction between NFE and formal basic education that is prevalent in many countries in Western Africa (Glassman, et al., 2008, p. 10f).

- *FONAEF*: Access to sustainable funding has been a persistent problem of programmes in the NFE sector; for this reason, the FOANAEF was established, which now pools the respective funds and manages their transfer to the implementing organisations. SDC, in strong cooperation with the Dutch development agency, has considerably contributed to the establishment of this relevant organisation.

- *Post-literacy training*: Through its support to FONAEF and NGOs such as Tin Tua, the *Fondation pour le Dévéloppement Communautaire* (FDC) and *Ecole des Bergers et des Bergères*, SDC provides highly relevant support to post-literacy training and thus backs actors that explore avenues to improve the transition of the literate population and of graduates of primary schools into the labour market and to ensure that literacy skills provide an added value in the economic sphere.

- *Tin Tua's post-literacy programmes:* Tin Tua is a key organisation in the field of NFE in Burkina Faso and has developed two main approaches to post-literacy training programmes. On the one hand, the CBN programmes (*Jeunes*/*Adultes*) that lead to the CEP include the so-called *Initiation aux métiers* (IAM) which aim at providing pre-vocational skills that can be used in daily life and at building a base of technical skills that can, later on, be enhanced in training centres and workshops. The results of the survey suggest, however, that this part of training is not always relevant for the students, as they are not joining any of the occupations that are at the centre of this pre-vocational skills development programme (Annex 4, Table A1 and A2). Table A1 shows that at the level of *CBN 2 Jeunes*, virtually no one of the respondents joined the artisanry upon finalising the CEP. None of the respondents indicate that this is now their main professional activity, and only two indicate that it is their second job. At the same time, about 67 percent of the beneficiaries of this programme are now enrolled at the secondary level, more than 11 percent are joining Tin Tua as literacy instructors or administrative staff. As shown in Table A2, among the *CBN 2 Adultes* graduates, the rate of those joining the artisanal sector is somewhat higher than among the *CBN 2 Jeunes* graduates (15 percent). However, interestingly, more than half of the graduates (51 percent) are finding their main employment in agriculture (i.e. are joining the economic activities of their families), an occupation that is not being touched upon in the IAM*.*

  In contrast, the short-term (generally 5 days long) FTS that are catering to adults who have undergone literacy programmes are very relevant. The focus group interviews suggest, that beneficiaries are generally already involved in the respective economic activities and are looking for ways to improve the respective revenues. These training

programmes are not only relevant with regard to their potential for social and economic development but also with regard to their potential to ensure that literacy skills of beneficiaries are being reinforced.

> To what extent are SDC's VSD approaches relevant for other donors' activities in the field of VSD and how do they relate to them?

- *NFE and alphabetisation:* SDC has been one of the few and therefore comparatively prominent donors in Burkina Faso that have supported NFE for decades; conscious of the potential contribution of NFE to overall educational development, a few other donors (e.g. the Netherlands) got particularly interested in SDC's emphasis in the field of bi- and multilingual education. It is against this backdrop that an alliance of donors interested in NFE could be forged. This created the basis for the establishment of the FONAEF that has become the country's key instrument to fund NFE.
- *VSD components of NFE programmes:* Even though SDC's funds flowing into NFE were partially used to fund VSD components of NFE programmes (i.e. FTS), this aspect of SDC's contribution did not gain considerable attention within the donor community.
- *Tin Tua*: The fact alone that a UNESCO prize has been awarded to Tin Tua documents that SDC has supported an innovative organisation which serves as a model in the field of NFE, not only in Burkina Faso but also in the region and beyond. However, public attention, and that of other donors, is generally on Tin Tua's work in the field of literacy training and less on the VSD components of its NFE programmes.

4.2   Effectiveness

> To what extent have the outcomes of SDC's VSD interventions been achieved in the target population, notably with regard to catering to poor and disadvantaged people, women and girls, ethnic minorities and people living in remote areas?

- *Tin Tua's basic literacy programmes*: In Burkina Faso's Eastern region, where Tin Tua is active, not only is economic growth comparatively low but also is access to public basic education. Against this backdrop, the fact that literacy rates in this part of the country are above the national average is surprising. Many studies suggest that this paradox is the result of Tin Tua's work, which could, in itself, be considered proof enough for the high outreach of the services provided by this organisation. The following table provides a brief overview of the number of people trained in 1714 basic literacy training centres that have been operated by the different djémas in the year 2009:

	Females	Males	Total
Absolut numbers	23'610	17'528	41'138
Percent	57	43	100

Table 3:   Number of trainees enrolled in Tin Tua's basic literacy training centres in the campaign 2008-2009 (source: Association Tin Tua, 2009c, p. 53)

Table 3 demonstrates that Tin Tua has an impressive outreach but also that the share of females (57 percent) at the basic literacy training level is considerably higher than that of males (43 percent). This reflects Tin Tua's efforts to promote gender equality in all their programmes. As a matter of fact, there is a lack of data on the socio-economic background of the beneficiaries of basic literacy training programmes. But as outreach of the basic literacy programmes, there is a high likeliness that a considerable part of the beneficiaries are from among the poorest segments of society in the east of the country (Sanwidi, Batabe, & Sanou-Ariste, 2008).

- *Tin Tua's CBN 2 programmes*: Outreach of the CBN 2 programmes (*Jeunes / Adultes*) is necessarily lower than that of the basic literacy programmes, not only as it caters to all those having already obtained the basic literacy certificate but also as the longer duration of the programme (four years) results in higher opportunity costs for the

students. Table 4 presents annual enrolment into the first year of the CBN 2 programme for the period from 2003 to 2009. It does not only document the comparatively lower enrolment rates for this programme but also that the percentage of females enrolled is considerably lower than of males.

	Year	Females	Males	Total	Percentage of females
CBN2 Jeunes	2003-2004	93	152	245	38
	2004-2005	128	204	332	39
	2005-2006	121	236	357	34
	2006-2007	109	235	344	32
	2007-2008	174	314	488	36
	2008-2009	142	308	450	32
CBN2 Adultes	2003-2004	220	601	821	27
	2004-2005	151	630	781	19
	2005-2006	195	718	913	21
	2006-2007	196	812	1008	19
	2007-2008	389	1222	1611	24
	2008-2009	621	1501	2122	29

Table 4: Number of trainees enrolled in Tin Tua's CBN 2 programme (Jeunes/Adultes) in the years 2003-2009 (source: Association Tin Tua, 2009c, p. 58)

As the following table 5 suggests, gender ratios among graduates of the CBN 2 programme are – in many years – even less balanced when it comes to the numbers of those passing the CEP at the end of the 4 four years of the CBN 2 programme. Particularly underrepresented are females in the programme for adults but also in the programme for adolescents, the percentage of females of all those passing the CEP test has been as low as 21 percent. The comparison of tables 4 and 5 furthermore suggests a relatively high dropout rate (see also section below).

	Year	Females	Males	Total	Percentage of females
CBN 2 Adultes	1999	10	10	20	50
	2000	6	9	15	40
	2002	6	49	55	11
	2003	7	29	36	19
	2006	33	174	207	16
	2007	39	205	244	16
	2008	8	67	75	11
	2009	4	36	40	10
CBN 2 Jeunes	2003	26	50	76	34
	2007	84	142	226	37
	2008	38	65	103	37
	2009	6	23	29	21

Table 5: Number of students of CBN 2 programme passing the CEP in selected years between 1999 and 2009 (source: Association Tin Tua, 2009c, p. 58)

The fact that males have a significantly higher chance of being enrolled into the CBN 2 programme, i.e. of going beyond basic literacy training, than females is also reflected by the shares of boys and girls among the Tin Tua graduates that responded to our survey: less than 25% are girls. In any event, the percentage of females enrolled into the CBN 2

programme is far below the ratios for formal primary and even secondary education in Burkina Faso that are 8:10 and 7:10 respectively (World Bank, 2008b; data for 2006). This result appears worrisome if a focus on women and girls is among the objectives of SDC activities in Burkina Faso.

Our own data collection in the framework of this study provides some evidence that there are numerous families with multiple children benefitting from the *CBN 2 Jeunes/Adultes* programme. On the basis of indicators such as non-agricultural professions of the children's/youths' parents or parental education, it also appears that those participating in the programme are significantly more often from economically better-off families (see the probit regressions carried out to determine the propensity score for the matching analysis below; details provided in Annex 4, Table A4a). At the same time, targeting the poor seems to have worked out slightly better for *CBN 2 Jeunes* than for *CBN 2 Adultes*. On average, in our sample, students in the former have an economically more disadvantaged background than students in the latter. This becomes obvious when looking jointly at the categories poor and very poor (the cumulative percentages are 72 for CBN 2 *Jeunes* and only 40 for CBN 2 *Adultes*. 40 percent of the CBN 2 *Adultes* graduates in our sample (16 respondents) even state that their families are wealthy (Annex 4, Table A3).

To assess whether the targeting the poor was generally successful, we would need to compare the graduates' background with the background of the rest of the population in the country. Unfortunately, our measures of wealth are not well comparable to macro data for Burkina Faso.Generally, however, it should be noted that by design, in neither of the two programmes students belong to the economically most extremely disadvantaged segments of society. After all, their families must be able to afford the high opportunity costs of a four year school programme, the enrolment fees, and, in case of the students of *CBN 2 Jeunes*, also those for accommodation at the boarding school. Finally, only a small share of graduates from both programmes can benefit from Tin Tua's financial support to their being trained in artisanal workshops and to their installing their own workshops upon training. In fact, representatives of Tin Tua have stated that this kind of support is not going to the neediest but to particularly committed students.

When it comes to the actual evaluation of the effects programme participation had on the beneficiaries, taking into account the background of students is highly relevant to construct a valid comparison. As stated above, our approach to this is to compare programme participants to their siblings (a method that guarantees an identical family background) and by controlling for additional individual characteristics. The outcome variable considered is a self-stated income measure (range: 1=very poor,…, 5=wealthy). Table 5 provides an overview of the results of propensity score matching for CBN 2 *Jeunes* and *Adultes*, for the full sample and for the subgroup of female respondents and siblings only. Details on the propensity score matching procedure are provided in Annex 4, Tables A4a-d.

Programme type	Sample	Mean income of programme participants	Mean income of non-participants	Difference
CBN 2 Jeunes&Adultes	Both sexes	2.34	2.06	0.28*
CBN 2 Jeunes&Adultes	Only female	2.25	1.71	0.54*
CBN 2 Jeunes	Both sexes	1.93	1.76	0.17
CBN 2 Adultes	Both sexes	3.00	2.45	0.55*

Note:	The asterix (*) indicates that the difference of means is significant at the 5% level. Results are for the matches sample (average treatment effect on the treated, ATT). For details see Annex 4, Tables A4a-d.

Table 6: Programme effect, by programme type and gender

The programme effects on income are positive in all four cases, albeit insignificant and small for CBN 2 *Jeunes*. This may be due to the fact that many CBN 2 *Jeunes* graduates are still in school and have no significant earnings. Notably, for female participants the overall effect is almost twice as large as for both sexes jointly. It is also substantial, since 0.5 corresponds to half a step between two income categories such as poor and average, or average and quite well off.[5]

Using social prestige as an alternative outcome variable to measure programme effects, we also find that graduates of CBN 2 *Jeunes* and *Adultes* are significantly better off.[6]

Finally, when directly asking programme participants about the influence of Tin Tua on their individual development, all respondents univocally state that Tin Tua had a positive influence. While this response may also be driven by the desire to respond in the way expected by the interviewer (or the desire not to appear ungrateful to the NGO), it generally confirms the positive results of our statistical analysis.

- *Tin Tua's FTS programmes*: Given the fact that Tin Tua's efforts in the domain of literacy training have the objective contributing to overall economic and societal development in the eastern part of the country, its FTS programme can be considered to be of special importance, as it provides vocational skills to newly literate people. Compared to the basic literacy programme, however, the outreach of the FTS programmes is very limited; whereas Tin Tua's basic literacy programmes enrolled 41'138 people in the year 2008/2009, FTS courses were provided to 6631 persons only. The key problem in this context is that costs of training are comparatively high; in fact, to train 30 persons, up to 1 million Francs CFA is needed, and even this amount does not even cover the costs necessary for the equipment which is provided to the beneficiaries after they finalise their training. It is for this reason that there are about 13'000 literacy centres in the country but only about 750 FTS training centres.[7] Furthermore, qualitative interviews suggest there is an inherent tendency in the organisation of FTS programmes that skills are repeatedly being provided to the same individuals as every groupement can benefit several times from training programmes. In fact, FTS programmes are used as a tool to convince individuals to join the Tin Tua *groupements* at the local level. It thus seems that it would, in the future, be important to better identify the target group and to reduce the real costs of the training programme in order to ensure that its outreach can be increased.

- *FONAEF*: In terms of outreach, the achievements of the FONAEF are certainly very impressive: through funding pooled by this organisation, 148'710 people (57'825 males and 90'885 females) could undergo basic literacy training programmes (*alphabétisation initiale*) in 2009. In the same year, the fund also provided support to other kind of NFE programmes, such as FTS and A3F, a programme, thus catering to 210'644 beneficiaries (Fonds pour l'Alphabétisation et l'Education Non Formelle, 2010, p. 12). Generally, the programmes tend to cater at least in parts to the comparatively poorer segments of the population in Burkina Faso, particularly in the rural areas (Fonds pour l'Alphabétisation et l'Education Non Formelle, 2010). However, as often in Burkina Faso, there is virtually no information available about the socio-economic backgrounds of the beneficiaries of the NFE programme, neither at the national level nor at the offices of the individual training organisations concerned (see e.g. Sanwidi, et al., 2008).

  The FONAEF generally projects the number of training centres that are to be opened during a half-yearly literacy campaign (generally January to May). In terms basic literacy

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[5] While our measure of income is a categorical variable, the analysis and discussion treats the variable as if it were continuous. This is a simplification to facilitate interpretation. The simplification is acceptable under the assumption that the "distance" from one sub-category to the next is identical.

[6] This result is obtained by a comparison of means for graduates with each individual of their siblings. The rather voluminous details of this additional calculation are not reported here, but can be obtained from the authors upon request.

[7] Source: personal communication with FONAEF representative.

training, it was, in 2009, planned that 5'026 training centres would be opened with funding from FONAEF. In the end, only 5'002 centres were opened, which was very close to the original target. The implementation of FTS programmes seems to be comparatively more difficult: for the campaign 2009, FONAEF projected to provide funds to 1'292 of them, whereas actually only 1'157 could be supported – which is still very satisfactory (Fonds pour l'Alphabétisation et l'Education Non Formelle, 2010, p. 11).

> To what extent have the outcomes of SDC's VSD interventions been achieved in regard of reducing school drop-out by linking VSD with BE?

- *Tin Tua*: Assuming that our sample broadly reflects the overall population of graduates in terms of the duration during which they attended the program, evidence suggests that drop-out before the end of the fourth and final year is relatively frequent. 49% of our interviewees from *CBN 2 Jeunes* and 63% from *CBN 2 Adultes* stated that they attended the programme for less than four years (Annex 4, Table A5). The corresponding retention rate is lower than the one for formal primary education. According to World Bank (2008b) persistence to the last grade of primary education oscillated between 60 and 70% between the years 2000 and 2005.

> To what extent have the outcomes of SDC's VSD interventions been achieved in regard of providing beneficiaries with the skills demanded by the labour market?

- *Comment on the context*: In those areas in Burkina Faso, where most literacy training programmes – including those of Tin Tua – are operating, the size of the formal labour market is very small. Self-employment is thus the most conventional form of employment and it is therefore important to see whether the skills provided by training programmes serve as a basis for participation in the economic life of the local context more generally. Furthermore, it is important to have in mind those segments of the labour market that are aspired to by the beneficiaries of the different programmes. It is particularly in this respect that there are strong differences between those enrolling into literacy training programmes (and, eventually, into FTS) and those of CBN 2.

- *Effects of literacy training aspects of NFE programmes*: Interviews with beneficiaries of literacy training programmes suggest that they generally find numerous ways to apply their skills; particularly important are, however, numeracy skills, particularly in the field of rural commerce and trade. Furthermore, girls and women often use their skills in their families, e.g. by assisting an illiterate husband involved into trade and commerce. This not only increases the revenues of the family but also the voice of females within family households. As a matter of fact, there are thus a high number of highly important, but not directly financially relevant effects flowing out from the literacy training programmes.

- *Tin Tua*: Evidence on the labour market relevance of skills provided by Tin Tua's programmes is relatively limited as only 5 employers could be found that were employing beneficiaries of Tin Tua's CBN 2 programme. This appears to be a consequence of the fact that the graduates are not inclined towards finding employment in the artisanal sector. This is all the more plausible as VSD training provided under the 4 years in the form of IAM is certainly not sufficient to enter the labour market as an employee but is generally considered a basis for starting apprenticeship training in a workshop (whose costs are generally borne by the beneficiary); thus, the few beneficiaries that are entering the formal labour market are only doing so with considerable support of Tin Tua, which suggest that the effectiveness of the VSD component of the CBN 2 programme is very weak. However, our regression analysis shows that those students, who effectively go through professional training after *CBN 2 Adultes*, are significantly better off (in terms of self reported income) than their peers, who do not. At the same time, this positive effect of training on income is not discernible for siblings who did not attend *CBN 2 Adultes* in the first place. In addition, the probability to benefit from professional training rises significantly with each additional year spent in CBN 2 *Adultes* (Annex 4, Table A6, discussion of further analysis). (None of these effects is apparent for CBN 2 *Jeunes*.)

The scenario with the FTS is slightly different, as beneficiaries of this training programme do not enter the formal labour market and are self-employed. Evidence from qualitative interviews suggests that these training programmes are indeed enhancing the capacity of beneficiaries to participate in the economy and thus contribute to higher revenues. However, this may rather be seen as a consequence of the provision of equipment as of skills provision, particularly because much of the FTS training is strongly school-based (see e.g. the courses on animal husbandry).

To what extent have the outcomes of SDC's VSD interventions been achieved in regard of improving the quality of training organisations (curricula, trainers, etc.)?

- *Bilingual and multilingual education*: SDC's work in the field of NFE in Burkina Faso has lead to a number of curricular innovations, notably with regard to bilingual and multilingual education respectively. Tin Tua, for instance, has created curricular material that combines, in a pioneering way for Burkina Faso, teaching in *Gourmanchéma* and in French (Association Tin Tua, 2009a, 2009b). Currently, much of Tin Tua's experience in the field of bilingual education is also being used to enrich the training of teachers of the CBN 1 schools that were originally established by Tin Tua and were now taken over by the state.
- *IAM*: The documentary review suggests that the development of the quality of this aspect of the CBN 2 programme has not been of a particular concern to Tin Tua (Association Tin Tua, 2009c, 2010; Kabore-Kayitesi, Sanwidi, & Traoré, 2008); there are practically no guidelines (e.g. curricula) for the respective instructors, which seems to be a consequence of Tin Tua's approach of mainly employing former CBN 2 graduates as instructors, which are supposed to be familiar with the contents and the clientele of the programme.
- *FTS*: The implementation of the FTS programme, i.e. its quality and its effects at the local level, are systematically analysed neither at the national level (e.g. through FONAEF), nor at the level of Tin Tua. It is assumed that instructors, most of them coming from the public service or having an own firm (e.g. veterinary surgery), are sufficiently competent to transmit the skills to the beneficiaries.
- *Curricular material for in-firm training*: Considerable advances have been made in the domain of curriculum development for practically oriented vocational training in the context of the PAB and the direct financial support to the CAFP; however, the practicality of the documents produced in this context has been strongly limited by the fact they are entirely in French, even though they are supposed to be used by artisans – who often are illiterate.

4.3 Impact

To what extent has access to employment and income of targeted beneficiaries been increased through SDC's interventions?

- *Tin Tua / CBN 2 Jeunes*: Evidence suggests that, as mentioned above, the large majority of students (approx. 67 percent) enrolled in the *CBN 2 Jeunes* programme are pursuing education at the secondary level upon finalising the programme and are thus not entering the job market (see Annex 3, p. 8). Furthermore, a considerable share of the remaining graduates are working for Tin Tua (11 percent), which provides them with access to revenues that are considerably above those in the less formal segments of the economy. Only a small part of the student population enters the artisanal labour market but as skills provision in the context of the IAM has been limited to a limited number of hours per week, students need – despite their comparatively higher age – to undergo apprenticeship training in a artisan's workshop; in fact, quantitative evidence suggests that income levels of those former graduates of the CBN 2 programme who are now working as trainees or employees in the workshops depends on the duration of their apprenticeship training (see Annex 4, Table A6). In some of these cases, the costs for this placement in a workshop are borne by Tin Tua and, often, this support is

supplemented by funds that enable the trainee to set up his own workshop. Furthermore, our qualitative interviews suggest that Tin Tua often buys a considerable amount of the produced goods, e.g. in the case of carpenters who can thereafter produce desks and benches for the Tin Tua's training centres. In short, graduates of *CBN 2 Jeunes* courses are generally likely to have a higher income than their farming parents; however, it is important to see that a) access to the *CBN 2 Jeunes* programme is very limited, that b) many graduates will only have higher revenues upon secondary education or upon a few additional years of training in a workshop and that c) higher income in the context of successful self-employment is generally resulting from considerable further investments by Tin Tua.

- *CBN 2 Adultes*: Compared to the graduates of *CBN 2 Jeunes*, those passing out from the *CBN 2 Adultes* programme are only rarely (1 out of 39) enrolling in regular secondary education programmes (see Annex 4, Table A2, column 1 for main activity). As already mentioned above, more than half of the graduates (51 percent) find employment in agriculture (i.e. are joining the economic activities of their families), a trade, that is not being touched upon in the IAM. In fact, the rate of those joining the artisanal sector is somewhat higher than among the *CBN 2 Jeunes* graduates (15 percent). Again, however, the latter employment depends on considerable additional support from Tin Tua and income levels depend on the duration of apprenticeship training (see Annex 4, Table A6), thus putting into perspective the importance by the IAM component of the CBN 2 programme.

- *FTS*: Beneficiaries of these programmes are generally involved in the rural economy and earn their livelihoods to a considerable extent through subsistence farming activities. Accordingly, they are not looking for formal employment, even after training, and thus continue to be self-employed. However, the training programmes and the access to equipment and financial capital that is linked to these programmes provide the beneficiaries of the programme with more opportunities for income generating activities with a clearly positive impact on their revenues (Fédération des Diéma Tin Tua, 2010b, p. 10f). Nevertheless, it is important to note that this positive impact is restricted to a very small number of beneficiaries. Furthermore, given the fact that increases in revenues rather need to be attributed to access to equipment and financial capital, the potential for individuals who have not participated in the training to profit from the skills of the direct beneficiaries (i.e. spill-over effects) is very limited.

4.4 Sustainability

> To what extent are VSD benefits provided by SDC's activities and interventions sustainable, in particular in terms of ensured continuity of financial and human resources?

- SDC has been supporting Tin Tua for a long time and it is certainly partly the result of SDC's activities that Tin Tua's programmes are being financed, to some degree, through the FONAEF, which increases the prospects for sustainability of this organisation to some degree. Certainly, many of Tin Tua's activities today could not be financed without considerable direct donor support but a comparison of the budgets for the 4 year development plans (see table 1 in section 3.4) suggests that dependency on direct donor funding could be decreased. Furthermore, the CBN 1 training centres that are enrolling children in school age into bilingual schools that follow the national primary education curriculum were nationalised recently, which is a clear sign that the state authorities seems to be increasingly willing to accept (and perhaps even to promote) the concept of bilingual education as an instrument to increase its efforts in the field of basic education. Whether or not the authorities will be in a position to sustainably ensure high quality standards at these CNB1 schools remains, however, an open question; already, there is evidence that many of the teachers of these schools are not proficient in the language of instruction, thus seriously undermining the prospects for these schools becoming models in the field of bilingual education (Association Tin Tua, 2009c, p. 57).

- Of course, SDC's support for Tin Tua provided important backing for the expansion strategy of an NGO which with comparatively little financial means provided access to NFE at a very large scale and which became, because of the public recognition for this work, an important education policy actor. However, from the outset, SDC in Burkina Faso decided from the outset not only to provide support to individual NGO's – out of which Tin Tua is only one – but also to promote access to NFE and basic education at a national level. Insofar, SDC's cooperation office had a very clear replication strategy that, given the political importance and the outreach of FONAEF, seems to be very successful.

In which way have reporting and evaluation processes led to higher awareness vis-à-vis a sustainable long-term impact of the projects?

- *Overall reporting and monitoring processes*: SDC's coordination office in Ouagadougou showed a strong capacity to monitor the implementation of the *Programme Alphabétisation* and the *Programme Education de Base*. Thereby the focus of reporting, monitoring and evaluation with regard to both programmes was mainly on the development of literacy skills, and it was in this particular context that SDC's office in Burkina Faso had the strong backing of SDC's HQ in Berne. The HQ in Berne consistently promoted the important role of literacy training and that of bilingual education in the Western African context (see e.g. Direction du développement et de la coopération, Réseau suisse Education et Coopération Internationale, & Association pour le Développement de l'Education en Afrique, 2010).
- *Data on beneficiaries of the NFE programmes*: Despite these obvious strengths in SDC's monitoring processes, there is a considerable lack of relevant data on the beneficiaries of the NFE programmes. It is thus difficult to gauge why certain individuals gained access to specific NFE programmes and how their employment status and revenues changed over time (ideally in contrast to predefined control groups).
- *Focus on VSD*: The VSD aspects of NFE in Burkina Faso, considered as an instrument to support the application of literacy skills in economic life, and funded, at least to some extent by FONAEF were never sufficiently covered by any evaluation. The same is true for Tin Tua's activities in the field of VSD (i.e. IAM and FTS). This lack of monitoring in this field is somewhat surprising given that: a) the respective programmes partially lack effectiveness and efficiency (see above), and b) VSD, both in Burkina Faso and at SDC's HQ in Berne, is being viewed as an important supplement to literacy training in the NFE sector.

What is SDC's influence in strengthening national VSD frameworks (e.g. public-private partnerships, certification and accreditation of VSD courses, curriculum development, career guidance)?

- *Policy formulation*: SDC has had considerable influence on the overall perception at the political level that the non-formal sector can significantly contribute to the development of education and training in Burkina Faso, a fact which was already acknowledged in the *Plan Décennal de Développement de l'Education de Base* (2000-2010) (Gouvernement du Burkina Faso, 2002). In recent years, the acknowledgement of the importance of NFE has also led to the formulation of a Literacy and Non-Formal Education Policy document (Ministère de l'Engseignement de Base et de l'Alphabétisation & Direction générale de l'alphabétisation et de l'éducation non formelle, 2009).
  Furthermore, SDC contributed, to some extent, to the formulation of a new skills development policy (Président du Faso, 2008) and a respective action plan (Conseil des Ministres, 2010). However, despite its work in the field of vocational training for the artisanal sector – and its important role in the support of the CAFP that had been backed by donors (including AFD, Austria, BMZ) since 1996 –, SDC is not perceived as a key player in the field of VET more generally, neither by representatives of respective

ministries nor by the those of other donor agencies that were interviewed for the purpose of this evaluation. According to information from other donors active in the field of VSD, SDC needed to be convinced to join the donor coordination group in the VSD sector that was formed in 2002; reportedly, SDC at that time was of the view that its activities did not pertain to the field of VSD, neither to the field of NFE nor to that of private sector development. Since then, other donor agencies (notably Austria and – since very recently – Luxembourg) were playing more prominent roles in this donor coordination group. It may be possible that SDC's exclusive focus on (non-formal) VSD in the artisanal sector has hindered the agency to participate more actively in the coordination of donor activities in the sub-sector.

Furthermore, SDC seems to have missed the opportunity of building a broad alliance of partners who would look into the challenges faced by those organisations (NGOs, government agencies) with regard to the VSD components of their NFE programmes. In fact, the application of literacy skills in economic life is still a key challenge and there currently is no strategy at the national level how to tackle this problem. This problem is all the more worrying as Tin Tua, which is being considered a pioneer in the field of NFE, has hardly been able to tackle this problem either.

- *Funding of VSD and basic education at the national level*: As mentioned above, SDC was one of the few donors who actively engaged in the establishment of the FONAEF that is not only funding literacy programmes but also FTS. Currently, the fund is still strongly dependent on donor funding but there are signs that the government increases its financial commitment to the fund; in fact, in 2010, the government doubled its support to the fund from 450 million CFA to one billion, which is certainly not only the result of donor pressure, but also of increasing social demand for education, particularly in the rural areas (Bureau de la coopération suisse au Burkina Faso, 2010).

  Even though the fund is in no position to meet the high social demand for literacy and post-literacy training, the fund, however, is a very effective structure.

  In addition, SDC – through its PAFP programme – is one of the few that is actively providing assistance to employers to make use of the *Fonds d'Appui à la Formation Professionnelle et à l'Apprentissage* (FAFPA) (Fonds d'Appui à la Formation Professionnelle et à l'Apprentissage, 2009). The training fund, established in 2003, has the potential of becoming a key funding agency in the field of VSD in Burkina Faso, as it is already now in Mali (Johanson, 2009, p. 40; Walther, 2009, p. 14).

- *Curriculum development*: In collaboration with Austrian, French and German agencies, SDC was engaged in funding the *Cellule d'Appui à la Formation Professionnelle,* which produced *référentiels* for a number of occupations for use in firm-based apprenticeship training (Cellule d'Appui à la Formation Professionnelle, 2008). When donor support of this agency was phased out, the authorities decided to integrate it into the structure of the MJE. Leading representatives of the public service are of the view that the cellule was a very important organisation but that it was phased out too early, severely hampering the sustainable operation of the fund, as the MJE – thus the observers – is in no position to actually continue the work and to actually develop the *référentiels* any further. Furthermore, the *référentiels* were developed in French which, as it has been pointed out by some interview partners, did not enhance the prospects of the use of these documents in the workshops.

- *Public private partnerships*: The mainstay of SDC's support in the field of NFE and VSD is going to organisations of the civil society (NGOs), some of which also reassemble private sector representatives. There is no support to schemes designed along the lines of PPP through which actors in the private sector would engage

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Are SDC's VSD interventions sensitive for the risk of establishing parallel structures?

- SDC's interventions in the NFE sector of Burkina Faso can be termed sensitive in this regard. SDC has always aimed at strengthening already existing structures in the public and the private sector (e.g. FAFPA, FENABF, Tin Tua) and contributed to the

establishment of organisations that become important actors in the education and training sector (e.g. FONAEF).

5 Conclusions

Undoubtedly, SDC has considerably contributed to the increasing role of NFE in the country and to blurring the existing barriers between formal education and NFE that is so prevalent in many countries in Western Africa. Particularly important, in this regard, have been its drive to promote bi- and multi-lingual education through support to NGOs (e.g. Tin Tua, FDC and OSEO) and its key role in the context of the establishment of the FONAEF. However, current VSD components of NFE programmes supported by SDC seem to suffer from some weaknesses, particularly in terms of relevance and impact, a problem, which has not been addressed in the documentation (reports/evaluations) made available to the consultant.

> **Box 1: Assessing the value-added by the use of quantitative methods in the evaluation of Tin Tua's activities**
>
> Undoubtedly, quantitative methods are becoming increasingly important to measure the impact of development aid, and it was against this backdrop that the current evaluation was designed to – at least to some extent – employ such methods. As we have seen above, the employment of such methods has its limits, particularly in contexts where it is – in the view of lacking data on beneficiaries – difficult to create representative samples, let alone to compare beneficiaries with a control group. Nevertheless, our analysis above provides some important evidence, particularly with regard to employment opportunities and earnings of those having undergone the CBN 2 programmes. At the same time, the methods used for the survey suggest that creating an artificial control group by asking about siblings of interviewees can be an efficient way of gathering data, particularly in the context of an evaluation that lacks baseline data and that needs to be implemented within a comparatively very short period of time. In any event, analyses like the above may inspire the organisations involved to increase their efforts to collect data on beneficiaries (and control groups), without, however, rendering the documentation of (short term) increases in, for instance, the access to employment and income by beneficiaries the sole basis for legitimating their interventions, which may undermine efforts to strengthen national level institutions that are motivated by the needs to have a more long-term, sustainable impact.

The main problem, thereby, is that many programmes (e.g. Tin Tua's FTS) cater to a very small group of beneficiaries, who may indeed profit from the interventions (in terms of higher revenues). However, these profits rather need to be seen as a result of considerable additional benefits that are provided to the beneficiaries and not so much of skills development itself. Furthermore, forms of combining BE with VSD (such as the IAM of the CBN 2) are providing vocational skills to students who don't aspire to work in the respective economic sectors and if they indeed enter the artisanal sector, their future wage will depend on the length of apprenticeship training upon CBN training.

Though not explicit with regard to these problems in its reports on NFE, SDC in Burkina Faso seems to have found its way to deal with them: to concentrate on literacy training in NFE and to provide literacy skills to artisans (see e.g. Bureau de la Coopération Suisse au Burkina Faso & Union des Artisans du Gulmu, 2006). Whereas the first focus will almost certainly contribute to reaching MDG 2, the second one has a substantial potential with regard to increasing revenues (MDG 1). However, this severely puts into question the role of potential support to VSD components of NFE programmes such as FTS, which are – as pointed out above – highly relevant but cater to few beneficiaries and are not very cost effective. Potentially, alternative financing mechanisms (e.g. Micro-credits) could play an important role in this regard.

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Annexes

Annex 1: SDC's support to NFE and VSD in Burkina Faso (extracted from SDC's SAP data base)

Project-code	Project name	Start date (year)	End date (year)	Budget	Actual total
7F-00780	Appui au programme national d'alphabétisation	1987	2006	23'779'604	22'746'339
7F-02316	Contribution au programme d'éducation/développement de l'Association Tin Tua	2002	2006	2'200'000	2'104'066
7F-02656	Contribution au fonds pour l'alphabétisation et l'éducation non formelle	2002	2013	13'350'000	9'109'222
7F-04514	Appui au Secteur de l'artisanat et de la promotion de l'entreprise / Economie locale	2005	2013	5'480'000	3'813'903
7F-02255	Programme d'appui à l'éducation de base	2006	2013	12'754'000	8'166'106

Annex 2: Overview of interviewed persons

The following list does not contain the list of persons interviewed through the survey on Tin Tua.

Representatives of SDC

- M. Philippe Fayet, Directeur résident

- Mme. Laurence von Schulthess, Directrice résidente adjointe

- M. Ambroise Tapsoba, Chargé de programme

- M. Alfred Zongo, Chargé de programme

Representatives of governmental organisations (ministries / technical departments)

- M. Ambroise Denis Bakyonon, Directeur Général de la Formation Professionnelle du Ministère de la Jeunesse et de l'emploi

- M. Emmanuel Goabaga, Directeur Général de la Direction Générale de l'Alphabétisation et de l'Education Non Formelle

- M. Julien Salvador Sawadogo, Secrétaire Générale de la Commune de Fada

- Mme. Hafoussiatou Sougue, Directrice du Fonds d'Appui à la Formation Professionnelle et à l'Apprentissage (FAFPA)

- M. Vamara Traoré, Conseiller technique du Ministre délégué à la formation professionnelle

Representatives of other non-governmental organisations

- M. Anatole Niameogo, Secrétaire Exécutif de l'Association pour la Promotion de l'Education Non Formelle (APENF)

- Mme. Eléonore Ouédrago, Assistante du Groupe de travail sur l'éducation non-formelle de l'Association pour le Développement de l'Education en Afrique (ADEA)

- M. Dramane Sawadogo, responsable du FONAEF régional à Fada

- Mme. Alice Tiendrébéogo, Directrice du FONAEF

- Mme. Maria Kéré, Directrice exécutive de la Fondation pour le Développement Communautaire

Representatives of Tin Tua

- M. Benoît Ouoba, Secrétaire Exécutif de l'ONG Tin Tua

- M. Laabidi Oualy, Président de la Fédération des Djémas de Tin Tua

- M. Lompo Tiendama de la Djéma de Tin Tua à Fada

Representatives of the private sector

- M. Motandi Jean-Marie Tompoudi, Président de l'Union des Artisans du Goulmu

- M. Dialenli Roland Tankoano, consultant de l'Union des Artisans du Goulmu

Representatives of implementing agencies

- M. Rudolf Schneider, Swisscontact

- M. Miltz, Handwerkskammer zu Köln

Representatives of donor agencies

- M. Amada Ouédrago, Chargé de programme de la Banque Mondiale

- Mme. Anne Schintgen, Chargée de Programmes de l'Ambassade du Grand-Duché de Luxembourg

Annex 3: Fragmentation on the basis of sectoral allocable CPA data: disbursements in 2008 in current USD: Recipient Burkina Faso

Annex 4: Results of the quantitative analysis of survey data on CBN 2

Table A1: Professional activities of CBN 2 Jeunes graduates

Description	1st professional activity		2nd professional activity		3rd professional activity	
	Freq.	Percent	Freq.	Percent	Freq.	Percent
No economic activity	1	1.64				
Subsistence agriculture	1	1.64			1	100
Non-subsistence agriculture	3	4.92	10	62.5		
Services	6	9.84	4	25		
Commerce	1	1.64				
Employed with Tin Tua	7	11.48				
Apprenticeship	1	1.64				
Further education	41	67.21				
Artisanry / craft			2	12.5		
Total	61	100	16	100	1	100

Note: The number of observations (total) declines from the 1st to the 3rd professional activity as most graduates only follow one (at most two) activities.

Table A2: Professional activities of CBN 2 Adultes graduates

Description	1st professional activity		2nd professional activity		3rd professional activity	
	Freq.	Percent	Freq.	Percent	Freq.	Percent
No economic activity	1	2.56	1	3.03		
Subsistence agriculture	2	5.13				
Non-subsistence agriculture	18	46.15	5	15.15	2	28.57
Artisanry / craft	6	15.38				
Services	7	17.95	11	33.33	1	14.29
Employed with Tin Tua	4	10.26	7	21.21	2	28.57
Further education	1	2.56	4	12.12	1	14.29
Commerce			3	9.09	1	14.29
Apprenticeship			1	3.03		
Total	39	100	33	100	7	100

Note: The number of observations (total) declines from the 1st to the 3rd professional activity as most graduates only follow one or two activities.

Table A3: Family background of CBN 2 graduates by (self declared) income group

	CBN 2 Jeunes			CBN 2 Adultes		
	Freq.	Percent	Cum.	Freq.	Percent	Cum.
very poor	23	37.7	37.7	16	40	40
poor	21	34.43	72.13	0	0.0	40
average	16	26.23	98.36	5	12.5	52.5
quite well off	1	1.64	100	3	7.5	60
wealthy	0	0.00	100	16	40	100
Total	61	100		40	100	

Tables A4a-d: Results of propensity score matching

The presentation of the first table of this series (Table A4a) includes some comments to facilitate the understanding of the results. The following tables should then be self-explaning.

For a dictionary of variable names, see Table A7 at the end of this appendix.

Table A4a: Propensity score matching for both CBN 2 programmes jointly

Treatment: CBN 2 *Jeunes* or CBN 2 *Adultes*

Probit regression of programme participation

Number of obs =   550
LR chi2(8)   =   112.79
Prob > chi2   =   0.00
Pseudo R2   =   0.18

	Coef.	Std. Err.	z	P>z	[95% Conf. Interval]	
Age	-0.01	0.01	-1.63	0.10	-0.02	0.00
Sex	0.49	0.13	3.78	0.00	0.24	0.75
Formal education	-0.12	0.02	-5.26	0.00	-0.17	-0.08
Non-formal education	0.21	0.04	5.87	0.00	0.14	0.27
Father white collar	-0.46	0.40	-1.14	0.26	-1.25	0.33
Mother white collar	0.60	0.36	1.69	0.09	-0.10	1.31
Education father	0.06	0.03	2.13	0.03	0.00	0.12
Education mother	-0.02	0.07	-0.36	0.72	-0.16	0.11
_cons	-0.71	0.18	-3.88	0.00	-1.06	-0.35

Note: The above presents a probit regression to estimate the propensity score, i.e. here, the estimated probability of a person to be a participant of the CBN 2 programme. The estimation shows that this probability is significantly (at the 5% level) affected by the person's sex (boys have a higher chance to be selected), formal education (when the person has some formal education already he or she is less probable to enroll in the programme), non-formal education (positively associated with programme participation – although for CBN 2 participants only other non-formal education before starting CBN 2 is counted) and father's education (increasing the chances to be in the program). Significance at the 5% level is indicated by a z-value over 1.96 (and a p-value "P>z" below 0.05).
  (From the significantly positive effect of fathers' education and the close to significant (in fact, significant at the 10% level) effect of mothers with white collar jobs, we conclude that the economically better-off families in our sample tend to have more children in the CBN 2 programme.)

The propensity score estimated above is used in the following to generate comparable groups (comparable with respect to their programme participation probability, which, in fact, reflects comparability with respect to the underlying characteristics on the basis of which this probability was estimated above. In order to estimate the "Average treatment effect on the treated" (ATT) below, both groups are selected in a way that they show the characteristics of the treated. The next step is then to present the average of our outcome variable (income) for the two groups, i.e. the treated (who participated in the programme) and the untreated (who did not). If the difference between the two (treated-untreated) is positive, we observe a positive ATT, i.e. a higher income of programme participants. For a small enough standard error (a t-statistic of about 2 or more), the difference is significant at the 5% level.
  For the sake of comparison, the same calculations are carried out first for the unmatched sample (simply comparing average income for the treated and untreated without matching). This shows the difference it makes if we control for the characteristics captured by the variables used to estimate the propensity score.)

Variable	Sample	Treated	Controls	Difference	Std. Err.	T-stat
Income	Unmatched	2.32	2.01	0.31	0.11	2.71
	ATT	2.34	2.06	0.28	0.14	2.05

Note: 14 observations were off-support (i.e. could not find an appropriate match) and were not used in the computation of ATT.

Note that the **programme effect is positive and significant for the overall sample and considering CBN 2 *Jeunes* and *Adultes* jointly**. In this particular case, the matching procedure did not change anything to this overall assessment.

The following table shows that this similarity of the effects is not due to unsuccessful matching. It provides a comparison of means for each of the relevant characteristics in the propensity score estimation and shows that the means for the two groups (treated and controls) are very similar and never significant after the matching procedure. (This table is presented only for this treatment but is very similar for the treatments considered under A4b-d.)

Variable	Sample	Mean Treated	Mean Control	%bias	% reduction in bias	t-test t	p>t
Age	Unmatched	25.22	25.32	-0.90		-0.09	0.93
	Matched	24.91	26.02	-10.40	-1004.70	-0.86	0.39
Sex	Unmatched	0.71	0.52	39.30		4.01	0.00
	Matched	0.69	0.68	1.50	96.30	0.12	0.90
Formal education	Unmatched	0.92	2.89	-57.90		-5.44	0.00
	Matched	1.00	0.92	2.30	96.00	0.27	0.79
Non-formal education	Unmatched	2.31	0.48	60.30		8.04	0.00
	Matched	1.32	1.13	6.30	89.60	0.81	0.42
Father white collar	Unmatched	0.02	0.03	-4.80		-0.48	0.63
	Matched	0.02	0.03	-3.00	36.50	-0.25	0.81
Mother white collar	Unmatched	0.06	0.03	12.00		1.33	0.19
	Matched	0.04	0.05	-0.70	94.20	-0.06	0.95
Education father	Unmatched	0.80	0.42	15.90		1.80	0.07
	Matched	0.76	0.63	5.70	64.20	0.42	0.67
Education mother	Unmatched	0.26	0.27	-1.50		-0.15	0.88
	Matched	0.24	0.19	4.50	-207.40	0.41	0.68

Table A4b: Propensity score matching, women only

Treatment: CBN 2 *Jeunes* or CBN 2 *Adultes*

Probit regression of programme participation

Number of obs   =   234
LR chi2(7)   =   25.89
Prob > chi2   =   0.0005
Pseudo R2   =   0.1160

	Coef.	Std. Err.	z	P>z	[95% Conf. Interval]	
Age	0.00	0.01	0.52	0.60	-0.01	0.02
Formal education	-0.03	0.03	-1.01	0.32	-0.10	0.03
Non-formal education	0.26	0.06	4.16	0.00	0.14	0.39
Father white collar	0.04	0.78	0.05	0.96	-1.48	1.56
Mother white collar	0.36	0.56	0.65	0.52	-0.73	1.46
Education father	0.07	0.04	1.55	0.12	-0.02	0.15
Education mother	-0.05	0.10	-0.48	0.63	-0.25	0.15
_cons	-1.23	0.28	-4.46	0.00	-1.77	-0.69

Treatment effect (ATT)

Variable	Sample	Treated	Controls	Difference	Std. Err.	T-stat
Income	Unmatched	2.19	1.77	0.42	0.18	2.29
	ATT	2.25	1.71	0.54	0.24	2.27

Note: 3 observations were off-support (i.e. could not find an appropriate match) and were not used in the computation of ATT.

Again, the programme effect is significantly positive. We also observe that it is **almost twice as large here as it was above (0.54 as opposed to 0.28) which implies that the programme shows a particularly positive effect on female participants**. The effect is substantial since 0.5 corresponds to half a step between two income categories such as poor and average, or average and quite well off.

Table A4c: Propensity score matching for CBN 2 *Jeunes*

Treatment: CBN 2 *Jeunes*

Probit regression of programme participation

Number of obs   =   355
LR chi2(8)   =   99.41
Prob > chi2   =   0.00
Pseudo R2   =   0.24

	Coef.	Std. Err.	z	P>z	[95% Conf. Interval]	
Age	-0.02	0.01	-2.09	0.04	-0.04	0.00
Sex	0.66	0.17	3.82	0.00	0.32	1.00
Formal education	-0.12	0.03	-4.15	0.00	-0.17	-0.06
Non-formal education	0.28	0.05	6.13	0.00	0.19	0.37
Father white collar	-0.71	0.47	-1.50	0.14	-1.63	0.22
Mother white collar	0.40	0.53	0.75	0.45	-0.65	1.44
Education father	0.05	0.03	1.71	0.09	-0.01	0.12
Education mother	-0.01	0.07	-0.12	0.90	-0.15	0.14
_cons	-0.74	0.23	-3.20	0.00	-1.19	-0.29

Treatment effect (ATT)

	Variable	Sample	Treated	Controls	Difference	Std. Err.	T-stat
Income		Unmatched	1.93	1.72	0.21	0.10	2.16
		ATT	1.93	1.76	0.17	0.12	1.41

Note: 10 observations were off-support (i.e. could not find an appropriate match) and were not used in the computation of ATT.

Now the **programme effect is small and insignificant**. This implies that the positive overall effect noted above is mainly driven by CBN 2 *Adultes*. It seems that CBN 2 *Jeunes* has only a limited effect on income, if at all. To some extent, this may be driven by the fact that many programme graduates of CBN 2 *Jeunes* proceed with further schooling and may thus not always have had the opportunity yet to apply their skills on the labour market.

Table A4d: Propensity score matching for CBN 2 *Adultes*

Treatment: CBN 2 *Adultes*

Probit regression of programme participation

Number of obs   =   195
LR chi2(8)   =   26.23
Prob > chi2   =   0.0010
Pseudo R2   =   0.1160

	Coef.	Std. Err.	z	P>z	[95% Conf. Interval]	
Age	-0.01	0.01	-0.80	0.42	-0.03	0.01
Sex	0.32	0.21	1.52	0.13	-0.09	0.74
Formal education	-0.14	0.05	-2.99	0.00	-0.23	-0.05
Non-formal education	0.09	0.06	1.61	0.11	-0.02	0.21
Father white collar	0.11	1.09	0.11	0.92	-2.02	2.25
Mother white collar	0.56	0.65	0.87	0.39	-0.70	1.83
Education father	1.07	0.10	10.37	0.00	0.87	1.28
Education mother	-1.98	.	.	.	.	.
_cons	-0.48	0.36	-1.32	0.19	-1.20	0.23

 Note: There were only very few cases with white collar mothers so that the standard error and related statistics could not be calculated for this coefficient.

Treatment effect (ATT)

	Variable	Sample	Treated	Controls	Difference	Std. Err.	T-stat
Income		Unmatched	3.04	2.53	0.51	0.24	2.10
		ATT	3.00	2.45	0.55	0.28	1.97

 Note: 4 observations were off-support (i.e. could not find an appropriate match) and were not used in the computation of ATT.

 For CBN 2 *Adultes* the **programme effect is just about significant at the 5% level and very substantial** (comparable to the overall effect on female participants**)**. This confirms that the positive overall effect noted above is mainly driven by CBN 2 *Adultes.*

Table A5: Duration of programme participation

Years spent in programme	CBN 2 *Jeunes*			CBN 2 *Adultes*		
	Frequency	Percent	Cumulative percentage	Frequency	Percent	Cumulative percentage
1	3	4.92	4.92	4	9.76	9.76
2	2	3.28	8.2	9	21.95	31.71
3	25	40.98	49.18	13	31.71	63.41
4	30	49.18	98.36	12	29.27	92.68
5	1	1.64	100	2	4.88	97.56
6	0	0	100	1	2.44	100
Total	61	100		41	100	

 Note: The cummulative percentages reflect the share of respondents who spent x or less than x years in the programme (whereby x corresponds to the number in the first column).

Table A6: The interaction of programme duration and professional training

```
Random–effects GLS regression          Number of obs =        168
Group variable: Family                  Number of groups=       39
                                        Obs per group:
                                        min =                    1
Dependent variable: Financial situation avg =                  4.3
R-sq:  within          0.23             max =                    6
between                0.38             Wald chi2(17)   =     56.19
overall                0.36             Prob >chi2      =        0
```

	Coef.	Std. Err.	z	P>|z|	[95% Conf.	Interval]
Age respondent	0.01	0.01	0.47	0.64	-0.02	0.04
Sex respondent	-0.21	0.20	-1.08	0.28	-0.60	0.17
Start alphabetisation	-0.05	0.04	-1.22	0.22	-0.12	0.03
Start CBN 2	0.09	0.04	2.23	0.03	0.01	0.17
Duration alphabetisation	-0.02	0.05	-0.53	0.60	-0.12	0.07
Duration CBN 2	0.00	0.08	0.06	0.95	-0.14	0.15
Formal education respondent	-0.04	0.08	-0.46	0.65	-0.20	0.13
Training after CBN 2	0.17	0.06	2.57	0.01	0.04	0.29
Education father	0.00	0.08	0.02	0.99	-0.15	0.15
Education mother	-0.04	0.19	-0.21	0.83	-0.41	0.33
Age sibling	0.00	0.00	-0.86	0.39	-0.01	0.01
Sex sibling	-0.21	0.09	-2.44	0.02	-0.37	-0.04
Formal education sibling	-0.06	0.01	-4.77	0.00	-0.08	-0.04
Non-formal education sibling	-0.02	0.03	-0.81	0.42	-0.08	0.03
Training sibling	-0.01	0.11	-0.10	0.92	-0.22	0.20
Father white collar	-0.46	0.36	-1.27	0.20	-1.16	0.24
TreatCBN2	0.05	0.28	0.16	0.87	-0.50	0.59
_cons	-81.46	44.38	-1.84	0.07	-168.44	5.53

```
sigma_u        0.355
sigma_e        0.46
rho            0.373  (fraction of variance due to u_i)
```

Technical note: This regression is based on a two-level hierarchical model whereby individuals are nested in families. The unit of observation at the individual level is a sibling. Family-level variables are those variables related to parents, and those variables related to the respondent (the CBN 2 graduate) himself. The latter are important as the dependent variable is defined in relation to the respondent. The higher the dependent variable (range 1-3), the better off is the graduate as compared to his or her siblings.

Interpretation of significant results [p-value (P>|z|) ≤ 0.05]

On average, the older the respondent, the better he (or she) is off financially as compared to his siblings. If the respondent is a man, he also tends to be better off. Among siblings, correspondingly, sisters are relatively worse off than brothers. A later start with CBN 2 (at given age of the respondent) is associated with higher financial outcomes (this might imply that the programme became more effective over time).

The lines marked in gray refer to the question of education and training examined specifically here. Professional training is positively and significantly related to financial outcomes of graduates of the CBN 2 *Adultes* programme (first gray line), while the professional training of siblings is not (third gray line). For siblings, only formal education significantly reduces the relative advantage of the CBN 2 graduate. The effect of post programme professional training for CBN 2 Adultes is also substantial in size: 3 years of training training imply an increase of 3x0,16≈0,5 points on the 3-point scale of relative financial well-being.

Further analysis

Running a tobit regression on the duration of professional training after CBN 2 *Adultes* or, alternatively, a logit regression on the chances to participate in any professional training at all, it turns out that both of these dependent variables are positively correlated with the number of years a respondent effectively attended the CBN 2 *Adultes* programme (significant at the 10% level in the tobit, and at the 5% level in the logit model). As before, these regressions include control variables for family characteristics and other education and training. At the mean of all explanatory variables, an increase of the CBN 2 attendance by one year leads to a 10% greater chance to enrol in any post programme professional training. Detailed results for these additional regressions can be obtained from the authors upon request.

Table A7: Variable description

Variable name	Description
CBN2treat	Dummy (1 if participation in CBN 2 programme, 0 otherwise)
Age	Person's age (in years)
Sex	Dummy (0= female, 1= male)
Formal education	Person's formal education (duration in years)
Non-formal education	Person's non-formal education (in months; for programme participants this refers only to education received before the programme start)
Father white collar	Dummy (1 if father works outside agriculture, 0 otherwise)
Mother white collar	Dummy (1 if mother works outside agriculture, 0 otherwise)
Education father	Duration of father's formal education (in years)
Education mother	Duration of mother's formal education (in years)
Income	Self declared indicator of income: 1=very poor, …, 5=wealthy
Family	Indicator for membership of the same family (regroups all siblings of any given family)
Financial situation	Financial situation as compared to siblings (as reported by CBN 2graduates): own situation is: 1 worse, 2 equal, 3 better
Start alphabetisation	Starting year of alphabetisation programme
Start CBN 2	Starting year of CBN 2 programme participation
Duration alphabetisation	Number of years of alphabetisation
Duration CBN 2	Number of years spent in CBN 2
Training after CBN 2	Professional training received after completion of CBN 2, in years

Annex 5: Slides of the debriefing workshop, held at the Swiss Cooperation Office in Ougadougou on November 12th, 2010

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Evaluation des activités de la DDC dans le domaine de la formation professionnelle
Etudes de cas 2: Burkina Faso

Atelier de restitution

Markus Maurer, Université de Zurich

Bureau de la Coopération Suisse, Ouagadougou
12 novembre 2010

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1   Objectives de l'atelier de restitution

• **Objective 1: Présentation des résultats préliminaires**

– Défis dans les secteurs de l'éducation non formelle et de la formation professionnelle

– Observations préliminaires sur les activités du Buco dans ces domaines

• **Objective 2: Echange mutuel pour enrichir la base pour la formulation du rapport**

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2 L'évaluation des activités de la DDC dans le domaine de la formation professionnelle

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2.1 Points clés de l'évaluation

a) Conceptualisation de la formation professionnelle au sein de la DDC

– Vocational Skills Development

- – Éducation de base: Initialisation aux métiers
- – Éducation non formelle: aspects professionnalisants
- – Formation professionnelle au formel (niveau secondaire)

b) Période: 2000-2009

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2.1   Points clés de l'évaluation

c) Questions clés par rapport à …

– Pertinence

– Efficacité

– Impact

– Durabilité

d) Etudes de cas

– sur la base de visites de terrains (Bangladesh, Burkina Faso, Moldavie, Pérou)

– sur la base des documents (Albanie, Bolivie, Mali, Népal)

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2.1   Points clés de l'évaluation

e) Organisation de la mise en œuvre de l'évaluation

– 5 évaluateurs

– Mise en œuvre de l'évaluation basé sur un rapport de commencement (Aout 2010)

– Suivi par *Core Learning Group*, basé à Berne

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3   Alphabétisation / Education non formelle

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3.1   Points clés de l'AENF au Burkina

a) Légitimité de l'appui du secteur par les PTF

– Taux d'alphabétisation très bas

– Taux de scolarisation (éducation de base) bas

– Renforcement des langues nationales dans l'éducation

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3.1   Points clés de l'AENF au Burkina

b) Défis du secteur

– Financement

– Promotion de l'environnement lettré

– Amélioration des capacités des bénéficiaires de participer au marché
  du travail en vue de l'augmentation de leurs revenus

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3.2   Activités de la DDC dans le secteur

Projet / Programme	Période	Montant budgété
Programme Alpha	1987-2006	23'779'604 CHF
Contribution au FONAEF	2002-2013	13'350'000 CHF
Programme Alphabétisation de Base	2006-2013	12'745'000 CHF
Contribution à Tin Tua		
À travers le Programme Alpha	1997-2000	250'000 CHF
Projet „Contribution à l'Association Tin Tua"	2002-2006	2'104'066 CHF
À travers le Programme Alphabétisation de Base	2006-2013	845'057 CHF (effectif en octobre 2010)

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3.3   Observations générales

a) Augmentation de l'importance accrue à l' alphabétisation et l'éducation non formelle

b) FONAEF
– FONAEF devenu un acteur important
– Engagement important des PTF
– Durabilité du fonds est considérée comme haute
– Position ambiguë du gouvernement
    – FONAEF comme ONG
    – Rôle mineur du gouvernement au sein du FONAEF

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3.4   Observations par rapport à la Tin Tua

a) Alphabétisation
– Avances énormes à l'Est du pays
– Reconnaissance par l'UNESCO
– Problème de la pérennisation des acquis pas résolu

b) Accès à l'éducation de base (CPE, certificat d'études primaires)
– Nombres croissants grâce aux *Centres Banma Nuara* (CBN 1 / CBN2)
– Reconnaissance par l'état (nationalisation des CBN 1)

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3.4   Observations par rapport à la Tin Tua

c) Durabilité du financement dépendante …

… du FONAEF

– Financement de l'établissement des centres

– Salaires des alphabétiseurs / enseignants

– Conduite des programmes Formation Techniques Spécifiques (FTS)

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3.4 Observations par rapport à la Tin Tua

c) Durabilité du financement dépendante …

… des Partenaires Techniques et Financiers

– FONAEF

– Innovations pédagogiques

– Equipement des bénéficiaires des programmes FTS

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3.4 Observations par rapport à la Tin Tua

d) Tin Tua et le marché de travail

Formation Technique Spécifique

– Haute pertinence

  – Haut potentiel pour le développement économique et social des bénéficiaires

    – P.ex. bénéficiaires se rendent compte de l'importance de vacciner leur bétail.

  – Important pour la pérennisation des acquis de l'alphabétisation

– Manque d'efficacité

  – Petit nombre de bénéficiaires

  – Demande sociale dépendante des stimulants additionnel (équipement, financement)

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3.5 Observations par rapport aux activités de la DDC

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3.5.1 Alphabétisation

a) Soutien critique dans un secteur de haute priorité

– Coordination des acteurs au niveau national

– Soutien aux réformes politiques dans le domaine (renforcement de l'éducation bilingue)

– Renforcement d'une ONG pilote

b) Manque d'appui efficace au développement durable d'un partenaire clé

c) Manque d'appui efficace au renforcement du rôle de l'état dans le secteur de l'alphabétisation (problèmes de financement et de qualité des centres de l'état (CEBNF, CPAF), notamment dans le contexte de la décentralisation)

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3.5.2 Renforcement des aspects professionnalisants de l'AENF

a) Manque d'un appui dans ce domaine au niveau national

b) Manque d'appui efficace pour les aspects professionnalisants des programmes d'un partenaire clé

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4   Formation professionnelle

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4.1   Points clés du système de la formation professionnelle et de l'enseignement technique au Burkina

a) Haute pertinence du développement du secteur en vue des efforts dans le domaine du développement économique du pays

b) Défis du secteur

– Complexité de l'organisation du système (ministères divers)

– Manque de compétences pratiques parmi les sortants (et les enseignants)

– Insertion des sortants des programmes au marché du travail

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4.2   Activités de la DDC dans le secteur

Projet / Programme	Période	Montant budgété
Appui aux formations dans l'artisanat		
Appui au Centre National de Perfectionnement des Artisans Ruraux	1973-1989	?? CHF
Programme d'appui aux artisans et petites entreprises (PAB)	1992-2005	?? CHF
Promotion de l'économie locale, artisanat et micro entreprise	2005-2013	5'480'000 CHF
Contribution à la Cellule d'Appui à la Formation Professionnelle		?? CHF
À travers le PAB	1997-2002	?? CHF
Projet «Contribution au CAFP»	2002-2005	1'585'000 CHF (???)

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4.3   Observations générales

a) Augmentation de l'importance accrue à la formation professionnelle dans l'artisanat au niveau politique

b) Rôle important du FAFPA dans le domaine de la formation professionnelle et du perfectionnement dans l'artisanat

– Renforcement de l'efficacité des entreprises

– Amélioration de la qualité des produits

– Augmentation des chiffres d'affaires

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4.3   Observations générales

c)   Difficultés par rapport à la mise en œuvre du modèle dual dans les centres de formation (p.ex. ANPE)

d)   Du point de vue de quelques représentants de la fonction publique, il y a un biais inadéquat dans l'appui des PTF vers l'apprentissage dans l'artisanat

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4.4   Observations par rapport aux activités de la DDC

Limitations de la base empirique des observations subséquentes

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4.4.1   Pertinence

1. Appui au renforcement des capacités des artisans et à la formation du type dual (focus: ateliers) hautement pertinent en vue de l'importance de l'artisanat pour le développement rural.

2. Acteurs se focalisant sur l'objective de l'industrialisation du pays (FP, PFT) jugent le focus quasiment exclusif sur l'artisanat moins pertinent (ou même de bloquer un tel développement économique).

3. Focus quasiment exclusif sur formation dans l'artisanat limite les capacités de forger de larges alliances avec d'autres acteurs.

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4.4.2   Efficacité

1. Renforcement de la visibilité et des capacités structurels de l'artisanat (niveau national / régional, p.ex. Est)

2. Formulation des référentiels de haute qualité au sein de la CAFP (mais: problèmes de langue)

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4.4.3 Impact

1. Haute employabilité des bénéficiaires (si on le compare avec les formations plus formels, p.ex. CAP, BT, etc.)

2. Manque d'évidence sur effets du modèle dual sur les revenues des bénéficiaires (salaires souvent découplés de la productivité des employés; apprentissage «traditionnel» subséquent à la formation du type dual)

3. Manque d'évidence sur effets du modèle dual sur productivité des établissements

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4.4.4 Durabilité

1. Appui financier à la formation dans l'artisanat énormément durable

2. Renforcement d'un acteur avec un haut potentiel (FAFPA)

3. Evidence décourageante (au niveau global) par rapport à la durabilité des programmes du type dual

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5 Remerciements

- Buco au Burkina / membres du CLP à Berne
- Représentants de la fonction publique
- ONG (particulièrement Tin Tua, UAG)
- Partenaires techniques et financiers
- Assistants de recherche

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Evaluation of SDC's Vocational Skills Development Activities

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Brief Meta-Evaluation No. 2

Ecuador
Reto Rural

7F-80018

Draft

Requested by:
Swiss Agency for Development and Cooperation (SDC)

Author:
Raphael Cabrera

Kaiserslautern, February 15th 2011

Acronyms

CNCF	Consejo Nacional de Capacitación y Formación
FOES	Fondo para el Desarollo Socio Ambiental
IDB	Inter-American Development Bank
RR	Reto Rural
SDC	Swiss Agency of Development and Cooperation

1) Introduction: Objectives of the *Reto Rural* project in Ecuador

The target group of this project was the poor rural population of 3 provinces in the *sierra* region. Beneficiaries of it were first and foremost young and female – a group that used to have barely access to the labour market in these regions.
RR was developed in 3 phases (cp. Weinberg/Barba 2010):
1) Pilot phase (11/2004 – 07/2006)
2) Extended pilot phase (07/2006 – 31/01/2007)
3) Main phase and national pilot phase (02/2007 – 12/2009; Budget: 2,150,000 CHF)
From the documents that have been made available to the evaluator only the budget for the 3rd phase can be elaborated.

RR aimed at providing training for self-employment and training for improvement of employability. The project intended to contribute directly to the *UN Millennium Development Goals* 1 and 3: reduction of poverty and hunger (1) and gender equality (3) respectively.

2) External evaluation by Pedro Weinberg and Estela Silvia Barba

The project *Reto Rural* has been executed by FOES with financial and technical support of SDC between 2004 and 2009. The external evaluators analyze the effects and impacts of this project on three levels: micro, meso and macro.

On the micro level the authors conclude (after personal interviews and documents study) that the lives of the participants and their families have improved significantly thanks to RR. On the one hand, the incomes of the major part of the participants have increased (up to 5 times compared to the situation before the interviewees had participated in the VSD programme) on the other hand, most of them have experienced an improvement of their employment situation. The satisfaction of the participants is very high: 80% of males and 74% of females expressed that the program was very satisfactory. Furthermore 96% of the interviewed work in the field that they have been trained for in the program.
Regarding the outreach of RR Weinberg and Barba point out that the project has contributed directly to the improvement of the life situation of 400 graduates (and their families) in 80 communities in the first phase (2004 to 2006) and of 2604 participants in the main phase (2007 to 2009).

On the meso level Weinberg and Barba point out that this model was very well adapted to the institutional realities in Ecuador. Even though the original design of the project did not cope with some aspects (such as the promotion of entrepreneurship) these points have been adjusted through the own dynamic of the project on the local and regional level.
Furthermore the authors highlight the strong and sustainable articulation between educational institutions and capable instructors on the local level. In some provinces the local goverments have given high priority to vocational education – this fact has very much promoted RR.
In view of the impacts on the national policy some points stand out: The CNCF (National Board of Training and Education) has decided to develop 16 new training profiles - it is also intended to certify all training profiles.
This project has been co-financed by RR and the educational institutions as well as regional authorities. In the course of time the share of RR could be decreased from 85% in 2006 to

53% in 2009 – during this period the Ecuadorian stakeholders on local and national levels have more and more seen and treated RR as "their" project.

As the authors show all aims of the project have been achieved. But there can also be observed some unintended effects: The most important one is the fact that RR made the national politics aware of the importance of an institutionalised vocational training policy. Another impact which can be attributed to RR is a stronger cooperation between the public and the private sector and last not least, the project revalued the work in rural regions getting over the old antinomy of "vocational training for export of agricultural goods" and "education for subsistence" – the program was not exclusively focused on agriculture but also on services such as tourism or manufacturing and industry.

3) Internal evaluation by SDC

The institutionalization of the vocational training model developed within RR is very much advanced. In 2008 a system of vocational education and empowerment of vulnerable populations has been established by the Ecuadorian state (co-financed by the IDB); the scope has been extended to 9 regions by 2009 and the range of courses/vocational trainings offered has been broaden from 9 (in 2008) to 14 (in 2009).

The internal evaluators take a positive stock of the project. They emphasize 3 points (lessons learned):

- Competence focused education allows the convergence of labour market demands and the supply of educational opportunities.
- The fact that there has been designed a model of participative and decentralised knowledge management is of great advantage for the consideration of and response to local needs for development.
- The systemic concept of vocational education for disadvantaged populations needs a close attendance and mechanisms of inter-apprenticeship in order to guarantee that the institutions execute the modalities with high quality standards and in order to monitor their progress.-

4) Conclusion

Reto Rural is a highly successful project. Both evaluations highlight that there are important and sustainable effects/impacts both on the individual level by improving significantly the life situation of a large number of poor families in the rural areas and by initiating an institutionalization process in which the Ecuadorian state promotes the integration of the training profiles developed by RR into the existing vocational education structures.

Literature

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Project description. Project no. 7F-80018.03, final phase (01.02.07 to 31.12.09)

Evaluation of SDC's
Vocational Skills Development Activities

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Desk Study-Based Project Case Study No. 2

Mali
Programme d'Appui à la Formation Professionnelle (PAFP)

7F-00736

Requested by:
Swiss Agency for Development and Cooperation (SDC)

Author:

Markus Maurer

Zurich, February 11th, 2011

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Acronyms

ANPE	Agence Nationale Pour l'Emploi
APCMM	Assemblée Permanente des Chambres des Métiers du Mali
APEJ	Agence pour la Promotion de l'Emploi des Jeunes
BIT	Bureau International du Travail
CED	Centre d'Education et de Développement
CNPA	Centre National pour la Promotion de l'Artisanat
COFPA	Cellule Opérationnelle de la Formation Professionnelle dans le secteur de l'Artisanat
CSLP	Cadre Stratégique de Lutte contre la Pauvreté
DDC	Direction du Développement et de la Coopération suisse
DNE	Direction Nationale de l'Emploi
DNETP	Direction Nationale de l'Enseignement Technique et Professionnel
DNFP	Direction Nationale de la Formation Professionnelle
FAFPA	Fonds d'Appui à la Formation Professionnelle et à l'Apprentissage
FNAM	Fédération Nationale des Artisans du Mali
MAT	Ministère de l'Artisanat et du Tourisme
MEFP	Ministère de l'Emploi et de la Formation Professionnelle
MEN	Ministère de l'Education Nationale
MESSRS	Ministère des Enseignements Secondaire, Supérieur et de la Recherche Scientifique
PAA	Programme d'Appui à la formation professionnelle dans les métiers Artisanaux
PAFP	Programme d'Appui à la formation professionnelle
PCFP	Projet de Consolidation de la Formation Professionnelle
PRODEC	Programme Décennal de Développement de l'Education
SC	Swisscontact
VT	Vocational training

1   Introduction

This report is one of four desk study-based project case studies that are serving as background papers for the evaluation of SDC's vocational skills development (VSD) Activities and one of the two background papers that are written on projects implemented in Africa (the other project being the support to Association Tin Tua in Burkina Faso, 7F-02316). The report was written on the basis a) of documents that were made available to the consultant during the inception phase of the evaluation and b) of two telephone interviews that were conducted with representatives of Swisscontact (SC), both of whom were / are strongly involved into the design and implementation of the project 7F-00736. The rationale underlying this report is the one laid out in the inception report of the evaluation. For this reason, the key part of the report (dealing with the evaluation of the project) follows the key questions that were formulated in the inception report.

The consulted is indebted to the staff of SDC in Berne who have provided access to the respective documents and to Mr. Florian Meister (Deputy Executive Director / Director Africa, SC) and to Mr. Ulrich Stucky (Programme Director, SC), both of whom were kind enough to take their time to share their views on the project with the consultant.

2   Context

2.1   Economic and political situation

The Republic of Mali (French: République du Mali) is a landlocked country situated in Western Africa. It covers an area of approx. 1'240'000 km² that ranges from the southern parts of the Sahara to the Savannah in the south; its capital is Bamako, in the south-western part of the country. The size of its population was at 12.7 million in 2008, the majority of people living from subsistence farming (World Bank, 2009a). Mali is considered to be one of the poorest countries in the world, rated 160th (out of 169) in the Human Development Index published by UNDP (United Nations Development Programme, 2010, p. 45). One of the main aspects of this situation is low GNI per capita, which was at approximately US$688 in 2008 and considerably below the mean in the sub-Saharan region (World Bank, 2009b). Furthermore, infant mortality is still high, life expectancy at birth comparatively low. Similarly low (26 percent in 2008) is the literacy rate, which is the result of a history of limited access to basic education (see also below) (World Bank, 2009a).

Agriculture clearly is the most important economic sector of the country, with 80 percent of families and households living on it; at the same time, it is in this sector – and thus in rural areas – where poverty rates are particularly high. At the same time, local artisans are playing an important economic role in the rural economy, employing an increasingly high share of the economically active workforce in the country and offering perspectives to young people who are looking for means to make a living.

In the early post-colonial period, Mali had a relatively closed economy, thus aiming at protecting the development of local industries and rural economic development. After democratic elections in the 1990s, preceded by the development of an organised opposition movement, economic policy started to be characterised by structural adjustment and an opening towards foreign markets. In this context, the government also initiated a decentralisation and de-concentration reform process that gave more political power to sub-national entities (regions, *cercles* and municipalities) and to establish offices of national technical agencies (e.g. in the realm of education, agriculture etc.) at these respective levels.

Similar to many other countries in the region, Mali has become a relatively aid-dependent country and many of its policies had clearly been driven by multilateral development agencies. The structural adjustment process that was initiated in the 1990s initially was mainly promoted by the World Bank and the International Monetary Fund, as it was also the case with the decentralisation reforms. Undoubtedly, these policies have also become important cornerstones in the rationale of other development partners. Since approximately 2000, aid relationships were furthermore characterised by the fact that Mali was granted access to funds that were released through the Heavily Indebted Poor Countries (HIPC) Debt

Initiative but also by the formulation of Poverty Reduction Strategy Papers in 2002 and 2006 respectively that have provided overall guidelines to the development-related activities in the country (Conseil des Ministres, 2006; Gouvernement du Mali, 2002).

2.2 Education and training system: Key features and challenges

As mentioned above, the low level of educational development, one of the main reasons for low literacy rates, is one of the key challenges in the country. Certainly, there have been strong improvements with regard to access. In fact, the gross intake rate in grade 1 (as a total percentage of the relevant age group) has – according to official figures – increased from below 29 percent in 1991 to slightly above 98 percent in 2000. However, drop-out rates at the primary level have remained high: in 2008, somewhat more than 23 percent of all those having entered primary school did not complete it and only 70 percent of those completing primary school would move on to the secondary level (UNESCO Institute for Statistics, 2010). These improvements are the result of considerable efforts both by the government and development partners, the programmes and projects of which are generally formulated against the backdrop of an Educational Ten-Year Plan formulated in 1998 (Gouvernement du Mali, 2000).

Despite these advances in the educational realm, challenges for education policy remain enormous, particularly in view of persisting high unemployment among secondary school leavers and university graduates. It is for this reason that investments into vocational and professional education have become a priority for the government. Traditionally, vocational education programmes were established at the secondary level only, and are thus catering to only those who completed 9 years of basic education and were awarded with the *diplôme d'études fondamentales* (DEF). Depending on the results in the final exams, they are thereupon eligible to enrol into three different types of programmes, the first – of two years – *Certificat d'Aptidute Professionenelle* (CAP), the second – of three years – leading to the Technical Baccalaureate and the third – of four years – leading to the *Brevet de Technicien* (BT). All these programmes come under the purview of the Ministry of Secondary and Higher Education and Scientific Research (*Ministère des Enseignements Secondaire, Supérieur et de la Recherche Scientifique*, MESSRS). Enrolment into the respective organisations at the secondary level rose considerably, i.e. from 26'784 in 1999 to 75'267 in 2008 (UNESCO Institute for Statistics, 2010).

In addition to training offered under the MESSRS, programmes are also being provided under different ministries, for instance under the Ministry of Agriculture (*Ministère de l'Agriculture*), under the Ministry of Artisans and Tourism (*Ministère de l'Artisanat et du Tourisme*, MAT) and under the Ministry of Labour and Vocational Training (*Ministère de l'emploi et de la formation professionnelle*, MEFP). It is under the latter ministry that training programmes have been developed that particularly cater to young people who dropped out from school or never had the chance to enrol.

Despite these advances, supply of training does in no way meet the high social demand. At the same time, many observers find that training programmes are lacking in quality and are not catering to the needs of the labour market, which would require an increasingly competitive workforce. Key challenges in this regard are lacking infrastructure and a lack of qualified instructors who have gained practical experience in the world of work. Furthermore, there has been a tendency for young people to enrol into ever more prestigious training programmes at the secondary level (at the expense of enrolments into the two year CAP programme), which, however, does in no way increase their practical skills and their employability in the labour market (Atchoarena & Delluc, 2001, p. 104). A further challenge in the system is the strong fractionalisation of different actors in the system: traditionally, vocational training (VT) (i.e. *éducation professionelle*) has been administered by the MESSRS but – in later years – more ministries became involved into the domain. Thus, the Vocational Training Policy document that was produced in 2009 will, most probably, only pertain to activities under the MEFP as the representatives of other ministries are of the view that it's is not including their own visions and objectives (République du Mali, 2009). This fractionalisation and politicisation of VT policy may be partly owed to the fact that, in the last

few years, development of VT has re-gained the attention of development partners. Whereas in the late 1990s, SDC, through SC, was one of the few donors in the field, projects by bilateral development agencies from Luxemburg, Belgium, Denmark, and France have led to more funds flowing into this sector (Swisscontact, 2009, p. 2).

3 Project description

3.1 Phases of the project

Convinced that the development of the artisanal sector in Mali needed to play a more central role in the economic development of the country, SC started to support this sector through its own development programme towards the end of the 1980s, strongly focusing on the development of VT already at that time. It was later that SDC decided to fund SC's efforts in the field of training for the artisanal sector, which led to the formulation of the *Programme d'Appui à la formation professionnelle par Apprentissage dans les métiers artisanaux* (PAA / 7F-00736), being implemented from 1998 onwards in three phases (1998-1999 / 1999-2002 / 2002-2005). The main objectives of the project was to develop – in selected parts of the country – training in the artisanal sector along the lines of the dual model, thus aiming at complementing traditional in-firm apprenticeship training by school-based training that would generally take place during one day in a week. To meet this goal, first, national-level organisations in the field were strengthened; particular attention was, thereby, devoted to the *Fonds d'Appui à la Formation Professionnelle et à l'Apprentissage* (FAFPA) that had been established in the context of a World Bank project in the latter part of the 1990s and that would become the main funding agency to foster apprenticeship training in the dual mode. A second important aspect was to strengthen the training capacities of the artisans through support to the *Fédération Nationale des Artisans du Mali* (FNAM) that had been founded in 1992 as a result of efforts in the context of an ILO project (*projet d'appui au secteur non structuré*). Thus, it became possible to sensitise employers in the artisanal sector for the importance of training but to also organise programmes for further professional qualification of experienced artisans. Third, the project assisted training institutes to offer school-based programmes for apprentices that would complement their in-firm training.

In 2006, the overall rationale of the programme was somewhat adapted. Since then, the project with the number 7F-00736 is thus running under the name *Programme d'Appui à la Formation Professionelle* (PAFP) that currently is in its second phase (2007-2011), the first phase having been a *programme experimental* of 18 months, during which different hypotheses for the further development of the programme were being discussed. The aims of this new programme (see also section below) are oriented towards consolidating the achievements of previous phases and to strengthen, as it has been recommended in a back-stopping report of 2005, the capacities of actors in the field of VT at the sub-national level in the context of decentralisation and de-concentration reforms (Fischer & Mivelaz 2005, p. 41). Whereas, thus, the PAA has been strongly engaged into directly developing the capacities of training providers, the PAFP aims at facilitating coordination and collaboration between the different actors (*approche du faire-faire*).

The following table provides an overview of the phases and of budgeted and actual costs of the project 7F-00736.

Project/WBS	Description	Start Date	End Date	Budget CHF	Actual Total CHF
7F-00736.01	Phase 1	01.08.1998	31.07.1999	445'000	425'852
7F-00736.02	Phase 2	01.08.1999	31.12.2001	2'340'000	2'018'605
7F-00736.03	Phase 3	01.01.2002	30.04.2006	4'052'000	3'344'295
7F-00736.04	Phase 4	01.05.2006	14.12.2007	1'200'000	1'050'866
7F-00736.05	Phase 5	15.12.2007	31.12.2011	4'200'000	2'809'400
7F-00736.06	Phase 6 (planned)	01.01.2012	31.12.2013	2'000'000	0
7F-00736	All phases	01.08.1998	31.12.2013	14'237'000	9'649'019

Table 1: Funding for the PAFP (source: SDC's SAP data base)

3.2 Aims and objectives of the PAFP (2007 until 2011)

According to the logical framework of the PAFP, the main objective of the programme is to increase the revenues and the access to employment of young men and women and to promote local economic development – in urban, semi-urban and rural areas – through the development of programmes that lead to VT qualifications. This objective will be met, thus the definitions of indicators, if a) the revenues of beneficiaries will increase by 15 percent, if 60 percent of beneficiaries will find employment (including self-employment) upon training and if 50 percent of economic activities and projects as spelled out in development plans of local groups can be realised (Swisscontact, 2010, p. 3). To reach these goals, the programme is being implemented along four axes, each of which features one axis-specific objective and a number of further sub-objectives (*résultats attendus*); the achievement of these latter objectives is being measured with the help of respective year-specific indicators. The objectives of the four axes are as follows:

Axis	Objective	Sub-objective
1	To further consolidate the VT system along the lines of the efforts under the PAA	- Capacities of public and private (including NGOs) are being strengthened to develop the training system are being strengthened (6000 adolescents trained in 6 regions) - Access to VT improved through integration of new occupations in the existing VT framework and by extending the project to 10 new localities. - Process facilitating implementation, controlling/evaluation and quality control are being strengthened (20 new socio-professional organisations are active in promoting VT; training standards are in place for at least 15 occupations)
2	To contribute to a rising awareness vis-à-vis the importance of VT at the regional level	- De-concentrated services in the field of employment promotion and VT are being accompanied to improve vocational guidance (at least 15 new programmes are being created) - Transfer of competencies from the central to the regional level is being supported. - Actors' capacities to launch pilot projects in the field of VT at the regional level are being reinforced (at least 4 projects are being piloted in 4 regions).

3	To strengthen local economic development by supporting promising initiatives and by contributing to a better match (*mise en cohérence*) between the demand for and supply of qualifying training programmes.	- Actors at the sub-national level are being sensitised with regard to the importance of VT, so that local development strategies and plans are reflecting this issue (4 regions dispose over a master plan for VT and 10 municipal councils, i.e. *conseils de cercles*, have a respective strategy) - The development of training programmes that are adapted to regional local production contexts is being supported. - The regionalisation of VT is being supported.
4	To make accessible the experiences and tools developed in the context of the project.	- Experiences of the programme are made accessible and lessons learnt are being taken into account internally. - Impact assessments on the regional governance of VT are being produced.

Table 2: Objectives of the PAFP (Source: Swiss Development and Cooperation Agency, 2007)

4 Project evaluation

As laid out in the introduction of this report, this section is the main part of this evaluation report. It follows the key questions that were formulated in the inception report.

4.1 Relevance

> To what extent are SDC's VSD approaches relevant in reference to the needs in the specific contexts where SDC is active?

As partly elaborated in section 2.2 of this report, VSD in Mali is facing many challenges. In this context, the activities that have been implemented under the project 7F-00736 seem to be relevant for many reasons. Following are the most important of them:

- *Axis 1*: The dual model that links traditional apprenticeship to school-based learning is close to the needs of employers and has, at least in the form of the project, less elitist entry barriers than the conventional forms of VT. Thus, it addresses the real problem that most of the public VSD programme are offered at the secondary level and thus exclude large and the comparatively socio-economically less privileged sections of the adolescent population which thus risk lagging behind in skills (Crole-Rees, 2009, p. 2). At the same time, it promises to provide the artisanal sector with the skills necessary to make this sector more competitive and to render it a force of economic transformation in the rural areas.
  Furthermore, the continued efforts of PAA / PAFP to strengthen FAFPA are important to a sustainable funding of VT in Mali.
- *Axis 2*: In the process of decentralisation and de-concentration, Mali risks losing capacities that have previously been developed at the national level. Thus, PAA / PAFP's objective of strengthening actors at the sub-national in the field of VSD is highly relevant; this also pertains to the support of artisanal associations that need to become more important actors in the VSD sector.
- *Axis 3*: The training programmes that have been developed under the PAFP since 2006 cater to a large and increasing social demand for training programmes and promise to increase economic development of the local artisanal sector.
- *Axis 4*: One of the key challenges in the field of VSD in Mali is that policy makers have traditionally been lacking awareness with regard to the potential benefits of VT in general

and of the dual model in particular; thus, it seems relevant to increase efforts to improve access to experiences and lessons learnt.

- *Further remarks*: Today, the importance of strengthening apprenticeship training through the dual mode has certainly been acknowledged at the political level, of which the recently formulated VT policy document is ample proof. However, it remains unclear whether decision makers in Mali would (or will) give preferential treatment to this mode of training even in the absence of donor-funded programmes. In fact, the traditional apprenticeship system is still dominating skill formation practices in the informal sector (and is performing sufficiently well in the eyes of many local actors), which may be deterring decision makers from believing that the dual model of apprenticeship training is *particularly* relevant to the Malian context.

> To what extent are SDC's VSD approaches relevant for other donors' activities in the field of VSD and how do they relate to them?

The PAA / PAFP is generally being acknowledged as having been an act of important pioneering in the development of apprenticeship training in Mali. The fact that reports by other development partners active in the country are often referring to the programme and that donors in the field of VSD (i.e. Lux Development) are about to launch similarly structured projects is ample proof of this. Furthermore, SDC has been one of the most stable partners of VSD in Mali, which has now regained the support of many other donors, including Belgium, Denmark, and France (e.g. Walther, 2009, p. 14).

4.2 Effectiveness

> To what extent have the outcomes of SDC's VSD interventions been achieved in regard of reaching the targeted population, notably with regard to catering to poor and disadvantaged people, women and girls, ethnic minorities and people living in remote areas into VSD programmes?

- *Outreach*: Given the cost-efficient approach to training that is underlying the type of dual model followed by the PAFP, outreach is comparatively large. The following table provides a brief overview of the most important achievements in this regard.

Year	Number of apprencices	Number of occupations	Number of localities	Number of trained master craftsmen
1999	830	7	5	150
2000	830	7	5	150
2001	830	7	5	150
2002	1500	8	8	no info
2003	1500	8	8	no info
2004	1500	8	8	no info
2005	1500	8	8	no info
2006	1600	9	13	no info
2007	1600	9	13	no info
2008	1955	9	16	324
2009	2666	9	17	210

Table 3: Outreach of the PAFP (Sources: Swiss Development and Cooperation Agency, 2002, p. 6, 2006, p. 2, 2007, p. 2; Swisscontact, 2009, p. 4f, 2010, p. 3)

The table suggests that the programme had a clear expansion strategy in terms of a) overall enrolment into the programmes, b) number of occupations and c) number of localities of interventions which could be duly implemented. However, a look at credit proposals also documents that expansion was slower than predicted. In 2005, for instance, SDC planned to expand the programme to 4 additional occupations but only

managed to expand to a single one (Swiss Development and Cooperation Agency, 2007, Annexe 2, p. 2). Furthermore, in 2008, for instance, it was planned to train close to 3100 apprentices, whereas the actual total was at 2666 – which was still a satisfactory expansion of outreach for the year 2009 (Swisscontact, 2009, p. 4). At the same time, the pace of geographical expansion partially exceeded planned objectives: in 2005, for instance, the programme aimed at expanding to three new localities but managed to expand to five more (Swiss Development and Cooperation Agency, 2007, Annexe 2, p. 2). In any event, the prospects for meeting the objectives set out in the credit proposal for phase V seem to be somewhat mixed: whereas the objective of training 6000 apprentices by 2011 will, almost certainly be reached, it seems – against the backdrop of the table above – to be relatively unlikely that the programme will expand to 10 new localities and that training programmes will be offered for many new occupations.

Nevertheless, it is important to note that, compared to the country's formal TVET system, which reaches few students with comparatively high capital investments, the programme has a very high outreach and is thus much more efficient, which is a clear comparative advantage of the chosen approach.

- *Socio-economic aspect*: Documentation made available to the consultant does not contain evidence on the socio-economic background of the beneficiaries. Certainly, the training programmes, notably those operated in the dual mode, are not catering to the well-off segments of the Malian society. However, as recruitment is left to the – comparatively wealthy – artisans who often tend to recruit apprentices through personal networks, access by the poorest segments of society to the programmes is certainly difficult – not to say unlikely.

- *Gender aspect*: Under the PAA, 7 out of 10 occupations supported through the project can be considered to be in the male segments of the Malian labour market; only three out of ten (jewellery / hair dressing and aesthetics / dress making and styling) thus catered comparatively more to female vocations. Furthermore, none of these three latter programmes belonged to those programmes that had a comparatively high intake (Fischer & Mivelaz 2005, p. 23). Since the start of the PAFP, this gender imbalance has been partly addressed through short-term out-of-firm training programmes (sometimes only a few days) that are catering to the skill needs of those already actively involved in the world of work; many of these courses, have a specific focus on enrolling women. However, one previous consultant noted that the need to orient the programme more strongly towards the demand of women has not been sufficiently translated into practice (Crole-Rees, 2009, p. 18 & 20). Exact figures are, however, lacking in this regard.

- *Geographical aspect*: The training programmes supported through the PAA mainly focused on catering to artisans operating in urban and semi-urban labour markets (7 towns) in 6 out of 8 total regions (Fischer & Mivelaz 2005, p. 22). With the start of the PAFP, operations of the programme were reduced to three regions, which, as it was pointed out in one report, were selected against the backdrop of pragmatic criteria (in Sikasso, SDC had already been an important development partner; Koulikoro was chosen because of its proximity to Bamako; in Ségou, SDC has been active for some time, and there was another development partner, i.e. Lux Development, that planned to join forces with SDC in the realm of training) (Crole-Rees, 2009, p. 10).

> To what extent have the outcomes of SDC's VSD interventions been achieved in regard of providing beneficiaries with the skills demanded by the labour market?

- *Quantitative aspect*: Social demand for training provided and/or facilitated by PAA / PAFP is high; in fact, it is not possible to meet this demand unless the government of Mali and/or other development partners are stepping in to a greater extent.

- *Qualitative aspect*: Given that supported training programmes take place, to a considerable extent, within firms and workshops, competencies acquired during training are closely related to skill needs of these economic units. It is for this reason that employability of the trainees is high (98 percent), which is a lot more than for those graduating from a VT programme offered by public training organisations at the secondary level (*engeignement professionnel*). In fact, one informant stated that there is

a trend for unemployed graduates from *Technical Bac* and *Brevet Professionnel* programmes to apply for the apprenticeship programme supported by PAFP as they consider it to be an avenue to employment (a tendency which, of course, comes at the cost of those with less or no formal education) (e.g. Ndiaye & Thiéba, 2004, p. 29). Evidence is, however, less clear when it comes to the value added (both in terms of employability, revenue generation and productivity improvement) of the dual model compared to the traditional mode of apprenticeship training. In fact, it could be argued that artisans would train apprentices and subsequently provide jobs to them even without the intervention by the programme and there is no clear evidence that wages and productivity in the artisan sector have been raising in the localities where the project is operating. Partly related to this point is the fact that there are, in fact, comparatively more value-adding economic sectors emerging in this country which are, in fact, facing problems to recruit sufficient numbers of skilled employees. It is this skills gap, which certainly hinders economic development in the country to some extent, which is in no way being addressed in the context of this project.

> To what extent have the outcomes of SDC's VSD interventions been achieved in regard of improving the quality of training organisations (curricula, trainers, etc.)?

- *Practical training (particularly at the centres)*: The information available to the consultant lacks sufficient information on the quality of training in training organisations and firms, even though previous evaluation teams have visited some of them (see e.g. Fischer & Mivelaz 2005, p. 35). However, it seems to be reasonable to assume that training provided in the supported training organisations are of good quality as trainees were found to be comparatively skilled and to have acquired competencies that were oriented towards the needs of the labour market (Ndiaye & Thiéba, 2004, p. 29). The reason for good quality of instruction in the centres, thus it can be concluded from the available reports, is certainly rooted a) in the quality of the curricular material produced under the projects and b) in instructor training that similarly was supported. However, it's important to note that particularly the practical orientation of training centres is depending on sustainable funding from the FAFPA and thus risks to decline once funding is delayed or being stopped altogether (Thieba & Kadiatou Diallo, 2007, p. 14).

- *General education aspects of training (engeignement general)*: The documents available to the evaluator are dramatically lacking in information about the quality of the general education aspects of supported training programmes, even though a part of the supported training – at least this is suggested by a report from 2005 – imparts competencies in French, numeracy, basic economics, hygiene and environment (Fischer & Mivelaz 2005, p. 19). Against this backdrop, there are a number of important points arising: are there sufficient teachers in these domains of education? Is it realistic to impart literacy skills within a relatively short period (with potentially not very skilled teachers) to potentially illiterate trainees? How are these more "academic" skills being used in the practical domains of training? Does it make sense to focus on French or would it be important to impart language skills in an indigenous tongue (there is, by the way, also a similar problem with training modules developed, with Swiss support, by the *Cellule d'Appui à la Formation Professionnelle* (CAFP) in Burkina Faso)? These points are all the more important as there is sufficient evidence on the positive link between literacy and higher income (see, for instance, the study on Burkina Faso of this evaluation project).

4.3   Efficiency

This aspect is not systematically looked into in the context of this evaluation. However, the section on the value-added by the dual model contains a brief section dealing with this issue.

4.4   Impact

> To what extent have access to employment and income of targeted beneficiaries been increased through SDC's interventions?

Robust quantitative evidence in this regard is very limited.

- *Employment*: With regard to the *dual training programmes*, the reports and the information gathered through interviews suggest that employability of trainees is above 98 percent, which is high, particularly in comparison to the graduates of the state-run training programmes under the MESSRS. The question whether this degree of employability is also high compared to traditional apprenticeship training has not been addressed by reports but it can be assumed that figures are quite similar, as apprenticeship training has been a traditional way of developing the skills of new employees in the Malian artisan sector.

  Evidence with regard to the type of employment in ambiguous: In one recent report, it has been stated that most trainees leave the workshop upon training and enter self-employment or establish their own enterprises respectively (Crole-Rees, 2009, p. 12). However, information that was contained in a later report or came out from one of the telephone interviews suggests, more convincingly, that many of the trainees are staying on in the workshops at least for some time, as they are lacking the financial means to become self-employed or as the employers are insisting on the trainees staying on as apprentices, given that the officially sanctioned length of the (dual) apprenticeship training is, in the view of the artisans, too short to be profitable for the enterprise (Ndiaye & Thiéba, 2004, p. 13).

  For the short-term training programmes that have been funded under PAFP since 2007, no respective evidence was found in the reports.

- *Salaries*: Again, evidence is limited. Available information suggests, however, that salaries for those having undergone training along the lines of the dual apprenticeship mode are not higher than those of traditional apprentices (Crole-Rees, 2009, p. 12), even though there is some evidence that productivity of those having undergone dual training is, in fact, higher than that of the traditionally trained ones (Ndiaye & Thiéba, 2004, p. 21f; also see below). This finding may be explained by the fact that wages in the artisanal labour market are, in fact, only loosely coupled to productivity and rather reflect practical experience and seniority, particularly under circumstances of low inter-workshop labour mobility. Furthermore, salaries of dually trained apprentices are certainly higher than those of the many graduates that are leaving public professional training without finding employment.

  Again, no evidence was available with regard to the programmes for employers (*perfectionnement*) and the short-term training programmes that have been funded under PAFP since 2007.

Which is the value-added by programmes that were designed along the lines of the dual model of VT?

- *Efficiency*: One of the key arguments for approaches designed along the dual model of training is that it is comparatively more cost-efficient than conventional school-based vocational training, as most of the practical training takes place in workshops, thus tremendously reducing costs for infrastructure and equipment. If now the PAFP, in order to ensure high quality of practical training, provides considerable sums to equipment and infrastructure of training centres, this not only puts into perspective the cost-efficiency aspect of the dual model but also casts some doubts about the replicability of the approach as, despite the efforts in the field of decentralisation, supported stakeholders will most probably lack the funds to further develop the infrastructure of the training centres.

- *Employment & salary*: As mentioned in the section above, there is some evidence that the dual training supported by PAA / PAFP is, in fact, producing very good results in terms of employability, even though it is unclear whether the respective figure is, in fact, higher than that for traditionally trained apprentices. Additionally, it has been mentioned that salaries of dually trained apprentices are not higher than those of traditional apprentices (Crole-Rees, 2009, p. 12).

- *Productivity*: This latter finding with regard to the lack of salary increases may be surprising in the view that one of two studies dealing with these issue suggests that skills of dually trained apprentices were rated higher compared to traditional apprentices, thus rendering them more efficient (in terms of material and temporal resources), more responsible and, thus, more productive (Ndiaye & Thiéba, 2004, p. 21f; for potential reasons see above). If this would, in fact, be true – which is not believed by the author of a later study (Crole-Rees, 2009, p. 12) –, productivity gains would to be kept by employers, who may be investing these gains in a further increase of their operations and thus may create additional employment opportunities. Evidence in this regard is, however, lacking.

- *Technological innovation*: The reading of reports suggests that the dual mode of apprenticeship does not in itself create avenues for technological innovation, as apprentices are mainly being socialised in the traditional production context. However, it seems that trained apprentices are more likely to better react to technological innovations that are being introduced into the respective local contexts. For instance, most motorcycle repair workshops, used to two-stroke motors, were lacking the skills to repair four-stroke engines. Thanks to school-based training, apprentices could now – as one representative of SC pointed out – cater to this demand by customers and were more likely to open up their own workshops.

- *Social demand for education*: In Mali, many children and adolescents are dropping out of school as opportunity costs of schooling are high and as the rate of return to education seems to be low in the view of the comparatively scarcely literate environment and the relatively small importance attached to academic knowledge by employers. Therefore, the academic training provided to dually trained apprentices in schools seems to promote, in fact, alternative, i.e. more positive views on schooling, as this sort of education is closely related to the needs of the labour market and thus "makes sense" in the eyes of trainees (Ndiaye & Thiéba, 2004, p. 17). If this development occurs at a larger scale, it certainly enhances social demand for education more generally.

4.5   Sustainability

To what extent are VSD benefits provided by SDC's activities and interventions sustainable, in particular, in terms of ensured continuity of financial and human resources?

- *Continuity of financial and human resources:* Available information suggests that financial and human resources were provided by the projects in a very sustainable manner. Whether, however, it will be possible for the supported organisations to have access to sustainable funding once the project will be phased out, is not evident at all. It is, in fact, part of the rationale of SC's support that the organisation mainly aims at supporting initiatives at the local level, hoping that other stakeholders, i.e. particularly government agencies, would start to show their readiness to fund the respective initiative on their own. However, the scarce public resources of the Malian government, the high number of other development projects in the country and evidence from other countries in this regard (e.g. Gibson, Andersson, Ostrom, & Shivakumar, 2009) suggest that this basic assumption may be quite optimistic.
  However, the programme considerably contributes to the FAFPA, which is – in a very sustainable manner – funded through employers' levies, becoming a key instrument to provide funding for workplace-based training and for continuing training of employees and employers (e.g. master craftsmen) respectively. It is thus relatively likely that, once SDC (and other donors) reduce or phase out their support to VSD, representatives of the artisan sector will insist that the funds coming from the tax will continue to be used for training purposes – which will lastingly contribute to the development of VSD in Mali, even if the dual model promoted by the PAFP may not sustain over time.

- *Exit and replication strategy:* Documentation on the development of the programme (see section on effectiveness) documents that its outreach could be clearly expanded over the years and that the implementation modality changed from mainly supporting local and national level groups of artisans in the field of training to contributing to

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decentralised approaches to developing and monitoring training programmes. Interestingly enough, the programme, however, lacks an exit strategy and a clear vision of how achievements could be replicated (and sustained) once support by SDC comes to an end. Thus, in the credit proposal for the programme's phase V, for instance, there is no mentioning of any strategy following the implementation of this phase (Swiss Development and Cooperation Agency, 2007, Annexe 5), a fact, which seems to be rooted in the general assumption that the programme will be continued for years to come. It arises thus the impression that the – clearly visible – evolution of implementing modalities is being used – both by SDC and SC – as an excuse for not developing a strategy of phasing out. Of course, the overall state of VSD in Mali will certainly be a sufficient basis to legitimise ongoing funding for training; however, such an open-ended strategy implies the risk that exit will not be decided against the backdrop of formulated objectives but of changes in the funding priorities of SDC, be it in terms of priority countries or themes.

In which way have reporting and evaluation processes led to higher awareness vis-à-vis a sustainable, long term impact of the projects?

- *Awareness with regard to impact at a systemic level*: As mentioned in the section above, the programme lacks a clear vision or strategy of how to phase out the intervention. Accordingly, reporting and evaluation processes are virtually silent on this matter. In any event, there is, however, a rather implicit rationale, underlying all credit proposals, programme documents and reports, that various stakeholders and their mutual cooperation needs to be strengthened in order to ensure the programme's long-term, sustainable impact. Thus, the interaction between representatives of SC and SDC and various consultants resulted in the development of a sophisticated mode of involving representatives of political and administrative entities and of artisan organisations (at national, regional or municipal level) into overall planning and implementation (and partly even financing) of training (see e.g. Thieba & Kadiatou Diallo, 2007, p. 19); however, no report analyses how and why the different stakeholders actors are reacting to donor-funded incentives, which may no longer exist when the programme is being phased out. This would be all the more important as the plan to develop VT plans in four regions can only be implemented in one of them. In those rare cases where reports and evaluations are making important critical remarks on the chosen approach – e.g. the observation that the supported organisations (such as the FNAM) may not be sufficiently representative (Thieba & Kadiatou Diallo, 2007, p. 12) – the programme seems, so far, to be reacting in a way to further increase the level of sophistication of the modes of cooperation between stakeholders – thus increasing potential difficulties to sustain the achievements in terms of system level development after the phase out of SDC support.
- *Awareness with regard to impact at the level of beneficiaries*: Impact assessment has, for long, played a relatively minor role in the implementation of the project, particularly during the PAA. It is for these reasons that there is a lack of baseline data and data on control groups that would allow effectively assessing the impact of Swiss support. Generally, assessments refer to the high level of employability of dually trained apprentices but there are only few statements referring to the employability of comparatively similar social groups (e.g. trainees of traditional apprenticeships, graduates of CAP, BT, Bac Tec programmes). In short: *References to employability alone are not sufficient* to document the impact of the projects. In more recent years, particularly in the context of the PAFP, impact assessment has certainly started to play a more important role. There is, however, a clear danger of trying to focus on short-term results in order to point out the value-added to the funding agency, which may come at the cost of analysing existing structural weaknesses that may undermine the long term impact of the project. Furthermore, the focus on short-term results may have even contributed to selecting as zones of interventions those regions that are comparatively more developed, thus undermining the scope for catering to the poorest segments of the Malian society.

> What is SDC's influence in strengthening national VSD frameworks (e.g. public-private partnerships, certification and accreditation of VSD courses, curriculum development, career guidance)?

- *General awareness with regard to the role of VSD*: Certainly, SC's work in the Malian VSD sector contributed to an increasing *awareness* of the importance of VT in general and of the potentials of the dual apprenticeship model in particular (Crole-Rees, 2009, p. 12; Fischer & Mivelaz 2005, p. 16 & 27). At the national level, this can be mainly attributed to the positive effects of the PAA, and it is against the backdrop of this work that other donor agencies (e.g. AFD) have started to be interested in apprenticeship training as well (Fischer & Mivelaz 2005, p. 16). Increasing awareness at the sub-national level is the aim of PAFP. As the geographical scope of this project is relatively limited, prospects for awareness rising at this level may be somewhat unsure (Crole-Rees, 2009, p. 13). Furthermore, it has been found that only few existing training centres believe that it would be interesting for them to provide their programmes along the lines of the dual model (Crole-Rees, 2009, p. 16).
  However, it needs to be stated that the *recognition* of apprenticeship training is still comparatively low; certificates are not being awarded by an existing national body but by a commission that was established in the context of the project, the so called *Commission d'Organisation des Examens de Fin d'Apprentiisage dans le Secteur de l'Artisanat* (COEFASA), and it is far from clear what will happen to such a project-based entity once PAFP is being phased out (Thieba & Kadiatou Diallo, 2007, p. 15).

- *Policy formulation*: In 2009, the Government of Mali produced a VT policy document that laid out the priorities for the sector (République du Mali, 2009). SC contributed to this process by communicating with the respective authorities and by commenting on the document. Unfortunately, the document does not reflect an overall consensus between policy makers and other stakeholders in the Malian VSD system. In fact, the document only pertains to the organisations under the MEFP but neither to those providing training under the MESSRS nor to those under the Ministry of Agriculture, which is – particularly in the context of a number of donor-funded projects – strongly involved into providing training.

- *Funding of VSD*: Without any doubt, both PAA and PAFP have contributed to FAFPA remaining a key organisation in the field of VT in the country that has been praised by many international observers (Fischer & Mivelaz 2005, p. 32; Johanson, 2009). It may be argued that FAFPA was important for the success of SC's work, particularly when it comes to dual apprenticeship training, which is currently being fully funded through the fund (Fischer & Mivelaz 2005, p. 27; Swisscontact, 2010, p. 3). However, constant lobbying efforts by SC, SDC and other development partners have ensured that the government increased the payroll levy from originally 0.5 to now 2 percent, which has allowed substantially expanding the VSD activities in the country. This measure helped to save the fund from becoming less prominent and from coming under the exclusive purview of the more recent DNFP (Fischer & Mivelaz 2005, p. 31&38). It is thus very likely that this fund will be playing an important role in the VSD sector for years to come.

- *Public private partnership*: The importance of involving the private sector into the formulation and implementation of VSD policy has certainly been growing in the years of the two training projects (PAA / PAFP). SC has also contributed to this by strengthening stakeholders in the private sector (e.g. FNAM), both at the national and at the sub-national level, that have becoming increasingly aware of the crucial role of training and have started to lobby the government in favour of dual apprenticeship training (Ndiaye & Thiéba, 2004, p. 38). With new powerful actors like this, it will be less likely that important institutions, such as the FAFPA, will lose political support at the national level.

- *Decentralisation and regionalisation in VSD*: One of the aims of both projects has been to strengthen capacities at the sub-national level (i.e. at the level of regions, *cercles* and municipalities) in the field of VSD. In fact, the PAFP is built, to a considerable extent, on the assumption that particularly the regional assemblies will become key agents in the process of further developing VSD at the regional level.

These objectives seem to be somewhat difficult to achieve. In fact, during the PAA, which aimed at introducing training in 8 out of 9 regions, activities have been concentrated in a few (approx. 3) regions. Today, many important decisions are still being taken, despite a de-concentration process, by the headquarters of technical agencies in Bamako, which reflects the directive relationship between the centre and the regions (Crole-Rees, 2009, p. 15). This problem is being aggravated by the fact that sub-national level offices, e.g. of the DNFP (e.g. the DRFPs) are staffed with people that are lacking experience in the field of training (Crole-Rees, 2009, p. 13). Furthermore, at the level of the municipalities, there is very little awareness with regard to the importance of training (Crole-Rees, 2009, p. 16). SC, that has only one office in the country, is certainly also lacking the human resources to effectively guide this process (Crole-Rees, 2009, p. 19).

In any event, successful decentralisation in the field of VSD works in those economically more developed regions where, as in the case of Ségou and Sikasso for instance, regional authorities and assemblies (*assemblées régionales*) are highly committed to the development of training. In the region of Sikasso, for instance, the regional assembly has become active in contacting enterprises (for instance in the field of mining) to make them offer places for internships (Crole-Rees, 2009, p. 15; Thieba & Kadiatou Diallo, 2007, p. 18). However, there is not sufficient evidence which would suggest that this positive dynamics can be sustained once SDC would phase out its support.

> Are SDC's VSD interventions sensitive for the risk of establishing parallel structures?

- *Strengthening existing organisations*: As it has been pointed in the section above, most of the funds of PAA / PAFP have been used to strengthen existing organisations (e.g FAFPA, FNAM).
- *Dual model as a parallel structure?*: Training along the lines of the dual model was not known to Mali prior to SC's involvement into VSD. SC argues that the model is closely related to the traditional apprenticeship system of the country and that virtually no separate organisations needed to be established to make this type of training work. However, at the national level, organisations in charge of VT (and dual apprenticeship) such as FAFPA and DNFP (under the MEFP) are completely detached from the activities of the agencies under the MESSRS, and the new VT policy will not provide sufficient leverage to coordinate the activities of the two ministries.

5 Conclusions

The *Programme d'Appui à la Formation Professionnelle* (PAFP) aims at increasing the revenues and the access to employment of young men and women and to promote local economic development – in urban, semi-urban and rural areas – through the development of programmes that lead to VT qualifications. The programme is currently in its fifth phase (2007-2011) and will, most probably, see a further extension until 2013. By the end of 2010, CHF 9'649'019 have been used for the purpose of its implementation since 1999.

The current report comes to the conclusion that the programme, i.e. its aims and its objectives underlying the different axes of intervention can be considered highly relevant; however, it remains unclear to which degree policy makers consider the dual model to be relevant to address the most pressing needs in the domain of VSD. The programme has quite a high outreach (currently approx. 2700 trainees per year), which has been continuously expanded over time. Particularly compared to the formal public TVET programmes, this is very satisfactory, all the more as the approach to training is comparatively little capital-intensive. However, it is important to note that the programme does – even though respective data is lacking – specifically cater to the poorest; neither does it, thus suggest the existing reports, pay sufficient attention to providing vocational skills to females. With regard to impact of the level of individuals, available documentation suggests that beneficiaries generally have satisfactory access to employment. This is certainly a strength if compared to the programmes of formal TVET – but not if compared to the traditional apprenticeship system. Accordingly, it is somewhat worrying that available

documentation does not suggest that the supported programmes are – at least at the level of initial training – providing access to higher income. This somewhat puts into perspective the value-added by an approach that has been designed along the lines of the dual model and it is all the more noteworthy as the international literature on VSD suggests that the implementation of the dual model is difficult to sustain over the years.

The key weaknesses of the programme seem, however, to be its lacking focus on sustainable impact once the programme is being phased out: in fact, the programme reflects a long-term support strategy that lacks an explicit exit strategy, i.e. a vision on how the achievements will be sustained after phase-out of the programme. Thus, it is not surprising that reporting and evaluation processes never formally had the mandate to reflect on long-term impact beyond SDC support. Certainly, there is an implicit assumption that stakeholders need to be strengthened at all levels of the system but there is a lack of analyses that look at whether these stakeholders would actually be in a position to sustain and further promote the achievements. Furthermore, there is a dramatic lack of data on beneficiaries (let alone on control groups), which makes it difficult to assess the programme's impact at the local level. Nevertheless: the programme considerably contributes to national-level VSD frameworks; most importantly, the programme promotes the use of the training fund (FAFPA), which helps to make this fund a key instrument for the government to develop initial and continuing training of employees and employers.

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Evaluation of SDC's Vocational Skills Development (VSD) Activities

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**Fieldwork-Based Project Case Study
Moldova**

Technical Assistance to establish a
Moldovan Occupational Standards, Assessment and
Certification System

Project number (7F--04338.03.01)

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Landau, February 21st, 2011

Inhalt

1 Background

This report is one of four field study-based project case studies that are serving as background papers for the evaluation of SDC's vocational skills development (VSD) activities.

The purpose of the evaluation is to provide elements for informing SDC's senior management as well as SDC's operational units with regard to the definition of thematic priorities in the education sector for upcoming policy framework elaboration and programming processes and to provide information about outcomes and signs of impact that can be used by SDC and other interested organisations in partner countries, development partners and other VSD stakeholders for improving policy frameworks and programme designs.

The present report focuses on SDC's support to the development VSD within Eastern Europe and Central Asia, especially on the project "Technical Assistance to establish a Moldovan Occupational Standards, Assessment and Certification System"

The following report is based on information and data that were gathered in Moldova during field-work in October 2010.

According to the fact that the main purpose of the project was not related to develop and implement training programmes, in other words to produce qualified participants, no quantitative data were collected. The qualitative approach is based on interviews with 14 stakeholders of the project including 4 contact persons of other donor agencies who were involved in the project implementation in different ways.

2 Intervention context

2.1 Country brief

2.1.1 Geographical Position

Located in south-eastern Europe, Moldova occupies an area of 33,843.5km² and is bordered on the west by Romania and on the north, south, and east by Ukraine. Most of its territory lies between the area's two main rivers, the Dniester which flows mainly in the eastern part of the country and the Prut which forms the western border to Rumania.

The country is landlocked, even though it is very close to the Black Sea. While most of the country is hilly, elevations never exceed 430 m.

The territory can be subdivided into three ecoregions: the Central European mixed forests, the East European forest steppe (the most territory of the country), and Pontic steppe (in the south and southeast).

The climate of the Republic of Moldova is moderately continental, its soil cover is fertile and various and its flora and fauna is considered to be rich and diverse. There are 5 scientific reservations in the country with a total area of around 19.4 thousand ha.

Capital City of Moldova is Chisinau with approximately 710.000 inhabitants (cf. Republic of Moldova 2010).

2.1.2 Languages

National language is Moldovan; as a lingua franca, Russian is widely-used; in Gaugasia in the south of the country, Gaugasian, a turk-language (cf Germany Foreign Office 2010), is widely used.

2.1.3 Political Organisation

Moldova is a unitary parliamentary representative democratic republic. The 1994 Constitution of Moldova sets the framework for the government. The country's central legislative body is the unicameral Moldovan Parliament, which has 101 seats, and whose members are elected by popular vote on party lists every four years.

The head of state is the President of Moldova (since 2009: Mihai Ghimpu), who is elected by Moldovan Parliament. The president appoints a prime minister who functions as the head of government and who in turn assembles a cabinet; both subject to parliamentary approval.

The Constitution also establishes an independent Constitutional Court, composed of six judges, serving six-year terms, during which they are irremovable and not subordinate to any power.

Moldova's Public Administration structure consists of 32 districts (raioane), including the autonomous region of Gaugasia and Transnistria with unsettled status (ibid.).

2.1.4 Recent political developments

Moldova's economy is in recession. The global crisis undermined all of the main sources of growth in previous years: remittances, private consumption, exports and private investment. This resulted in weaker domestic and external demand, fiscal imbalance, limited financial intermediation, an increase in poverty and a period of political instability.

In 2009 the new elected government launched their "Economic Stabilization and Recovery Plan for 2009-2011". The Plan includes a sequence of measures which aim to cut inefficient, low-priority public spending, help businesses to withstand the economic slow-down and protect vulnerable households from a drop in consumption due to the recession and fiscal contraction.

Meanwhile Moldova is still heavily dependent on Russian Oil-imports and its business market, it concentrates on the Western European market. The EU has already become its most important trading partner (The World Bank 2010).

2.2 Education and training system: Key features and challenges

2.2.1 Educational system: overview

Education is officially free and compulsory for all children aged between seven and 16 years of age. Primary education begins at seven years of age and lasts for four years. Secondary education, beginning at 11, lasts for a maximum of eight years, comprising a first cycle of five years and a second of three years. The academic year is September to July. The languages of instruction are Romanian and Russian (especially at university level).

The educational system is organized in levels, stages and cycles. The structure is as follows:

1) Primary education (form I-IV)
2) Secondary education
 2a) Gymnasium secondary education (V-IX)
 2b) Lyceum secondary education (X-XII)
 2c) Vocational secondary education (X-XII)
3) Higher education
 short-term higher education (college)
 long-term higher education (university)
4) Post-graduate higher education (IOM 2010)

2.2.2 Legal and Organisational Framework

The government's policy for initial VET and an implementation strategy are formulated in the following documents:

- Concept of Educational Development in the Republic of Moldovan(approved by parliament in 1994);
- Law on Education (1995);
- National Programme of Education Development 1995 – 2005;
- New Concept on Vocational Guidance, Training and Upgrading of Human Resources (approved by parliament in 2003)
- Draft law on Secondary and Post Secondary Professional Education
- The Poverty Reduction Strategy Plan.

The body of documents that form the legal framework for professional training indicate an awareness, at central and regional levels, of the issues relating to the development of an effective VET system which is responsive to the needs of the labour market and would facilitate greater integration into the European community. Some of the documents, however, lack sufficient detail and have unrealistic implementation schedules.

2.2.3 TVET system: overview

Following independence the old VET schools were reformed in 1995 as *polyvalent* schools which were established to provide both a general education and professional training.

The current VET system in Moldova consists of **77 VET schools** that cater for about **65,000 students**, graduates of general secondary education. In addition, the VET schools, on the demand of the public employment service, offer short-term training courses for registered **unemployed people**. There are also some private training institutions, however, their role is still rather weak.

Due to financial constraints there are very few budget students in the second and third steps of the professional training pathway. Most of the VET schools still offer training in professions dating back to the former Soviet system using the old curricula, teaching material and equipment which are not in line with today's labour market requirements. As a consequence VET is badly affected by a poor image in the country and young people prefer to go for higher education rather than for vocational training (ETF 2003, p. 7). Nevertheless, VET is still considered a valid option for entering the labour market, under the condition that the standards of training are matched with the employers expectations and requirements.

Additionally, there has been a significant decrease in the number of students financed through the state budget, a decrease that has not been matched by an increase in the number of fee paying students.

The law on education stipulates that enterprises should contribute 2% of their pay roll to support education, but this is not enforced. The involvement of enterprises in the provision of VET has been attenuated to a point where it barely exists. There are examples of schools with enterprising directors and those that have been the beneficiaries of previous donor interventions, that do maintain links with enterprises, but there is no systematic means for the involvement of social partners in the design, delivery and assessment of the VET system. Public financing for education remains high as a percentage of the national budget (28% in 2003), but in reality it has been reduced as a percentage of GDP from 10% to 6%. VET schools, designed during the Soviet period and, at that time, drawing students from other republics within the Union, are large and expensive to run. The decline in public expenditure has led to a decline in the quality of the schools both in terms of human and physical resources.

2.2.4   TVET system: challenges

In general, a visible mismatch persists between the supply of and the demand for jobs. Furthermore there are **structural problems** that characterise Moldova's labour markets:

- *There is a **massive outflow of labour abroad**". Estimated 25% of the population have left the country to work abroad (Republic of Moldova 2004, p. 116).*

- *Due to the weak capacities of the public employment service **only a minority** of the un-employed (24,000 of the total of 110,000) are **officially registered**.*

- *__Young people are most affected__ by the unemployment problem: 2002 the unemployment rate among youngsters aged 15 – 19 was 15.3%, and for those aged 20-24 was 15.1%, which is more than twice the country's average unemployment rate (ibid.).*

- *According to the EGPRSP, the **second most vulnerable group is socially vulnerable persons**, i.e. persons with disabilities or those released from detention places or rehabilitation institutions, drug addicts etc. (ibid.).*

- *According to a study by the European Training Foundation (ETF) "unemployment is higher among **men (8.5%)** than **women (5.8%)**, and considerably higher in the **urban (12.3%)** than in the **rural areas (3.2%)**" (ETF 2003, p. 32).*

- *Despite the difficult labour market situation there are still **job opportunities and employers seek skilled workers** (SDC 2004, p. 15). However, as ETF concludes as regards unemployed young people, "their **education and training is not in line with the changing requirements of the labour market**" (ETF 2003, p. 33).*

According to several studies (ETF), a significant mismatch has developed in Moldova between output (in terms of *quantity and quality* of VET graduates) and demands in the labour market. The traditional links between schools and state-owned enterprises, typical of the former Soviet era,

have collapsed, and the Vocational Education and Training system in Moldova has not yet been able to realign its training supply to the new emerging labour market demand.

There are encouraging pilot projects in VET schools which managed to adjust very well to the difficult conditions of transition. They changed their profiles and established links with private companies, reformulated their course programmes and improved the teaching-learning process. As a result their graduates have better chances to enter the labour market (INBAS/SDV 2005, p. 7).

The obvious shortcomings of the current VET system as well as the success of pilot projects (Cf. 2.3) have stimulated an intensive VET reform discussion at national level in Moldova. Despite being recognised as a priority in the National Developing Strategy, the Projects did not receive the full support from the former Government. An update of the strategy is 2010 intended (Government of Moldova 2010, p. 32).

2.3 Key activities of other bilateral/multilateral donors in TVET

A number of international donor agencies (SIDA, ETF, ILO, UNICEF, ADA, GTZ) run different VET related projects in Moldova:

- **ETF** has carried out a comprehensive study on the Moldovan VET system and supports the national VET observatory, which, amongst other things, has compiled an inventory of training providers in Moldova (in Romanian language). However, ETF has neither the mandate nor the resources to intervene at the implementation level in the VET sector.

- **ILO (International Labour Organisation)** focuses on the issue of migration and human trafficking, which includes training and employment initiatives for women but on a very limited scale and with no intention to shape or develop the VET system (see ILO migrant policy paper).

- **UNICEF** supports measures for children at risk including training components. Their focus is clearly on the target group and not on VET system reform. However, they expressed interest to incorporate their activities in the general system reform to be developed by SIDA on behalf of the national government.

- **ADA (Austrian Development Agency)** has earmarked funds for an intervention in the VET sector and is currently trying to identify its niche by focusing on the rural VET schools. The Austrian NGO Kulturkontakt is currently implementing on behalf of ADA a project in the area of VET focusing on a reform of training programmes in agricultural / viticulture. Like UNICEF they expressed their interest in supporting and complementing the SIDA intervention.

- **SIDA** – the Swedish government agency for bilateral international development – has the most far-reaching experience in the field of VET and labour market in Moldova. Since 1997, SIDA supports the capacity building of the Moldovan Labour Market Authority (ANOFM) by introducing new methods and working practices on active labour market policies. Additionally, SIDA has been providing support to the Moldovan VET system at central level (Ministry of Education and Youth) as well as on regional and local level (pilot VET schools).

In 2005, a **Labour Market and VET reform agenda** has been drafted and agreed between SIDA and the relevant national counterparts (Ministry of Education, Youth and Sport, Ministry of Economy and Commerce and ANOFM, the public employment service). At the core of the reform agenda 2 major projects were to be implemented from end of 2005 until end of 2008 with financial support of SIDA:

Project 1: Providing support to the Public Employment Services (PES) in Moldova

Project 2: Support to the development of the Vocational Education and Training (VET) system in Moldova

The 2 projects were to be contracted to two separate contractors: As regards **project 1**, SIDA cooperates with the Ministry of Economics and Commerce (Within the scope of the public sector reform, initiated by Moldovan Government re-elected in March 2005, the former Ministry of Labour and Social Protection was integrated into the Ministry of Economy and Commerce) in Moldova and ANOFM, the public employment service. The implementing partner for the **"PES project"** will be the Swedish Labour Market Board. The partner in SIDA **project 2**, the **"VET project"** will be the Moldovan Ministry of Education, Youth and Sports. This project was tendered and will be contracted to an internationally recognised consulting company (SIDA 2005, p. 1-2).

The SDC financed SOMEC (Moldovan Occupational Standards, Assessment and Certification, OSAC) project implemented by INBAS in consortium with Swisscontact is complementary to these projects as it defines the occupational standards (OS), which can be used for curriculum development by the Swedish project and for testing and certification of prior learning, relevant among others also for the PES.

A joint steering committee for all projects in the VET sector was established. A project of the Lichtensteinischer Entwicklungsdienst (LED) supporting selected VET schools to optimize their capacity to offer suitable in-service training and short-term pre-service training joined the donor forces and started to operate in 2007.

3   SDC's VSD Activities in the Country

The Swiss Agency for Development and Cooperation (SDC) started their development cooperation with the Republic of Moldova in 2000, when a permanent cooperation office was set-up in Chisinau. From 2000 until 2004, the focus of the Swiss support in Moldova was preliminary on humanitarian aid. In July 2004, an SDC expert team identified skills development as another important field of development cooperation in Moldova. In order to further analysis the framework conditions and to get a clearer picture of the main features of a possible SDC intervention in this field, a labour market and VET expert of INBAS was assigned by SDC to conduct, in a team with a SDC headquarter expert, a project identification mission in Moldova. The mission took place in April 2005 with the objective of identifying appropriate approaches and partners. The project identification mission confirmed Moldova's huge demand for support in the field of VET. The analysis of the Labour Market and VET reform endeavour revealed some substantial constraints and weaknesses, namely the missing development of occupational standards and the establishment of a related system of assessment and certification (INBAS/IFCP 2010).

3.1   SDC's priorities as described in SDC's country strategy programmes

In 2004 SDC decided strengthening its support of the transition process – mainly in economic and social sectors – within the scope of bilateral technical cooperation. The Annual Development Cooperation Program of SDC in Moldova 2005 stipulates following orientation and contribution:

SDC's bilateral cooperation is oriented to the Moldavian "Economic Growth and Poverty Reduction Strategy Paper" and contributes to reaching the "Millennium Development Goals".

The **Development Cooperation Program** focuses on two areas:

1)   Social Development

2)   Employment and Income.

In line with these guidelines and based on the findings of several missions and discussions with the government and stakeholders in Moldova, SDC decided in 2005, to embark on a project to support a demand-driven VET reform in Moldova. Taking into consideration the already existing comprehensive VET project of the Swedish International Development Agency (SIDA) the focus of the SDC intervention was on the establishment of a nation-wide recognised, labour-market oriented and well-functioning system for **Moldovan Occupational Standards, Assessment and**

Certification (MOSAC) to complement the efforts of SIDA. The "MOSAC"-Project (later renamed **SOMEC**-Project) is focusing on Employment and Income and therefore is fully in line with SDC's Development Cooperation Program in Moldova.

According to the agreements signed with partner ministries, the SDC project, under the auspices of the Ministry of Economy and Trade (MoET), should focus on the development of occupational standards (OS) and a related system for assessment and certification, whereas the SIDA financed VET project, to be implemented by the Swedisch consulting company HIFAB, should cover, amongst other issues, curriculum development, development of teaching and learning materials, and teacher training under the auspices of the Ministry of Education and Youths (INBAS/IFCP 2010b, p. 4).

Occupational profiles (or occupational standards, if performance criteria are attached) are the main reference for any demand-driven VET system. They are a key input for:

- curriculum development
- development of teaching and training material
- design of (technical) teacher training programmes
- design and equipment of laboratories and workshops
- skills testing and certification.

Furthermore, occupational profiles are an important tool for vocational guidance and orientation as well as for placement services and wage policies (see INBAS/Swisscontact 2005, p. 10).

4   Project Description

4.1   Aims and objectives

Overall Strategic Goal

A more demand-driven and flexible support system for the integration of all types of job seekers into the labour market.

Long-term Project Purpose

A national system for Occupational Standards, Assessment and Certification its institutionalised and its services used by labour market actors and VET providers.
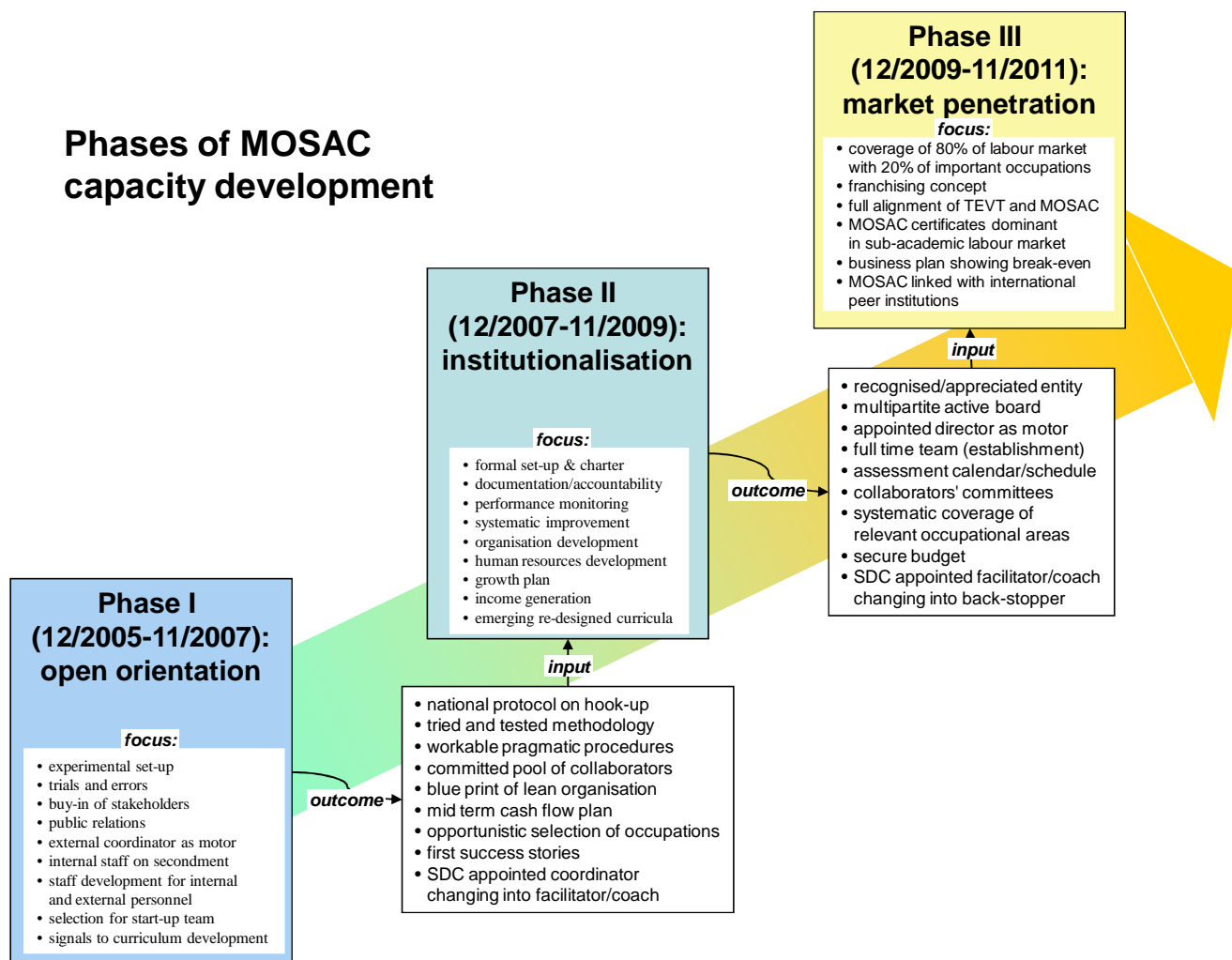
Project Purpose

Appropriate features and elements for a national system of Occupational Standards, Assessment and Certification are established and recognised by Moldovan Government and relevant stakeholders for national institutionalisation.

4.2   Phases of the project

In order to establish a nation-wide recognised, labour-market oriented and well-functioning institute for Moldovan Occupational Standards, Assessment and Certification, the project consortium

proposes a three-phases-strategy starting with a two years **open orientation phase**, followed by a two years **institutionalisation phase** and a two years **market penetration phase**.

The following figure shows the initially planned three phases strategy of the consortium (INBAS/Swisscontact 2005, p. 12):

Phases of MOSAC capacity development

Phase III (12/2009-11/2011): market penetration
focus:
- coverage of 80% of labour market with 20% of important occupations
- franchising concept
- full alignment of TEVT and MOSAC
- MOSAC certificates dominant in sub-academic labour market
- business plan showing break-even
- MOSAC linked with international peer institutions

Phase II (12/2007-11/2009): institutionalisation
focus:
- formal set-up & charter
- documentation/accountability
- performance monitoring
- systematic improvement
- organisation development
- human resources development
- growth plan
- income generation
- emerging re-designed curricula

outcome →

input
- recognised/appreciated entity
- multipartite active board
- appointed director as motor
- full time team (establishment)
- assessment calendar/schedule
- collaborators' committees
- systematic coverage of relevant occupational areas
- secure budget
- SDC appointed facilitator/coach changing into back-stopper

Phase I (12/2005-11/2007): open orientation
focus:
- experimental set-up
- trials and errors
- buy-in of stakeholders
- public relations
- external coordinator as motor
- internal staff on secondment
- staff development for internal and external personnel
- selection for start-up team
- signals to curriculum development

outcome →

input
- national protocol on hook-up
- tried and tested methodology
- workable pragmatic procedures
- committed pool of collaborators
- blue print of lean organisation
- mid term cash flow plan
- opportunistic selection of occupations
- first success stories
- SDC appointed coordinator changing into facilitator/coach

In February 2006, SDC concluded a contract with the consortium INBAS/Swisscontact, covering the period from March to December 2006, in order to begin with the implementation of the institution and capacity building phase for the establishment of MOSAC (Moldovan Occupational Standards, Assessment and Certification**)**. With the official launch of the project in November 2006 its abbreviation was changed into SOMEC**,** which corresponds to the Romanian translation of Moldovan Occupational Standards, Assessment and Certification.

In December 2006, SDC approved the extension of this contract for the whole institution and capacity building phase, i.e. until the end of February 2008. With amendment No. 3 in April 2008 and following an external review of the project, the institution and capacity building phase was extended until the end of August 2008 (INBAS/IFCP 2010a, p. 4).

Due to significant difficulties with the implementation of the project caused by a lack of commitment in particular of the Ministry of Education and Youth, and following the recommendations of the external project review, SDC decided in summer 2008 to continue the project only with a 1-year bridging phase in order to see whether or not the project progress would allow its further continuation in a full phase.

The main **purpose of the bridging phase** was to generate commitment, in particular within the MoEY, for a systematic application of occupational standards for curriculum development or revision, and to establish and get operational a national council on occupational standards, assessment and certification as a driving force for a demand-driven VET reform in Moldova. Moreover, the bridging phase should allow the local SOMEC team to establish as a national NGO and to develop into a recognised national actor in the field of VET.

For the implementation of the bridging phase SDC contracted a consortium composed of INBAS as the lead partner, and IFCP, a local NGO established by the local SOMEC project team.

In May 2009 SDC finally decided to limit its activities in Moldova to only two sectors – health and water and sanitation – and to withdraw from the VET sector. Consequently, the SOMEC project had to be terminated. In order to maintain the human and technical capacities built up in the framework of SOMEC and to pave the way for their future development and application in other contexts SDC decided to allow a four-months exit phase until the end of the year 2009, which was later on extended until the end of March 2010 (INBAS/IFCP 2010b, p. 3-5).

4.3 Project documentation

The project is well documented including changes and addenda in the project roll-out.

4.4 Implementation of the project

The complex project was planned with high ambiguous goals which aimed to contribute to a demand-driven and flexible support system for the labour market. For the most part the impact should be on th esystem level to establish a system for Occupational Standards, Assessment and Certification in Moldova. Despite having great success on the operational level, the impact on system level was not successful according to contradictory interest among the governmental actors as well as between non-governmental and governmental actors.

To be successful the project should have had more emphasis on the policy level especially in the communication and cooperation with the Ministry of Education and Youth.

5 Project evaluation

5.1 Relevance

This paragraph gives an overview of the assessment along the lines of the key questions of the evaluation.

To what extent are SDC´s VSD approaches relevant in reference to the needs in the specific context where SDC is active?

The relevance of the approach and the goals of the project is obvious both in the Moldovan context as well as in the TVET related context. The main impact of the intended results of the SDC project is on the system level and needs on the one hand more time to show up results. On the other hand a more double tracked approach (both on the operational level to develop occupational standards and on policy level get support and to facilitate the implementation) would have been necessary to have a greater influence on all governmental stakeholders. This most probably would have had greater success in Moldova as a post-communist society.

All interview partners confirmed the relevance of this project, even those interview partners who raised objections against the procedure of the project.

The relevance of the specific approach to develop occupational standards as a first step towards the establishment of a national system for Occupational Standards, Assessment and Certification was assessed in different ways by different stakeholder.

The Moldovan VET system is still very much influenced by a school-based and scientific approach. Teaching or training of practical skills is based on this scientific (and not practical) approach. In other words, there is a large gap between what is taught in schools and what happens in working life.

Reforming efforts (like the introduction of occupational standards) are hampered for fear of existing educational institutions becoming less important. The stakeholders of this old "school of thought" had been socialized during the old regime.

Stake-holder	Assessment of the relevance	Source
employers	**Highly relevant**	- Interview with the SOMEC team - Interview with representative of the "Chamber of Commerce and Industry" - Interview with representative of involved company
Schools	**Not relevant** at the moment because there are absolutely no procedures available how the developed occupational standards ca be applied and integrated in the existing curricula	- Interview with the SOMEC team - Interview with representative of an involved vocational school
Ministry of Labour	**Highly relevant**	- Interview with local representative of SDC
Ministry of Education and Youth	**Not relevant** (at present) because a) the policy level is not able yet to deal with occupational standards b) there are no "educational standards" available which are necessary as prerequisites for the implementation of occ. standards c) curricula for vocational schools have to be changed/adapted which needs time d) teachers have to be trained e) new teaching aids have to be developped f) no financial resources available	- Interview with local representative of SDC - Interview with representatives of the Ministry of Education and Youth

The SDC project was highly relevant for the SIDA project „Support to the labour market authorities and vocational education services in working towards improving the labour market in Moldova".

The overall objective of this SIDA project was

- to support the integration of all types of job-seekers into the labour market through a more demand-driven and flexible system

Furthermore there was another linkage to the Liechtenstein project (CONSEPT) which concentrated on the "Training of Trainers" and the capacity building of Master Trainers. This project also has a strong component of investment in school equipment.

In the best of cases these three projects would have been an optimal solution to prepare a measurable impact in the Moldovan VET system:

HIFAB: responsible for preparing the paradigm shift on policy level (e.g. in establishing the "Republican Center for VET Development", and for curriculum development

CONSEPT   training of trainers

SOMEC   development of occupational standards and test items.

Unfortunately it was obviously very difficult to collaborate with HIFAB, especially with the country director who was not willing to compromise on certain issues and who had a "difficult personality and temper" (this was confirmed by several contact persons independently).

5.2 Effectiveness

To what extent have the outcomes of SDC´s VSD interventions been achieved in regard of reaching the target population, notably with regard to catering to poor and disadvantaged people, women and girls, ethnic minorities and people living in remote areas into VSD programmes?

According to the fact that the developed occupational standards could not be implemented in Moldova there are no respective outcomes achieved.

To what extent have the outcomes of SDC´s VSD interventions been achieved in regard of providing beneficiaries with the skills demanded by the labour market?

According to the fact that the developped occupational standards could not be implemented in Moldova there are no respective outcomes achieved.

To what extent have the outcomes of SDC´s VSD interventions been achieved in regard of improving the quality of training organisations (curricula, trainers, etc.)?

There are several outcomes that can be mentioned here (information provided by the SOMEC team):

- 3 key staff of the project team were trained and certified in occupational analysis, assessment instruments and DACUM procedure development

- 17 VET teachers and instructors were trained in the development of assessment instruments
- 11 assessors (3 qualified practitioners, 8 VET teachers/instructors) were trained in assessment procedures
- 52 students trained according to the modular curriculum for the occupation "plasterer" and assessed by the usage of the developped assessment instruments.
- The SOMEC Project has already developed **Occupational Profiles** for the following occupations:

Welder

Pastry Cook

Plasterer

Textile Cutter

Seamstress

Cook

House Painter

Tractor Operator

These occupational profiles consist of high quality and serve as best practices for other profiles. As a matter of course this is only the first step of comprehensive occupational standards and the development of respective curricula which is still an immense venture.

Development of Occupational Profiles

Occupational Profiles have been developed together with highly skilled job practitioners from Moldovan companies using the international method of job analysis called **DACUM** (**D**evelop **A CU**rriculu**M**).

DACUM is a handy, efficient, and low cost tool for analysing and describing occupational requirements/skills and transfer them into a specific matrix format (DACUM Chart).

In a 3-day workshop a group of "expert workers" (practitioners experienced in a certain occupation) together with professional DACUM facilitators develop an Occupational Profile (DACUM chart) containing a clear description of the duties and tasks, knowledge and skills, tools and materials as well as worker behaviors and future trends in a certain occupation.

The DACUM occupational profiles offer a considerable input for the development of test items (a minimum of 100 theoretical and practical test items per occupation) to be used in competence assessments.

A DACUM Occupational Profile becomes an Occupational Standard by adding performance criteria to be defined in Test Item Development workshops.

An Occupational Standard includes:

- brief description of the occupation;

- occupational hierarchy and related occupations;
- training options and professional career;
- possible work places;
- occupational safety and health regulations;
- risk factors;
- environmental hazards and preventive measures;
- occupational profile;
- assessment instruments.

So far **one complete occupational standard** "plasterer" has been developed (see Annex). This occupational standard was converted into a modular curriculum, the teachers and instructors of the three pilot VET schools were trained, and the necessary equipment for the implementation of the training courses was produced

The implementation of the new curriculum began in March 2009, but it was only possible to experiment with some of the technical modules of the curriculum. The assessment of the students and the testing and fine-tuning of the SOMEC test items was automatically limited to these modules (see INBAS: Final Report – Bridging Phase September 2008 to August 2009, p. 6).

5.3   Impact

To what extent have acess to employment and income of target benefiviaries been increased through SDC´s interventions?

Of course the project led to some impact but the initially intended goals were not achieved due to political reasons.

In spite of the fact that a "Council of public and private stakeholders for national occupational standard development, assessment and certification" (Moldovan Occupational Standards) was established by the Ministry of Economy and Trade (MoET), the main goals of the SDC project could not be achieved. One problem in this perspective is that the Ministry of Education and Youth was/is not a member of this council. Due to political reasons and several elections in Moldova, this council met only once without substantial decision.

Which is the value-added by this programme that were designed along the lines of the dual model of vocational training?

The project anticipated the strong role and function of private companies in the field of Vocational Training and Education in a transition country like Moldova. The project is a best practice for the joint development of occupational standards, including training of trainers and assessors and including the development of needed assessment instruments.

The "promotion" of occupational standards throughout the years of the project lead to the fact that relevant stakeholders in Moldova (especially in the Ministry of Education and Youth) cannot ignore this development and have been starting to think about "educational standards" which – in their opinion – are a necessary prerequisite for the introduction of occupational standards.

5.4   Sustainability

To what extend are VSD benefits provided by SDC´s activities and interventions sustainable, in particular, in terms of ensured continuity and human recources?

The mission to Moldova showed clearly that the activities and interventions of the SDC project led to the beginning of a "new thinking" or "re-thinking" of TVET in Moldowa. All interview partners confirmed the highly ambitious approach and the professional competence of the SOMEC team in order to develop standards and instruments for assessment as well as in order to train trainers and assessors. Especially the fact that employees of the MoE emphasized during interviews the importance of "educational standards" in combination with occupational standards more than one time shows clearly that the change of thinking has started which hopefully is the first step of a shift in paradigm.

In which way have reporting and evaluation processes led to higher awareness vis-à-vis a sustainable, long term impact of the projects?

The present evaluation of the Moldovan SDC project is not the only mission for the purpose of evaluation. Already in 2007 an "assessment and analysis of progress and environment of the SOMEC project" headed by Prof. Dr. Hermann Schmidt, Germany to investigate the already occuring problems at that time. At that time the main area of problems was clearly described:

> "The SOMEC standards were supposed to serve as labour market orientation for the new Moldovan TVET curricula, subject of the Swedish project, as well as for PES programmes and as well as for the Liechtenstein project to VET school management, teacher training etc. To ask for professional and financial support for this endeavour was the political decision of the Moldovan government. But politicians obviously forgot to convince their civil servants of these ideas. The whole set of projects, in the eyes of the curriculum developpers in the Institute of Educational Science as well as on the administrative level of the Ministry of Education and Youth were appropriate to jeopardise their position and introduce methods of VET delivery which they believed were not scientifically based and had nothing to do with education as they were used to perform. There lie the roots for all the drawbacks that hindered the SOMEC project" (Huber/Schmidt 2007, p. 2).

During the the mission in October 2010 the impression has been given by many interview partners that the project failed and that the outcomes will be forgotten in desk drawers recognising at the same time the high quality of the developed occupational standards which unfortunately cannot be implemented.

What is SDC´s influence in strengthening national VSC frameworks (e.g. public-private partnership, certification and accreditation of VDS courses, curriculum development, career guidance)?

Since 2005 Moldova is participating country in the Bologna process that finally will lead to a comprehensive National Qualification Framework (NQF). A working plan for 2005 - 2010 was approved by the Ministry of Education and Youth (ETF 2010, p. 25). A subdivision of the Ministry is in charge of developing the National Qualifications Framework and to enforce the policies and strategies aimed at quality assurance in vocational education at all levels including secondary vocational and continuing education (ibid.).

Neither in the project documentation nor in interviews the development of occupational standards was related to the perspective of a NQF, which – in retrospect – is difficult to understand.

To have a sustainable effect, both lines of development should have been linked during the duration of the project.

Another question mark is the likely neglect of the Romanian occupational standards, which are about 300 standards. One interview partner thought that most of these standards are appropriate to the Moldovan situation. At least they would have been a useful basis for the development of Moldovan occupational standards. There is no evidence in the project documentation concerning these Romanian standards.

5.5 Overall comment on the project

The idea of developing and introducing occupational standards, the involvement of the private sector in TVET is important and necessary for TVET systems in general. As much as it is not possible to "transplant" the dual sytem of vocational training and education in different environments and societies, the project showed that it is not possible to introduce this new approach in TVET on short notice.

Ideas, goals and operational achievements of the project are very good and necessary, even if less goals have been achieved than intended (originally 15 occupational profiles should be developped). Due to the political situation in Moldova the obtained results are good.

The missing link is the partly neglecting of the policy level – or – the deeper involvement of important stakeholders in the MoE who still think that they have been the most important player in the Moldovan TVET system for decades and will be that important in the future as well.

At the beginning of the project a Memorandum of Understanding (MoU) between the project and the Ministry of Trade and Commerce was signed. The Ministry of Education and Youth should have been involved in the preceded discussions and involved in the process as well.

The SOMEC project tried to involve national partner not untill the stage when the first occupational standards had already been developed, as one interview partner stated. After "this late" involvement these national partners, namely from the Ministry of Education, said that these occupational standards as well as this approach is not appropriate to the educational system of Moldova.

This negligence was serious as it turned out later. The national partners esp. from the MoE should have been involved at an earlier stage, especially those who are of vital importance for the exhaustive implementation of occupational standards. These partners were "only report receivers and not involved at all" as one interviewee acknowledged.

According to the proverb "a prophet has no honor in his own country" the highly qualified SOMEC team was lacking the necessary status as experts in the field of occupational standards in Moldova. The team leader of the implementing consortium was about only three times a year in Chisinau, which was far too little to offer an appropriate status to the project. This argument was emphasized by several interview partners. A team leader "from outside who stays longer in Moldova" would have been able to push the project forward.

6 Conclusions

The introduction and implementation of occupational standards (OS) can be seen as a major pillar of a country's system of Vocational Training and Education (TVET). The introduction of OS in the Moldovan case would have led to a significant respective to a "total" change in the TVET system. A comprehensive "change in paradigm" like this – having members of the "old system" on board – must be supported by a broad intervention on policy level that should have started long before the SDC project. This "preparation of the ideological basis" should have been a majot track of a long term intervention.

In spite of the fact that the SDC project was embedded within the framework of the Moldovan labour market reform agenda – one of the goals of the Swedish project – as well as the SDC project was only one of several projects in TVET (Sweden, Liechtenstein), the Swedish project was obviously not the competent partner to support the project on policy level and to market the idea of the important role of private companies in a successful way.

The mission to Moldova showed clearly that the activities and interventions of the SDC project led to the beginning of a "new thinking" or "re-thinking" of TVET in Moldowa. The direction of change in Moldovan TVET system is more obvious now for the stakeholders although the SDC project has been operational since more than four years.

Substantial changes need more time and interventions on different levels.

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8 Annexes

- Contact Persons

- Occupational Profile (DACUM Chart) "Plasterer"

- Occupational Profile "Pastry Cook"

- Occupational Standard "Plasterer"

Contact persons

No	Contact Persons	Organisation	Date
1	Ecaterina Ionascu-Cuciuc, Oleg Bezrucico, Gabriela Damian-Timosenco	Professional Capacity Building Institute IFCP (SOMEC Team)	4.0.2010
2	Sergiu Harea	Chamber for Industry and Commerce Chisinau	4.10.2010
3	Andrej Cantemir	Swiss Agency for Development and Cooperation	4.10.2010
4	Chi Pham	Liechtenstein Development Service	5.10.2010
5	Michael Schieder	Austrian Technical Cooperation	5.10.2010
6	Gaina Sergiu	GLORINAL Construction Company	6.10.2010
7	Violetta Mija	Institute of Educational Science	6.10.2010
8	Eugenia Berlinschi	Ministry of Education, Directorate of Professional Education	6.10.2010
9	Galina Zapanavoci	Vocational Lyceum No. 2, Director	7.10.2010
10	Nina Bunga	Ministry of Labour, HR Development Department	7.10.2010

DACUM Research Chart for PLASTERER

Worker Behaviours

1. Attentive
2. Respectful
3. Creative
4. Eager to learn new things
5. Team player
6. Resistant to work conditions (e.g. height, weather, materials, stressful situations)
7. Care for company's property
8. With initiative
9. Conscious
10. Well-organized
11. Visual measurement
12. Manual dexterity

General Knowledge and Skills

1. Knowledge of occupational safety and health rules and regulations
2. Knowledge of construction materials
3. Knowledge of mortar types
4. Knowledge of techniques of applying plaster layers
5. Knowledge of mantling/dismantling scaffoldings
6. Knowledge of work regulations
7. Knowledge of insulation types
8. Knowledge of environment impact on plaster works
9. Knowledge and skills in using plaster tools and equipment
10. Knowledge and skills in carrying out decorative plaster works (e.g. mosaic, ornamental elements, etc.)
11. Knowledge and skills in reading technical drawings
12. Waste management skills
13. Basic knowledge of electrical equipment
14. Basic knowledge of electricity
15. Basic knowledge in mathematics
16. Basic knowledge of Labour Code
17. Basic knowledge in chemistry
18. First Aid skills
19. Communication skills

Tools, Equipment & Materials

1. Axe
2. Hammer
3. Trowel
4. Mason's float (big, small)
5. Shovel
6. Water level
7. Hydrometer
8. Plumb line
9. Tongs
10. Brush
11. Saw
12. Bucket
13. Metal shears
14. Leveller
15. Meter (band)
16. Right angle
17. Corners
18. Nails
19. Cord
20. Rope
21. Spatula
22. Paint brush
23. Windlass
24. Wire shears
25. Mason's ladle
26. Small container
27. Container for mortar
28. Sieve for sand
29. Sieve for mortar
30. Barrow
31. Wheel trolley
32. Concrete mixer
33. Compressor
34. Drilling machine
35. Mobile plaster station
36. Polishing machine
37. Perforating machine
38. Table
39. Scaffolding
40. Ladder
41. Rulers for jambs
42. Metal screeds
43. Broom
44. Brazing torch
45. Mixer
46. Sand paper
47. Adhesive tape
48. Knife
49. Plastic film
50. Sponge
51. Crow-bar
52. Lath
53. Boiler
54. Safety belt
55. Smoothing trowel
56. Professional gear (casket, overalls, gloves, boots, rubber boots, glasses, respirator mask)
57. Mosaic polishing machine
58. Emery stones
59. Wire brush
60. Water tank
61. Hose
62. Water
63. Sand
64. Dry mixture
65. Gravel chippings
66. Cement
67. Haydite
68. Plaster rubbish
69. Gypsum
70. Gypsum plasterboard
71. Membrane
72. Glass wool
73. Foamed plastic
74. Wire mesh
75. Glass fiber
76. Lime
77. Glue for dry mixture
78. Antirust substances
79. Grounding
80. Primer
81. Decorative materials (mini-granite etc.)
82. Marble chips
83. Glue for foamed plastic
84. Chemical substances

Future Trends & Concerns

1. Application of new technologies, construction materials and equipment will improve the quality and effectiveness of work
2. Increased use of mechanical equipment
3. Increase of job opportunities due to extension of construction works in Moldova
4. Work conditions and wages will gradually improve in this field
5. Replacement of natural materials with artificial ones

DACUM Research Chart for

Plasterer

Category 4

DACUM Panel

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DUTIES	TASKS						
A Organize work place	A-1 Analyze work order	A-2 Apply protective gear	A-3 Fence the work area	A-4 Set up material storage area	A-5 Collect tools, equipment and materials	A-6 Arrange tools, equipment and machinery on the work site	A-7 Mantle scaffolding
	A-8 Apply protective cover (e.g. on door, window, etc.)	A-9 Clean the surface	A-10 Obtain instructions from technical personnel (e.g. plumber, electrician)	A-11 Report on state of the work area to superior	A-12 Consult electrician on power supply (e.g. lighting, high voltage)	A-13 Ground the surface	A-14 Prepare plaster mixture
B Plaster interior and exterior surfaces	B-1 Trace out the surface	B-2 Apply mesh (e.g. metal, plastic)	B-3 Apply screeds (e.g. plaster, metal)	B-4 Apply binding coat	B-5 Apply base coat	B-6 Level the surface	B-7 Plaster corners
	B-8 Apply jambs (e.g. doors, windows)	B-9 Check quality of coating	B-10 Remove metal screeds	B-11 Apply final coat	B-12 Smooth the surface	* B-13 Apply glass fiber mesh	*B-14 Putty the base surface
	*B-15 Sand the surface	*B-16 Apply decorative coat					
C Cast the floor	C-1 Level the ground	C-2 Press the ground	C-3 Cast crushed stone	C-4 Cast sand	C-5 Apply haydite, insulating materials	C-6 Apply stabilizing coat on haydite	C-7 Apply mortar
	* C-8 Apply mosaic layer						
D Carry out dry plaster work	D-1 Apply flexible insulation materials (e.g. glass wool)	D-2 Apply rigid insulation materials (e.g. foam plastic)	D-3 Apply primer	D-4 Apply hydro insulation (e.g. wall, floor, ceiling)	D-5 Apply plaster board on surfaces	D-6 Adjust joints (e.g. gypsum plaster board, foamed plastic, glass wool)	D-7 Shape decorative elements (from foam plastic)
	D-8 Fix decorative elements on the surface	D-9 Finalize the decorative elements (e.g. putty, polish, coat)					
E Renovate plastered surfaces	E-1 Analyze the surface visually and manually	E-2 Determine the surface parts to be repaired	E-3 Remove damaged/hollow plaster parts	E-4 Hollow out the cracks on the surface	E-5 Determine composition of plaster	E-6 Prepare the surface for the next layer of plaster	E-7 Re-plaster the damaged parts of the surface
F Finalize work	F-1 Dismantle scaffolding	F-2 Load equipment and materials into the truck	F-3 Unload equipment and materials to the storage place	F-4 Clean tools and equipment	F-5 Hand in materials and equipment	F-6 Tidy up the work area	F-7 Dispose of waste
	F-8 Report on accomplished work						

*These activities are mainly performed by specialized Plasterers.

DACUM Research Chart for

Pastry Cook
Category 4

Produced by

SOMEC
Moldovan Occupational Standards, Assessment and Certification

INBAS

swisscontact

With support from

INBAS / Swisscontact

On behalf of

Ministry of Economy and Trade of the Republic of Moldova
and
Swiss Agency for Development and Cooperation (SDC)

Chisinau, Republic of Moldova
May 23 – 26, 2006

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DACUM Research Chart for PASTRY COOK

Worker Behaviours

1. Creative
2. Responsible
3. Team player
4. Be tidy
5. Be physically fit
6. Eager to learn new things
7. Time conscious
8. Keen on details (preparation, decoration, etc.)
9. Energetic
10. Well-organized
11. Flexible
12. Patient

General Knowledge and Skills

1. Knowledge in basic mathematics
2. Measurement skills
3. Knowledge and skills in using equipment
4. Knowledge of sanitary and hygiene rules and norms
5. Knowledge of technological process of preparing semi-products (sponge dough, meringue, pound cake etc.)
6. Knowledge of occupational terminology
7. Knowledge of safety and health measures
8. Knowledge of standards in the occupational field
9. Basic knowledge of Labour Code
10. Basic knowledge of microbiology (bacteria, microbes)
11. Skills in ornamenting pastry products
12. Product shaping skills
13. Skills in performing multiple tasks
14. Developed sensorial skills (smell, taste, colour etc.)
15. Communication skills
16. Knowledge of products' properties
17. Knowledge of basic chemistry
18. Learning skills
19. First Aid skills
20. Sense of aesthetics

Tools, Equipment & Materials

1. Dangle mixer
2. Mixer
3. Laminator
4. Oven
5. Electric stove
6. Sieve
7. Cooling room
8. Freezer
9. Refrigerator
10. Blender
11. Grater
12. Electronic scales
13. Cooling table
14. Yeasting cupboard
15. Moulding machine
16. Dough divider
17. Chocolate melter
18. Deep-fryer
19. Coffee grinder
20. Waffle iron
21. Egg tester
22. Chocolate gun
23. Assorted trays
24. Moulds
25. Knives
26. Forks
27. Scissors
28. Piping bags
29. Tips
30. Spatulas
31. Drainer
32. Stuffer
33. Pastry spoons
34. Roller
35. Pastry pencils
36. Brushes
37. Thermometer
38. Measuring jug
39. Assorted vessels
40. Dosimeter
41. Leveller
42. Pastry toolkit (piping bags, tips, colouring powder, etc.)
43. Gloves
44. Apron
45. Corporate clothing

Future Trends & Concerns

1. Automatization of work will increase
2. Computerization of work will increase
3. New technologies & processes will be applied
4. Certain semi-products may be outsourced
5. Specialization in the job may increase
6. A wider variety of ingredients and semi-products will be available
7. Increase of imported products
8. More opportunities for exporting Moldovan products overseas
9. Usage of eco-bio products will increase

Pastry Products

Cakes
Small cakes
Pies
Patties
Biscuits
Rolls (sweet and others)
Pancakes
Buns
Muffins
Quiche
Waffles
Spice-cakes
Bagles
Doughnuts
Souffle
Mousse
Croissants
Tarts

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DACUM Research Chart for PASTRY COOK

DUTIES	TASKS						
A Observe sanitary & hygiene rules & norms	A-1 Take medical check-up	A-2 Follow sanitary rules/regulations in production	A-3 Apply personal hygiene	A-4 Apply professional gear (e.g. gown, gloves, bonnet etc.)	A-5 Clean work area tools and equipment	A-6 Arrange tools and equipment at workplace	A-7 Keep informed on sanitary rules and norms
B Organize work process	B-1 Obtain work order & instructions	B-2 Observe work schedule	B-3 Participate in training	B-4 Report on accidents, damages	B-5 Provide on-job training to apprentices	B-6 Report on quality and quantity of received raw material to superior	B-7 Discuss production issues with superior
	B-8 Discuss new products with processing department	B-9 Report on performed work					
C Prepare ingredients	C-1 Calculate the amount of ingredients for product	C-2 Weigh ingredients	C-3 Wash ingredients (e.g. fruits, vegetables etc.)	C-4 Peel ingredients (e.g. fruits, vegetables etc.)	C-5 Dry ingredients (e.g. fruits, vegetables etc.)	C-6 Cut ingredients into pieces	C-7 Boil ingredients (e.g. syrup, eggs etc.)
	C-8 Grind ingredients	C-9 Soak ingredients	C-10 Filter ingredients	C-11 Sift ingredients			
D Prepare semi-products	D-1 Calculate the amount of ingredients for the semi-product	D-2 Obtain ingredients from warehouse according to work order	D-3 Set environment to conditions required for maturing of dough	D-4 Melt ingredient (e.g. butter, chocolate)	D-5 Knead dough	D-6 Stratify layers of dough	D-7 Crush ingredients (e.g. nuts, dough, biscuits etc.)
	D-8 Mould dough	D-9 Dry ingredients (e.g. nuts, dough, backed products)	D-10 Beat the cream	D-11 Prepare syrup	D-12 Mix ingredients for cream and filling	D-13 Shape decorative elements from marzipan, caramel, cream (e.g. petals, flowers, leaves, etc.)	D-14 Shape semi products
	D-15 Prepare fudge						
E Bake product	E-1 Prepare baking trays (e.g. grease with oil, butter)	E-2 Apply topping on product	E-3 Set baking temperature and time range	E-4 Place product in oven	E-5 Supervise baking process	E-6 Take out product from oven	
F Prepare final product	F-1 Fill product with cream, filling etc.	F-2 Shape the product	F-3 Apply cream, jelly on product	F-4 Powder product (e.g. nuts, cocoa, coconut flakes etc.)	F-5 Glaze product with jelly, chocolate, cream etc.	F-6 Portion the product	F-7 Compare weight of product with norms of recipe
	F-8 Taste the product	F-9 Ornament the product	F-10 Place decorations on product (e.g. fruits, shapes)	F-11 Cool off/freeze the product			
G Prepare product for sales	G-1 Weigh the product	G-2 Conduct organoleptic analysis of product (e.g. colour, smell, taste etc.)	G-3 Prepare packaging for product (e.g. boxes)	G-4 Package the product	G-5 Label the product	G-6 Record product data on label/packaging	G-7 Set up storage temperature of product
	G-8 Store the product						

Evaluation of SDC's
Vocational Skills Development Activities

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Desk Study-Based Project Case Study No. 3

Nepal
National Skill Testing Board

7F-05036

Draft

Requested by:
Swiss Agency for Development and Cooperation (SDC)

Author:
Prof. Philipp Gonon supported by Silke Pieneck

Zurich, February 21st, 2011

Table of Contents

Acronyms

AAC	Accredited Assessment Centres
ADB	Asian Development Bank
AIDS	Acquired Immuno Deficiency Syndrome
CTEVT	Council for Technical Education and Vocational Training
DAG	Disadvantaged Groups
DFID	Department of International Development
EF	Employment Fund
EFA	Education for All
EFS	Employment Fund Secretariat
EOT	End of Training
GDI	Gross National Income
GDP	Gross Domestic Product
GoN	Government of Nepal
GTZ	German Association for Technical Cooperation
HIV	Human Immuno Deficiency Virus
IDP	Internally Displaced People
NLFS	Nepal Labor Force Survey
NPR	Nepali Rupees
NSTB	National Skill Testing Board
NSTBP	National Skill Testing Board Project
NVQ	Nepal Vocational Qualifications Framework
PTTC	Pokhara Tourism Training Centre
SDC	Swiss Agency for Development and Cooperation
SEP	Skills for Employment Project
SESP	Secondary Education Support Program
SLC	School Leaving Certificate
TITI	Training Institute for Technical Instruction

TTP	Technical Training Providers
TVET	Technical Education and Vocational Training
VSD	Vocational Skills Development
WTO	World Trade Organisation
YPO	Yearly Plan of Operation

1 Intervention Context

1.1 Economic and Political Situation

Nepal, officially called the Federal Democratic Republic of Nepal, is a landlocked country situated in South Asia. It covers an area of 147,181 km² and is located in the Himalayas bordered to the north by the People's Republic of China, and to the south, east, and west by

the Republic of India. Kathmandu, the nation's capital, is situated in the central region of Nepal. The size of Nepal's population was 28.8 millions in 2008 with only 16% living in an urban area (World Bank, 2009). According to the Human Development Index, Nepal is considered to be a poor country with low human development, ranked 138th out of 169 (United Nations Development Programme, 2010). Consequently, the GNI per capita was low with US$ 400 in 2008 compared to the mean of South Asia with US$ 986. Overall, 31% of the Nepalese population was still living below the national poverty line in 2008 (World Bank, 2009). Wide gaps in the high density interconnection exist between different regions: Districts in the Far and Mid West have only half of the index of Kathmandu. Furthermore, infant mortality is slightly lower than in the rest of South Asia as well as life expectancy at birth is with an average of 67 years slightly above the South Asian average. With a literacy rate of 57%, only half of the Nepalese population has had access to education at all (World Bank, 2009).

The labour market of Nepal is still clearly dominated by the agricultural sector. Since at least the 1960s this sector has often provided nearly half of the gross domestic product (GDP) and employed most of the population. However, the sectors contribution to economy has started to decline. In 2008 agriculture accounted for around 33.7% of Nepal's GDP followed by industry (16.7%) and manufacturing (7.4%) (World Bank, 2009). With a trade to GDP ratio of about 38 percent and virtually no quantitative restrictions, Nepal is among South Asia's most open and trade-dependent economies. Over the 1990s exports, though volatile, have been growing and there still seems to be potential for further growth which was stimulated by the fact that Nepal became the 147th member of the WTO in 2004. Thereby, Nepal faces many challenges and opportunities in enhancing its capacity and competitiveness which demand trade policy reforms to improve the overall climate for investment as well as reforms of the labour and financial market (World Bank, 2010).

A major problem of the Nepalese economy is its high amount of child workers. With an estimated 2.4 millions of children aged five to 14 years working, child labor is still a common phenomenon in Nepalese society. The labor force participation rate for people aged 15 and older is with 86% respectively high, reflecting high participation rates among women (81%) and aged (Asian Development Bank, 2006). According to the Nepal Labor Force Survey (NLFS) only 1.5 million Nepalese are regular paid employees in various economic sectors, whereas unpaid family workers comprise 4.1 millions including self employed workers (3.8 millions).

The political situation is still volatile in Nepal. Due to the people's movement and the increased international pressure, the country has only recently experienced peaceful democracy after 11 years of armed conflict that had as one of its main courses the exclusion of large numbers of social groups from political, social and economic processes. Consequently, there are huge inequalities between different regions of the country (i.e. the Mid- and Far West of Nepal) which contribute to the fact that migration from rural to urban areas and to India, the Middle-East and even beyond has drastically increased over the past years. But after recent political changes, many displaced citizens have started to return to their villages (Nepal: Raising the Impact of National Skill Testing, 2010, p. 2). Apart from migration, other issues like unemployment and poverty are regarded as great challenges as well (Sharma, S. & Kumar Sen, P., 2005). According to the current rather depressed economic situation, maintaining peace and social progress are serious challenges.

1.2 Education and Training System: Key Features and Challenges

Not considering pre-primary education and the differentiation at the tertiary level, the general Nepali education system comprises five educational levels as follows:

- Primary Education (5 years)
- Lower Secondary Education (3 years)
- Secondary Education leading to the school-leaving certificate- SLC (2 years)
- Higher Secondary Education (2 years; 10+2 system)
- Tertiary education

Outside the general education and the TVET system the government and donors support adult literacy programmes, non-formal education programmes, livelihood support training, employment oriented skills training and lifelong learning opportunities. According to the report of Vocational Pathways consolidated figures and data on such programmes are not available.

The high drop out rate of general - especially primary - education which is also the first major exit point from the general education system for many Nepalese is a great problem. Since 2004, the enrolment in primary education has increased. In 2008/09, the total number of children enrolled in primary level education was 4.87 million (Department of Education Nepal, 2009). Gender parity has here been achieved with around 50% of the students being girls. But 20% of all children in the school going age never participated in any kind of primary education and the drop out rate was even higher especially in the rural areas (Department of Education Nepal, 2009, p. 23). In fact, only 62% of the Nepalese students completed primary education at all and somewhat more than 80% of these students moved on to secondary level in 2007 (UNESCO Institute for Statistics, 2010). Also disparities between girls and boys start with fewer intakes of girls than boys in lower schooling levels and widens at upper grades due to the low rate in grade progression and completion of Nepalese girls. Despite providing scholarships for the deprived children to increase the access in (primary) education, the Nepal Education Report claims that the reaching of these out-of-school children is a very great challenge for the ministry.

Another key issue of Nepal's education system is the decreasing of adult illiteracy from 70% in 1990 to 46% in 2001. In 2008 57.9% of adults and 80.8% of youth were considered being literate (Department of Education Nepal, 2009). Gender inequality is strikingly apparent in the adult literacy rate where only 35% of females compared to 63% of males are literate. The literacy rate in Nepal is also highly dependent on geographical districts of the country. Revealing that an overwhelming majority of *Tarai* districts in Central and Eastern development regions, as well as hills and mountain districts in the Midwest and Far west development regions have the lowest literacy levels (Central - 55,1%; East - 57,2%; Midwest - 52% and Far west - 54,1% (Department of Education Nepal, 2009, p. 31)). The lowest literacy rate (55.6% of the total 15+ population) across all development regions can be found in the mountain areas. Here, literacy rate among female (43.3%) is much lower as compared with male (70.7%). The highest literacy has the western hill region, which includes the *Pokhara* valley (Department of Education Nepal, 2009).

In Technical and Vocational Education and Training (TVET), the Council for Technical Education and Vocational Training (CTEVT) offers and supports formal TVET in many public and private training centres. The access to these institutions is strictly limited to students who passed grade 10th exam from the general education system or achieving the so-called School Leaving Certificate (SLC). Apart from that, a formal TVET system with different exit points below grade ten of the general education system is non-existent in Nepal so far. So, for the majority of Nepalese youth (around 500,000 each year) who drop out of school before reaching grade ten, the TVET system offers only short-term courses without any development prospect and thus fails to link them with the world of work effectively. Due to the lack of specific skills or lack of recognition of the acquired skills, most of them remain either unemployed or under-employed. The current TVET system does not offer them alternative career pathways and therefore most working careers of school drop-outs end in a deadlock (Nepal: Raising the Impact of National Skill Testing, 2010, p. 2). Therefore, it is not surprising

that Nepal's workforce lacks the required skills for domestic as well as for overseas labour markets which makes a TVET system that ensures various learning and training opportunities at all levels highly necessary.

2 Project Description

2.1 Aims and Objectives

According to the Final Report of the National Skill Testing Board Project (NSTBP), "the project goal during the current phase is to make NSTB certificates increasingly popular and recognised in domestic as well as the relevant segments of foreign labour markets. In the long run, the NSTB certificates shall be recognised as Nepal's national vocational qualifications for non-academic people "(NSTB External Review, 2010, p. 6).

The (purpose) outcome is that test candidates of the NSTB certificates perform increasingly well in Nepalese and foreign labour markets and as small scale self-entrepreneurs in the formal and informal sectors of economy.

To contribute to the outcome, the Board's planned results at the present project period are as follows:

- Guarantee of inclusion and access to assessment and certification services at entry level for all citizens with a focus on integration of disadvantaged groups of Nepalese society *(Outcome 1).*
- Upward mobility shall be secured by widening the competency levels and securing broad application through measures like providing assessment services and issuing certificates to an increasing proportion of labour force that cover most relevant occupations in the national economy *(Outcome 2).*
- Expansion of NSTB's capacity in terms of increasing the number of capable and trusted outsourcing partners as well as enhancing the secured autonomy by improved organisational structure, management, and technical professionalism *(Outcome 3).*
- Sustaining and improving the financial performance of NSTB to ensure long-time sustainability and expansion of services *(Outcome 4).*

The aims of the NSTB project has also to be seen in the context and in linkage with the Swiss support to the Skills for Employment Project (SEP), the Employment Fund and F-Skill. These programmes are designed to encourage and facilitate the emergence of a TEVT market in Nepal through the provision of financial support to (private) Technical Training Providers (TTP) who, in turn, target potential learners from disadvantaged strata of the society.

2.2 Phases/Implementation of the Project

In general skill testing dates back to the mid 1980s in Nepal, when a statutory Skill Testing Authority was established and started working. In 1989 the Council for Technical Education and Vocational Training (CTEVT) integrated Nepal's skill testing services into their administration services. In the wake of the discussion on competency-based-training the idea of skill testing underwent an international revival.

During 2000 till 2002, this revival reached Nepal's skill testing system as well and the re-establishment of the skill testing division (now NSTB) for an 18 months pilot project with assistance from SDC Nepal was managed. In this phase, the annual skill testing output was

increased from 200 to 300 tests annually, a database with 4,600 items was established and a cross reference of coding Nepal's standard classification of occupation was developed. Besides that, important institutional changes took place. In the course of 2005 a new, concise skill testing policy and an outsourcing concept was formulated by the Board and additionally the first five year business plan of the project was introduced. Since then, the internal organisation of the secretariat has been turned from a trade-based into a functional system and the range of the skill testing programmes has been widened on both horizontal and vertical level (Unknown Author, 2010, p. 3). Hence, more occupations and a wider span of competence levels are covered.

In 2007 a bilateral agreement between the Government of Nepal (GoN) and Switzerland was signed to continue the SDC cooperation aiming at *"Raising the Impact of National Skill Testing Services in Nepal"* for a first phase (from January 01, 2007 to December 31, 2010) to support achieving the board's strategy (Bhandari et al., 2010, p. 6).

An overview over the activities of the SDC in the area of vocational training is provided by the following table.

Period	Project	SAP Nr.	CHF spent until 02/11
01/2000-12/2002	**Training for Employment** Orientierungsphase 1	7F-00631.01	1.190.000
01/2003-03/2008	TfE Phase 2	7F-00631.02	2.150.000
07/2002-06/2003	**Franchising SKILL Approach (F-Skill)** Preparatory phase 1	7F-01751.01	180.000
05/2003-03/2008	F-Skill phase 2	7F-01751.02	3.340.000
05/2008-04/2011	F-Skill phase 3	7F-01751.03	1.320.000
07/1999-06/2003	**Technical Instructors Training** Phase 4	7F-03146.04	3.420.000
07/2003-08/2007	Phase 5	7F-03146.05	2.270.000
07/2004-06/2009	**TEVT Sub-sector Policy Development**	7F-00681.01.23/27/52/77 7F-02734.10.21	170.000
11/2007-10/2010	**Technical Assistance to Skill for Employment (Asian Development Bank)**	7F-05694.01	610.000
01/2000-12/2002	**Strengthening Skill Testing Activities**	7F-00681.01.04	100.000
01/2007-12/2011	**Raising the Impact of National Skill Testing** Phase 1	7F-05036.01	820.000
01/2012-12/2015	Planned phase 2 *(4 mio planned, credit proposal (CP) to be approved)*	7F-05036.02	-
01/2011-12/2013	**Employment Fund** Phase 1 *(3 Mio planned, CP approved)*	7F-06976.01	-
01/2014-12/2017	Phase 2 *(3 Mio*	7F-06976.02	-

	planned, CP to be approved)		
TOTAL spent			**15.570.000**

Source: SDC credit proposals and SAP data

2.3 Project Documentation

The NSTB secretariat prepares a Yearly Plan of Operation (YPO) and an Annual Progress Report which are submitted to the Steering Committee for appraisal and approval as well as to NSTB and SDC. Additionally, at the end of 2009 an external review organised by SDC took place.

3 Project Evaluation

The following project evaluation concerning the NSTB project was done on the basis of the NSTB External Review – Final Report merely. Unfortunately, other documents of NSTB were not provided for this evaluation report by SDC. Due to the fact that a comprehensive evaluation is extremely difficult on such little data, Mr. Gunter Kohlheyer, who accompanied and thus knows the project very well, was so kind to provide an insight into NSTB for us personally by explaining and answering the most important questions via telephone.

3.1 Relevance

> To what extent are SDC's VSD approaches relevant in reference to the needs in the specific context s where SDC is active?

As already discussed in 1.2 of this report, VSD is a key issue in the Nepalese educational system as there is apparently no career-oriented TVET system for most Nepalese who drop out of school before finishing class ten. Due to the volatile political situation in the country, donor support to develop a functioning TVET system that links these people with the world of work was completely absent in the years of conflict (Pfeiffer, H., 2009, p. 2). Hence, a large number of Nepalese people has not received any kind of vocational education and training and remain either unemployed or under-employed and consequently poor.

The NSTB-project addresses this key issue directly and includes large and so far mainly uneducated socio-economically less privileged sections of the adolescent population into the skilled Nepalese workforce. Through certification of existent vocational skills, NSTB offers formal recognition to those who gained their levels of competencies mostly during non-formal modes of learning or training on-the-job so far. By doing so, pride and self-confidence of these workers may increase which will improve their livelihood and lead to reduction of poverty in Nepal (Unknown Author, 2010, p. 4).

NSTB in general contributes to the constitution of vocational qualification standards and thus to the establishment of a Nepalese education system greatly because it accredits the level of qualification that test candidates have by certification. This process in turn contributes to the installation and acceptance of a qualification framework in Nepal which encompasses all the vocational qualifications a candidate should acquire on the basis of a given qualification. It also enables a learner to move between different qualifications. Various factors which already affect or will affect Nepal and the Nepalese society in the future like competency based training, disadvantaged as target groups, life-long learning, quality assurance and free trade stimulated the introduction of qualification frameworks on national levels of other countries (GTZ, 2010, p. 6). NSTB certificates enable Nepalese people to use their qualifications in other education systems or countries without losing the value of the acquired qualifications. It increases for example the following individual career aspects: flexibility, mobility, progression and portability (GTZ, 2010, p. 7). Since NSTB is the only project that recognizes vocational skills in Nepal, it is considered to be highly important for the development and implementation of a comprehensive education system and its qualification frameworks because without it Nepalese people do not have the chance to accredit their vocational skills elsewhere.

> To what extent are SDC's VSD approaches relevant for other donors' activities in the field of VSD and how do they relate to them?

NSTB in connection with SEP, EF and F-Skill are generally being acknowledged as important projects doing pioneering in the development of a sustainable TVET system in Nepal. The programme of NSTB was also made mandatory by the other sponsoring organizations (SEP and EF) for the training of Technical Training Provider (TTP) which they support financially.

"Parallel to its support for NSTB SDC assisted the Government of Nepal in formulating a new policy on Technical Education/Vocational Training (also termed: Skills Development) since 2004 (initially under direct SDC support, and from 2007 onwards as a component of the GoN/ADB/SDC project on "Training for Employment"). The emerging policy (first release promulgated in January 2008 by the Ministry of Education) had five foci: Expansion, Inclusion, Integration, Relevance und Funding. The policy is presently in the process of re-formulation; while maintaining the foci the subsectors of "Vocational Training" and "Professional Education" are now seen as separate policy areas. An official announcement is expected during summer 2010" (Kohlheyer, G., Support to the National Skills Testing Board, 2010, p. 3).

A further analysis and final statement on to what extent are SDC's VSD approaches relevant for other donors' activities in the field of VSD and how do they relate to them
cannot be made by means of the external review

3.2 Effectiveness

> To what extent have the outcomes of SDC's VSD interventions been achieved in regard of reaching the targeted population, notably with regard to catering poor and disadvantaged people, women and girls, ethnic minorities and people living in remote areas into VSD programmes?

In the years 2008-2010, 58'743 persons were tested. One of the main focuses of NSTB was the inclusion of economically poor households which suffer from caste, gender or ethnic based discriminations into their skill testing. Here, NSTB has over achieved its target of 35% by testing 2009 about 48% of applicants from disadvantaged groups (DAG). Compared to the result of 2007 which was 20% NSTB has clearly doubled the intake of socio-economically disadvantaged individuals. Another indicator for the inclusion of *DAGs* was the fact that 90% of the tests were conducted on very low or the lately introduced Entry Level of the test competency ladder because these groups normally do not have higher levels of skills and have only recently received training at all (Bhandari et al., 2010, p.13).

The regional distribution or outreach of the NSTB activities has also developed in a positive way as most of the skill testing was conducted in the central area and the rest was equally distributed among the other four regions of Nepal (Bhandari et al., 2010, p. 8).

However, these figures have been achieved without a clearly formulated strategy of NSTB of how to address DAGs generally. The higher participation of DAGs in NSTB is simply a result of the enhancement of EOT testing and of a policy taken by other sponsoring organisations like SEP, EF who made skill testing mandatory for the training they support financially. Hence, the participation of DAGs into NSTB testing may not be sustainable yet. On the other hand, in *regularly conducted skill tests* where NSTB addresses and DAGs directly, the numbers of supported participants was extremely low. In 2009, only 217 out of 17,205 participants received financial support for testing from NSTB (Bhandari et al., 2010, p.13).

It is also reported that pass rates of the participants depending on level and occupation vary greatly between 50 and 90%. This somewhat puts into perspective the data above which captured only applicants - not graduates - of NSTB certification.

Besides these above mentioned figures, it is very difficult now as well as in the external review to conduct any trend analysis concerning the inclusion of DAGs as the data were scattered and available data were not in the same pattern. In order to track the progress of inclusion of DAGs precisely, a separate database would be required in the near future or else a person who is responsible for the implementation and monitoring of the inclusion of DAGs could provide NSTB with a regular feedback on these topics. Based on the information available, a continuative analysis other than above and a conclusion on this matter are just not possible at the moment.

> To what extent have the outcomes of SDC's VSD interventions been achieved in regard of providing beneficiaries with the skills demanded by the labour market?

On the quantitative aspect, the social demand for training provided by NSTB is high in Nepal (s. 1.2). This is emphasized by the remarkably high numbers of skill tests conducted in 2009 which were 17,205 in total compared to 9,506 skill tests in 2008 (Bhandari et al., 2010, p.10). Hence, with the current capacities of NSTB it is not possible to meet this demand unless NSTB is able to acquire more outsourcing partners or to involve the Nepalese government to a higher extent.

On the qualitative aspect, NSTB tries to meet the skills demanded by the labour market as all offered certification is based on NVQ. Additionally, the project advises the providers of training classes to use standards as a basis for their programme design that are developed by using DACUM. The curricula of the training providers were elaborated on the basis of occupational standards that are regularly updated (Nepal Government's Policy of 2065, 2007, p. 3).

In order to meet the certification needs of the labour market, NSTB carries out testing over a wide span of fives levels of competence, starting at a very basic level enabling everybody to enter the certification system, leading up to a sub-professional level. The project has always stressed the necessity of whole qualifications, too. Units were never considered useful in terms of the labour market nor used. Presently, the emphasis is on Level 1 and 2 (helpers and semi-skilled workers), in order to allow candidates of short-term and non-formal skill development classes to gain recognition. Furthermore, "NSTB has regulated the transition from one level of competence to the next higher one" (GTZ, 2010, p. 100).

Beyond that, 19 so-called Sector Co-ordinators who should provide linkages to businesses and industries that may need and employ certificate holders were appointed. The review team concluded that roles and functions of the Sector Co-ordinators were not clearly defined and that the communication among them is not sufficiently structured (Bhandari et al., 2010, p.12).

On behalf of the available data, it can be concluded that NSTB undertakes quite some action to improve the demanded skills on the qualitative aspect as it was demonstrated above. But as no reliable data which concern the employability of the test candidates was made accessible to the review team, a final statement whether the candidates will be able to meet the skills demanded by the labour market or not cannot be made so far. In the long run, the employability of the candidates has to meet the requirements of the Nepalese and even of the world economy. Consequently, the market demand will decide whether and to what extend the VSD interventions have been successful in regard of providing beneficiaries with the skills demanded by the labour market. In case VSD has been successful the demand for NSTB certification will be increased and in turn also decrease when the interventions that were made have failed.

According to Mr. Kohlheyer a field study that detects the success from the test candidates on the labour market precisely will be accomplished by TITI in 2011.

> To what extent have the outcomes of SDC's VSD interventions been achieved in regard of improving the quality of training organisations (curricula, trainers, etc.)?

As discussed above, NSTB is an agency that accredits the informally acquired vocational qualifications of people in Nepal by certification. For this purpose, it provides occupational standards for about 150 occupations in industry, agriculture, health and tourism, including the informal sector and so-called cottage industry (GTZ, 2010, p. 99). According to the GTZ, "the emerging framework is to include all vocational qualifications up to post-secondary level, with a political emphasis on addressing the issues of access, inclusion and permeability" (GTZ, 2010, p. 99). Besides, all occupational standards provided by NSTB are based on available NVQ that reflect industry standards and experience continuously updating in line with economic, technical and organisational changes. The current internal organisational / functional structure of NSTB was judged to be appropriate in principle.

Since the project uses an indicative approach, it "does not develop or assist in the development of curricula" (GTZ, Qualifications Frameworks and their relevance for Development Cooperation in TVET, 2010, p. 102). But NSTB strongly suggests the providers of short-term classes to use the former developed qualification standards as a basis for their programme design. A curriculum development division (mainly for long-term secondary technical education) exists under CTVET which bases their work on NSTB standards as well. NSTB engaged the curriculum division in the execution of DACUM workshops where vocational profiles, so-called standards, were developed.

As NSTB focuses on the aspect of evaluation and thus certification of occupational skills, SDC's support nowadays emphasis test item development which is done by professional item developers. NSTB has outsourced both - DACUM workshops and Test Item Development- to its partner organisations and pays them for such services. "They are regarded "investment" and covered by the foreign donor (SDC) or by influential course providers" (GTZ, 2010, p. 101).

In sum, it is a matter of fact that improving the quality of training organisations and curricula does not take place within the NSTB project and is thus not relevant for the success of NSTB. The evaluation of external NSTB partner organisations which are active in the section of curricula development (DACUM workshops) or in providing training courses has to be done separately and is insofar not an issue of this document. On that account a meaningful statement about the outcomes of SDC's VSD interventions in regard of improving the quality of training organisations (curricula, trainers, etc.) cannot be made at this point.

3.3 Impact

> To what extent have access to employment and income of targeted beneficiaries been increased through SDC's interventions?

Whether and to what extent the targeted beneficiaries have had access to employment and income in labour markets (domestic and foreign) and as small scale entrepreneurs both in the formal and informal economy can not reliably be answered.
Some evidence found supported the project's hypothesis whereas other arguments found were highly contradictory.

Training providers supported by EF responded that around 80% of graduates undergoing skill testing would find employment afterwards (NSTB External Review, 2010, p.14). But since this benchmark of 80% is mandatory for full cost recovery, this result is not surprising.

A subsequent study made by NSTB concluded that 85% of graduates considered the maintained certificate being helpful or very helpful in order to get employment or to be upgraded at the current place of employment. Most of the employers contacted over the phone stated that they would employ a greater amount of certificate holders in the future. About 90% of the certificate holders reported that the certificate had an impact on their earning situation and 85% thought that their social status had been improved by the certificate (NSTB External Review, 2010, p.14).

However, there were also some striking and non successful stories conducted by certificate holders. Most of the participants (around 60) interviewed by NSTB in focal group meetings responded that the certificate was not relevant when looking for employment – or they had already been employed when coming for the skills test.

Some indicators found during the field phase make the above mentioned 80% target fulfilment highly doubtable as well. Hence, there is still too little reliable evidence to conclude whether the project has significantly contributed to an improved access to employment or to an increased income for beneficiaries or not.

3.4 Sustainability

> To what extent are VSD benefits provided by SDC's activities and interventions sustainable, in particular of ensured continuity of financial and human resources?

The financial performance of NSTB has improved and ensures long-term sustainability by expansion of services. The earnings from testing and certification have increased to NPRs 24.07 million in 2009 (targeted were NPRs 15.8 million).

Showing the commitment of GoN and SDC towards NSTB policy, the allocation of funds has increased considerably. In 2009, the GoN contributed NPRs 22.88 million and the SCD NPRs 10.5 million to the project that were mainly spent for development tasks such as developing occupational profiles, updating occupational skill standards, providing data bases, training of assessors, activities related to the inclusion of DAGs, staff development and orientation of collaborating partners.

Mainly through EOT, the earnings rose from NPRs. 7.57 million in 2008 to NPRs 24.07 million in 2009. The deficit incurred by organizing regular skill testing was fully compensated by the income made through organizing skill testing at realistic fees. The overall surplus of NSTB in 2009 was NPRs 12.34 million which clearly exceeded the targeted NPRs 4.6 million.

In sum, the financial performance of the project is quite satisfactory. Although the financial stability and sustainability of the project still depends completely on donor funded training (SEP, EF), the future of NSTB's financial stability may not be seen too critical because due to the economic and social situation of post-conflict Nepal, the Employment & Training Fund will, most probably, be profiting from long-term commitment and sponsoring by the donor community.

Although NSTB aims at the inclusion of socially disadvantaged groups, it has not been able to install an equally balanced proportion of gender in its own institution. Only 16% of the NSTB staff is considered to be female while the majority of 84% are males. Besides, no

women can be found on managerial level) (NSTB – National Skill Testing Board External Review, 2010, p. 9).

At the same timer, there is an inequality in relation to caste/ethnicity and positions. Mostly men from Brahmin/Chhettri/Thakuri and Newar castes can be found in the total staff composition (45% B/C/T and 35% Newar) whereas no Janajati works in a managerial position(NSTB – National Skill Testing Board External Review, 2010, p. 9).

All in all, NSTB is aware of its staff disparities but since it is under the personnel authority of CTEVT, the influence NSTB has to improve its staff composition is very limited. In order to do so, NSTB needs to be given personnel autonomy by CTEVT.

For the current phase, NSTB made provisions to build up the capacity of the Board through secured autonomy especially in terms of personnel and financial matters. In 2007 by-laws defining expanded autonomy were formulated but never submitted by CTEVT. Anyhow, the Board has been proofed functional in some way (NSTB External Review, 2010, p.11).

"Internally, the NSTB secretariat is following a functional team approach which has been appropriate to attend to its tasks. Besides the Director, four Deputy Directors are in place to guide and manage a team of about thirty staff" (NSTB External Review, 2010, p.11). This lean structure was appreciated and found to be effective by the external review team.

The NSTB staff salaries which are based on government pay scales are considered to be very poor that is why payment of performance based incentives is indispensable in the future and thus highly recommended. But nevertheless, NSTB staff still seems to be motivated as 555 tests per staff member were carried out in 2009 (NSTB External Review, 2010, p.11).

NSTB has also managed to established collaborations with 77 partners (TTP) for skill testing purposes, with two partners to design related instruments (i.e. occupational profiles and test items) and to train NSTB assessors which have been 400 until today. In terms of development instruments and training of assessors, NSTB has committed two outsourcing partners: TITI (for assessor training and development of test items) and BTTC (for development of OP and test items).

The continuity and sustainability of the organisational structure and of the human resources of NSTB, especially in respect of the assessors, is given by the above outlined structures. An increased autonomy of the Board which would for example enhance the motivation of NSTB staff tremendously by granting incentives would be strongly advisable. "The review team received strong signals from the management of CTEVT and the Secretary of Ministry of Education that respective By-Laws granting expanded autonomy to the Board of NSTB would probably be approved and endorsed if and when they were tabled" (NSTB External Review, 2010, p.12).

> In which way have reporting and evaluation processes led to higher awareness vis-à-vis a sustainable, long term impact of the projects?

As laid out in Chapter 2.3, the secretariat prepares a Yearly Plan of Operation (YPO) and an Annual Progress Report which are submitted to the Steering Committee for appraisal and approval as well as to NSTB and SDC.

Additionally, at the end of 2009 an external review organised by SDC took place. "The purpose of the external review was two fold: On one hand, the review was to assess the achievement of results during the first project phase with a special focus on the outcome (purpose) and output level. On the other hand, the review's findings and recommendations

shall feed into the planning of a potential next project phase" (NSTB External Review, 2010, p. 7).

These reporting methods with their integrated control mechanisms in the form of the Steering Committee and SDC should contribute to a continuous improvement of all NSTB activities and thus contribute to sustainable results of the project.

> What is SDC's influence in strengthening national VSD frameworks (e.g. public private partnerships, certification and accreditation of VSD courses, curriculum development, career guidance)?

Although having limited autonomy in policy, personnel and financial matters, NSTB can be considered already to be the nucleus of an NVQ-Authority at the moment. NSTB certificates on different levels have in fact turned through the official recognition of NSTB certificates for public employment in 2003 into National Qualifications. Thereby, the popularity of the certificates has increased which led to an awareness of the positive effects of a national qualification framework. The awareness for the need of VSD frameworks and therefore certification is also slowly rising as many stakeholders of the project emphasised that the NSTB skill certificates should be made obligatory for foreign employment to increase the skill levels of the migrant labour force in the medium and long term. But it is also reported that despite the official recognition some subsequent public and private organisations and offices still ignore the certificates

To turn NSTB into an Authority for Vocational Qualifications, it would have to be granted full autonomy in all policy, staff and financial matters and requires an Act of Parliament. If NSTB became an Authority, occupational standards, assessment and certification procedures, bandwidth and progression levels for testing and certification currently in place and practised would not differ in principle. Such an extend autonomy would without a doubt facilitate rapid further development of concepts, products and services.

Regarding the development of private and public partnerships NSTB has contracted only two outsourcing partners only: TITI (for assessor training and development of test items) and BTTC (for development of OP and test items). NSTB management justifies the slow implementation of the outsourcing concept with their concern about quality of services delivery. The review team concluded negatively that NSTB staff tries to involve directly as much as possible in development tasks and field work (conducting of tests, even acting as assessors) because they can earn extra money through such extra activities. NSTB has to increase its team substantially or provide extra staff incentives to increase the number of skill tests in future.

Furthermore, NSTB has managed to established collaborations with 77 partners (TTP) for the purpose of skill testing. But this outsourcing concept and plan is still at a very early stage as 72 of the 77 partners only make their venues and equipment to NSTB staff available (NSTB External Review, 2010, p.12). Five of them are so-called "Accredited Assessment Centres (AAC)" and thus should have more autonomy. But even in the case of ACC, NSTB appraises the test results and issues the certificates.

SDC's influence has contributed greatly to the strengthening of VSD frameworks in Nepal and thus can be considered to be strong. Within the scope of NSTB, testing vocational skills and its certification gained public recognition and acceptance. The popularity of the certificates has increased greatly and led to an awareness of the positive effects of a national qualification framework. The outsourcing concept and plan to enhance certification possibilities in Nepal through collaborations with external partners is another step to

strengthen VSD frameworks further. So, NSTB can be called the nucleus of an NVQ-Authority at the moment.

Are SDC's VSD interventions sensitive for the risk of establishing parallel structures?

During the actual project phase, the goal of NSTB was to make its certificates more and more popular and recognised in domestic as well as the relevant segments of foreign labour markets. The NSTB system shall be considered to be Nepal's national vocational qualifications for non-academic people in the long term.

According to the external review "due to the nature of the project logical framework, such an impact cannot be expected to be achieved by the project alone, and not during a first phase of three years only" (NSTB External Review, 2010, p.14). But it would take much more time and even more testing to confidently conclude whether this aim is being achieved stepwise. Nevertheless, the review team found some indications that the project might be on the right way as follows (NSTB External Review, 2010, p.15):

- The GoN gazetted the recognition of NSTB certificates for public employment in 2003.
- CTEVT decided in March 2010 that short courses offered by affiliated training providers to be skill tested gradually.
- For solar and biogas installations, skill certificates are recognised formally.
- Cases where NSTB certificates facilitate eligibility for micro loans for self-employment.
- Reports by training providers that the certificates were instrumental for *skilled* foreign employment (i.e. cooks).

On the other hand, there was also some evidence found that despite of governmental recognition of the certificates in 2003, several public organisations still ignore NSTB certificates.

Implementing a fully fledged NVQF is a long term endeavour (several decades) and requires substantial financial resources for its development and operation. In its actual form, NSTB can be considered already to be the nucleus of an NVQ Authority in Nepal, though with too limited autonomy in policy, personnel and financial matters. As pointed out above, most of the funds and donors including the GoN have been used to support other Swiss projects like SEP, F-Skill etc. which aims and structure are very similar and therefore helped to strengthen NSTB. A risk of establishing parallel structures or other certification organisations does not exist.

4 Conclusions

The overall objective whether and to which extent the NSTB has contributed to increase the popularity and recognition of the NSTB certificates in domestic as well as in foreign markets could not be answered yet. The research team figured that after such a short duration of project time of only three years, it is still too early to confidently conclude whether this goal is being achieved or not. Nevertheless, there are some indications which need substantially more testing but suggest that the project is on the right way.

Applying the original aims of the NSTB project plan to judge the achievements of it, it can be figured that the project performed reasonably well by achieving (NSTB External Review, 2010, p. 18):

- ▪ **Output 1** on inclusion of disadvantaged target groups *quite well*,

- ▪ **Output 2** on delivery of quality testing and certification services *remarkably well* in quantitative terms with some *weaknesses* in terms *of quality*,

- ▪ **Output 3** on internal capacity building, external networking with co-operating partners and a secured autonomy *not so well*,

- ▪ **Output 4** on financial performance and sustainability *very well in terms of performance, less well yet in terms of sustainability.*

As seen above, the review team considered internal capacity building, expanded autonomy as well as the external capacity development in terms of a still very limited utilisation of a network of co-operating partners to be critical **(Output 3).** These areas are fundamental for future expansion of NSTB's sustainability.

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Evaluation of SDC's Vocational Skills Development (VSD) Activities

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Fieldwork-Based Project Case Study No 4.

Nicaragua

"Mejoramiento de las Competencias para la Empleabilidad de Jóvenes en Nicaragua"

Project number 7F-80027

Draft

Requested by:

Swiss Agency for Development and Cooperation (SDC)

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Acronyms

AECID	Agencia Española de Cooperación Internacional para el Desarrollo
CFP	Centros de Formación Profesional
COSUDE	Agencia Suiza de Cooperación para el Desarrollo (Spanish name for SDC)
DCL	Desarrollo de Competencias Laborales
DED	Deutscher Entwicklungsdienst
GRUN	Gobierno de Reconciliación y Unidad Nacional (National Unity and Reconciliation Goverment)
GTZ	Gesellschaft für Technische Zusammenarbeit
IDB	Interamerican Development Bank
ILO	International Labour Organization
IMF	International Monetary Fund
INATEC	Instituto Nacional Tecnológico
MDG	Millenium Development Goals
MITRAB	Ministerio de Trabajo
MSME	Micro, small and medium enterprises
SDC	Swiss Agency for Development and Cooperation
SECO	Swiss State Secretariat for Economic Affairs
TVET	Technical Vocational Education Training
UNICEF	United Nations International Children's Emergency Fund
UNIDO	United Nations Industrial Development Organization
USAID	United States Agency for International Development
VET	Vocational Education Training
VSD	Vocational Skills Development

1   Background

The project under evaluation is the program "Improving Employability Skills of Young People in Nicaragua" ("Mejoramiento de las Competencias para la Empleabilidad de Jóvenes en Nicaragua"), also referred in documents as "Labour Skills Development" (Desarrollo de Competencias Laborales – DCL), supported by SDC since 2007 through INATEC (Project INATEC – COSUDE is also an alternative name, used mainly with financial purpose).

The present desk study is based on a number of fundamental texts and project documents to which the evaluation team had access on the occasion of the Inception Workshop. Also the personal communication via telephone and e-mail with staff of INATEC as well as with previous consultants and SDC personnel in Nicaragua were very helpful. Based on the data and results listed in detail in these more comprehensive studies, the purpose of this desk study is a summary assessment of the programme's relevance, effectiveness, impacts and sustainability.

2   Intervention context

2.1   Country brief

Nicaragua is the largest country in Central America. It covers a total area of 130, 373.5 square kilometers and contains a diversity of climates and terrains. The country's physical geography divides it into three major zones: Pacific lowlands, the wetter, cooler central highlands, and the Caribbean lowlands. The climate is cooler in highland and tropical in lowland. It is surrounded by Pacific Ocean on western, Costa Rica on the Southern, Honduras on the northern and Caribbean Sea on the eastern border (see Annex 1). Nicaragua Geography comprises a land covered with mountains, rivers, volcanoes and sea (INTUR, 2010).

Nicaragua is the most sparsely populated country in Central America. Two thirds of its five million inhabitants are concentrated in the Pacific region (15% of the country's total surface) that includes the capital Managua and the former capitals León and Granada. The urbanization process is rapid and continuous. Today some 1.5 million Nicaraguans live abroad (mostly in the USA and in Costa Rica). Their remittances ("remesas familiares") constitute a third of the country's foreign currency income (ÖFSE, 2010, p. 2).

The economy still has a primarily export-oriented structure that goes back to the expansion of coffee cultivation in the late 19th century. Nicaragua continues to be a mostly agricultural country with a predominantly export-oriented agriculture. The local industry (in particular small and medium-sized companies) is not competitive at the international level. In the European Commission's Country Strategy Paper the following is stated:

"Quality standards and controls are needed, together with new technologies and clear policies and rules. The country should take advantage of opportunities in international market liberalization, and shift from an industrialization model based on "maquilas" to a more competitive one, with more added value, modern technologies, better employment conditions and environmental commitments, including compliance with labour laws" (EC, 2007, p. 13).

Years of political conflict, natural disasters and a civil war, together with unfavourable economic conditions have left Nicaragua the second poorest nation in the region after Haiti (World Bank , 2011). According to international estimates, 50% of the population live below the poverty line. This means that more than two million people are poverty-stricken (especially in rural areas), while the richest 20% of the population get 64% of the total income – an income gap that tends to widen further. Nonetheless, in the framework of its poverty reduction strategy, the Nicaraguan government plans to more than halve the

proportion of people living in absolute poverty by 2015 (from 19.4% in 1993 to 9.3% in 2015). This strategy was accepted by the World Bank and the IMF in 2001; however, since 2006 (when Daniel Ortega won the presidential election) new strategies have been pursued, while it is still uncertain whether they will receive international acceptance. All in all, the following can be stated:

> *"As far as the MDG are concerned, Nicaragua has been able to make some progress during the last few years. Even so, the country has a long way to go to reduce maternal mortality and improve access to decent sanitation. The World Bank takes it for granted that with increased commitment and additional funding the country will be able to curb the number of people suffering from hunger and the child and infant mortality by 2015 (World Bank 2008, p. 50)"* (ÖFSE, 2010, p. 4)*.*

Poverty in Nicaragua mainly affects the rural areas where two in three Nicaraguans are poor. This situation as well as the unequal distribution of income and opportunities mentioned earlier plus the non-participatory political system entails a certain disintegration of the society that translates into a "serious lack of social cohesion" (EC, 2007, p. 9). This gives rise to numerous mentality barriers that often undermine efforts in favour of economic growth, sound/social development or environmental sustainability.

2.2 Education and training system: Key features and challenges

Most Latin American countries have adopted world-market-oriented reforms since the 1990s, after industrialisation policies focused on the domestic market failed. The same is true for Nicaragua. Since the 1990 general election, when the Marxist-Leninist Sandinista government was defeated, the country has been going through "profound political and economic changes" (BMBF, 2010, p. 1) that also pose major challenges for the education and, more specifically, the vocational training system. The illiteracy rate stands at 23% and the funds budgeted for primary and secondary education and for vocational training are still "far below international standards" (EC, 2007, p. 10). Progress made with regard to education under the Sandinista government[1] was impressive, but has largely been watered down by an ever more insufficient education system, even during the most recent years. As a consequence of the neoliberal austerity measures adopted by various governments, Nicaragua's teachers are among the lowest paid in all Latin America, while the cutting of state funding and subsequent underfinancing of education has lowered the efficiency of schools and training institutions. As one of the consequences of this underfinancing, it was "under the disguise of school autonomy […] that the public schools had to raise parents' contributions for enrolment at school, for building projects and teaching materials" (GIZ, 2010).

The changes undertaken by the government in the area of economic reforms had important consequences for the social sector, including education, which is charged with developing skills and competences. A new concept of the role of the state and its relation to the various social agents was being generalised. The Nicaraguan state in the nineties was not only being cut back in terms of size by drastically reducing the number of employees, but was also changing the nature of its interventions and its relation to other social and economic agents. The education system was no an exception, and also underwent modifications in its organisation. It was declared that the Ministry of Education was in charge of primary and secondary education, while technical education and vocational training were made a responsibility of INATEC. Thus decree 3-91 created INATEC as the entity "responsible for administrating, organising, planning, supervising and evaluating activities in the national

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[1] Through nation-wide literacy campaigns in 1980-81 the Sandinistas managed to significantly reduce the illiteracy rate that was 50% in the beginning. Compulsory schooling for all children between the age of 6 and 13, in place since 1979, also resulted in an increase of secondary school students and students at the—mostly private—universities.

training and technical education systems." INATEC offers professional training and technical studies at its thirty-three centres nationwide. However, it must operate a total of 55 centres, including subsidised state centres. It also offers education programmes at approximately 350 attached private centres.

In both, the training and technical education streams, there are three major sectors in which courses are taught: agriculture/livestock and forestry (13% of enrolment in 2006), industry and construction (19%) and trade and services (68%). These numbers have remained relatively stable since 1991, reflecting the low demand for education/training in agriculture/livestock and forestry, despite the fact that Nicaragua is a country with a basically agricultural economy (Vijil, Castillo, Vado, Elvir, & Castro, 2007, pp. 17, 20, 40).

According to Castillo & Elvir (2009) major challenge of the Nicaraguan educational system remains to provide the country's young people with the appropriate skills necessary for their economic inclusion. The country has experienced many difficulties in responding to this challenge. On the one hand, although effective skills development policies are an important vehicle for both economic growth and poverty alleviation, and are increasingly recognized as such by most national actors, the professional and technical training education sector is still an overlooked area in which scarce public resources are invested. On the other hand, there are several factors that prevent national actors and international donors from working together to address skills development in an articulated way, particularly for the coherent integration of all programs and activities into a common work plan under a strategic framework of Education for Employment.

Some of the difficulties are explained by Jacinto & Sassera (2008) who say that the execution of policies has been hampered mainly by budget limitations and restrictions on the resources allocated to education and vocational training centres. In the last fifteen years scant resources have been allocated to the education sector, and the shortfall is particularly acute in the area of technical education and training. There have been calls for more effective leadership in government organizations in order to improve coordination with international cooperation. There are so many different programmes and projects that it seems that efforts are being dispersed in different sectors because of changes in administration, a lack of policy continuity, and the rotation of staff from one state office to another, which makes follow-up difficult.

2.3 Key activities of other bilateral / multilateral donors in TVET

According to Vijil et al (2007, p. 54), international cooperation in TVET has been important to the country. Funds from this source have allowed the government to meet needs that would have otherwise been difficult to meet in view of the budget restrictions that the country faces. Overall, resources from foreign cooperation have financed an estimated 30% of the education budget.

Policies in this field are supported by a number of agencies like AECID, SDC, GTZ, the German Social Cooperation Service (DED), the United States Agency for International Development (USAID), Lux-Development, the ILO, the United Nations Industrial Development Organization (UNIDO), UNICEF, the IDB, the World Bank, the European Commission, CARE, and the governments of Norway, Holland, Japan, South Korea and Taiwan. Some of the above provide direct support through the INATEC, others operate through the Ministry of Education or the Ministry of Labour, and others work directly with centres that are members of the INATEC or other local organizations (Jacinto & Sassera, 2008, p. 38).

Actually, INATEC has a funding support of around 36 million USD, in a wide range of projects (see in Annex 3 a detailed list of projects from 2000 to 2011 provided by INATEC).

3 SDC's VSD activities in Nicaragua

Swiss Cooperation in Nicaragua is inclusive on the regional strategy for Central America. Nicaragua, as well as Honduras, are priority countries in this region. Swiss Cooperation has a 25 year trajectory in Central America, and accumulated an important capital of experience and partnerships, creating goodwill not only in-country but also in multilateral fora. Living-up to the global MDG commitments by investing in poor countries were such track record of Swiss Cooperation exists makes sense from a development effectiveness perspective. Deepening the partnership with Nicaragua and Honduras, and indirectly with the whole region, because of the increased regional integration dynamics, lies in the long-term interest of Swiss foreign policy, although in the short-term, other interests with regard to trade, migration or security may appear of minor importance of Switzerland (SECO; SDC, 2007, p. 7).

3.1 SDC's priorities as described in SDC's country strategy programmes

The thematic priorities are in line with those of the national poverty reduction strategies and development plans. Additional criteria for their selection are: experiences, partnerships and comparative advantages based on the cooperation to-date; potential for new development partnerships, division of labour between and complementarities with other donors, and added value of the Swiss cooperation. The thematic priorities for cooperation are (*idem* pp.10-11):

1. Micro, small and medium enterprises (MSME) development: this approach promotes capacity development and empowerment of the target population, organizational strengthening of service providers, promoting collaboration among actors involved in value chains, and strengthening capacities to influence equitable policies.
2. Governance and public finances: this includes strengthening transparency, accountability and results-orientation in public finance management by means of technical assistance and general budget support.
3. Infrastructure and local basic services: the strategy is to promote a decentralized approach working with municipalities, local enterprises and user groups, and to engage concomitantly in sector reforms. Special attention is placed on developing capacities for the economically viable management of water systems, including by means of public-private partnerships, at local and national levels.

3.2 SDC's VSD activities in detail (2000-2008)

SDC's VSD activities in Nicaragua are under the first thematic priority, a demand-oriented vocational training (Skills Development). SDC has had an overall competitiveness and oriented economic policy towards job creation and towards ensuring a level playing field for small enterprises and small farmers. In this frame was proposed and developed the project Programa "Mejoramiento de las Competencias para la Empleabilidad de Jóvenes en Nicaragua" (DCL) carried out by INATEC in Nueva Segovia, Masaya, Chinandega, Matagalpa and Bluefields. The target population includes entrepreneurs, employees of MSMEs and farmers, as well as youth with limited financial resources to acquire skills needed to compete in the job market, both in rural or peri-urban zones.

4 Project description

4.1 Aims and objectives

According to logic frame provided by INATEC and prepared on 2007, the main purpose of the project was to help improve the employability and labour insertion of young people with low opportunities, mainly from rural and marginal urban areas. By that time the following objectives were proposed:

1. To design and validate a national system for monitoring and evaluating the quality of youth job training with a focus on skills.
2. To strengthen the capacity of training centres, public or private, to expand young people's access to a range of job training for employability.
3. To create and strengthen structures and mechanisms for coordination and articulation of national and local strategies which make possible a variety of youth job training in accordance with the requirements of national and local development.

The actual plan for 2011, presents as general objective a slightly modified version: to extend the access of the target population to an innovative job skills training for employability and job placement (access, permanence and development) and aims to address the precarious quality of employment, especially in areas where access to vocational training is low or non-existent, and thus contribute to promote the employability of young people reducing social problems caused by unemployment (Fajardo, 2010, p. 6).

To achieve its goals the program has actually the following strategic objectives:

- Development and validation of a national system to standardise monitor and evaluate the quality of skills-based vocational education and training (VET) for young people;
- Promotion of institutional capacities of state-run and private centres offering labour-market-related VET with the aim of giving young people access to VET that is labour-market-relevant and generates employment.
- Development and promotion of instances and mechanisms to coordinate and articulate various aspects of the occupational qualification for young people between different institutions at the local and national level, taking into account the specific development requirements; and
- The supporting unit manages the programme strategically and efficiently to ensure the institutional opening towards the VSD focus.

4.2 Phases of the project

During the formulation of the project, two phases were considered (INATEC, 2007, p. 4):

- First Phase (June 2007-June 2010): Construction of the program, development and testing of instruments for monitoring system and quality certification of centers providing services.

- Second Phase (2010-2012): Expansion and institutionalization, the objective is to reproduce de successful models through new centers.

Additional phases were conditioned to the results of the evaluation of these phases. However, from a second source via e-mail, we were informed that SDC and the government of Nicaragua have agreed to develop the Building Capacities National Program for Youth Training and Labor Insertion, which will last twelve years with a budget of 12 million CHF. The Program will go through three phases:

- The first phase will last three years and a 3 million Swiss francs budget has been established. In this phase, the program will set the regulatory, methodological, legal, financial and technical conditions to establish the basis for creating a youth training program of a permanent nature.

- In the second phase and progressively, the program will be institutionalized within the partner institutions in a National Youth Labour Training Program.

- The third phase of the program is entirely in the hands of the National Youth Job Training Program, with the support of SDC, at this stage, purely on a financial and technical way.

4.3 Project documentation

DOCUMENT NAME	YEAR	TYPE OF DOCUMENT
Informe Anual 2008 y Plan Operativo 2009	2008	Progress Reports
Informe Anual 2009 y Plan Operativo 2010	2009	Progress Reports
The Relationship Between Skills Development, Education and Labour Policies Within a Wider Cross-Sector Context : Evidence From Nicaragua	2009	Research
Revisión externa de medio término	2010	Evaluation
Formulación del Plan Operativo 2011	2010	Consultance

4.4 Implementation of the project

The project contributes to providing institutional support to INATEC by offering conceptual, technical, administrative and methodological assistance and follow-up in an intent to strengthen INATEC's ability to develop and put into practice an occupational training of young people which stressed on vocational skills development. Thus an effort is made to overcome the discrepancy between offer and demand in INATEC's training programmes, both in terms of quantity and quality. Most important are the efforts to improve the employment opportunities of more young people and thus make a substantial contribution to the overarching aim of poverty reduction.

Basically, the 2008 and 2010 progress reports describe a successful project implementation. For example the 2009 progress report depicts in great detail the numerous activities and individual measures that were selected and put into practice so as to reach the objectives – all of them clearly related with the four strategic objectives and the expected results. After all, the degree to which the objectives of the programme were reached is apparently very high and is also proof of an efficient project management.

So meanwhile the development of a national certification and VSD framework figures among the priorities of INATEC's institutional policy, as can be seen not least from the plans to propagate the Swiss-funded concepts, strategies and procedures to other sectors as well. Responsible persons at INATEC are proud of their achievements: So far, over 3,000 young people (aged 16 to 30) completed their training successfully, with 60% of them being females.

Risks should not be ignored; the last evaluation report mentions the following: 1) risks related to political will; 2) risks related to the lack of interest of young and teachers; 3) risks related to the participation of third-parts; and, 4) risks related with a wrong selection of courses (Fajardo, 2010, pp. 34-35).

5   Project evaluation

This evaluation is an analysis guided by the key questions of the comprehensive impact assessment of the Swiss development cooperation in the field of VET; therefore in many regards it cannot be as differentiated as the available exhaustive progress controls of INATEC's project of "labour training".

5.1   Relevance

> To what extent are SDC's VSD approaches relevant in reference to the needs in the specific context where SDC is active?

The existing reports show that the project has considerable relevance with regard to the partner's own policies. This is highlighted in particular by the activities and achievements reported in the context of the strategic objectives number 1 and 2:

- The institutional capacities of the management and competent units were strengthened significantly. In this context just think of the large number of certified employees in a wide range of jobs and the involvement and participation of companies that specifically asked for such a certification (cp. INATEC - COSUDE, 2008, p. 6).

- The concepts and approaches of the project could be translated effectively into a decentralised structure (in the regions of Matagalpa, Bluefields, Masaya and Chinandega).

- A remarkable further training and supervision effect was reached at the level of the trainers and instructors (150 of 523), of the CFPs (Centros de Formación Professional) as well as at the central office (ibid, p. 6 f.).

Fajardo (2010, p. 13) analyzes the relevance of the Program in the framework of national policies and strategy of SDC for Central America and concludes that it has a strong correspondence with the statements and guidelines of the National Policy of GRUN raised in the National Human Development Plan of the Government, as well as with the Policy and Institutional Strategies of INATEC and with the new strategies for TEVT. The program also is consistent and aligned with the strategy of the Swiss Cooperation for Central America 2007-2012.

> To what extent are SDC's VSD approaches relevant for other donors' activities in the field of VSD and how do they relate to them?

As far as this question can be answered from the available documents, the efforts to help Nicaragua develop efficient approaches to poverty-reducing and labour-market-oriented VET have in fact led to synergy effects. This refers in particular to the German development cooperation, because Germany spent many years seeking to qualify trainers and instructors, strengthen the labour market orientation and encourage employment-generating VET for marginalised groups, while it pursued similar conceptual aims and objectives (cp. BMBF 2007). The most important donors comprise 14 European countries, including Switzerland with CHF15 million per year and Germany with EUR13 million – in addition to Canada, the USA and international institutions. All in all, it is estimated that this "international aid" with an overall volume of round about USD500 million makes up a third part of the national budget.

For this reason, the harsher tone noticeable since June 2008 between the Ortega administration and the donor countries has put many things into question. While donors felt uneasy because of perceived deficits of the Ortega government regarding the rule of law and democracy and expressed their criticism – in a joint donor declaration there was talk of a "reduction of democratic spaces". The Ortega government has had a not traditional, sceptic and even disrespectful point of view in regard to donors (for details see Knecht, 2008). Unfortunately, especially because of Nicaragua's vulnerability and dependence on international donors, such attitude damages the atmosphere and easily cause setbacks with regard to what has been achieved. As a consequence, some donors have already considered to withdraw from the country.

5.2 Effectiveness

> To what extent have the outcomes of SDC's VSD interventions been achieved in regard of reaching the target population, notably with regard to catering to poor and disadvantaged people, women and girls, ethnic minorities and people living in remote areas into VSD programmes?

According to Vijil et al (2007) among the overall target population, there were more persons who found themselves excluded from the VET policies than beneficiaries. Therefore is a significant demand for education and technical training, but by the time there were only limited supply or access to these resources by the younger workers, who are the majority in Nicaragua. Academic requirements, tuition and the poverty in which almost half the population lives, were the major factors leading to exclusion.

Congruent in that context, the DLC Program defined as target group: 1) people aged between 15 and 29, from the lowest household income, preferably embedded in an education program but with few opportunities to access training; 2) young men and women, employed or unemployed, who have the knowledge and technical skills a job requires, however, do not have a certificate; 3) teachers, managers and administrative who support the centers (ibid, p. 14).

During this desk study, some important details can be found in the project progress report. All of them suggest that a positive effect can be confirmed with regard to this point:

- For example, it is reported that with the help of the newly developed methods and capacities ("actores locales y 8 CFP") 1420 young people could participate in 71 courses of "capacitación laboral", while 897 young people (474 of them women) successfully completed their training courses—this means that the objective was reached up to 63% only, but still this is an effective achievement of the objective, considering the specific circumstances (e.g. lack of resources) (INATEC - COSUDE, 2008, p. 6).

- Likewise the efforts to promote the self-employment skills of young people need to be stressed, even if the number of 138 young people reached (79 of them women) leaves room for improvement (as the recommendations and/or announcements in the 2008 report also suggest).

- An effective work with the target group: 91% of the admitted young people could successfully complete their training (53% of them women), which means that 63% of the objective was reached (in comparison with the projected objective) (INATEC, 2009, p. 13).

Among achievements in 2009 (COSUDE - INATEC, 2010) we can see that in fact they are oriented to the defined target group. However, it is a striking fact that from a total of 71 courses planned only 47 has been performed (65%), and from 1420 participants planned only 897 have graduated (63%). Desertion seems to be a problem in this program, for example from 410 empiric workers registered in different courses, only 294 come to the end and only 247 got their certification. A total of 157 docents were trained and 60 participants were in management positions. There is not gender approach on this program and participants are almost in the same ratio according to their gender. However in the intermediary evaluation report (Fajardo & Araujo, 2010) a gender approach is suggested and operationalized as a transversal axis in the program.

> To what extent have the outcomes of SDC's VSD interventions been achieved in regard of providing beneficiaries with the skills demanded by the labour market?

From 1991 to 2006, a field study shows that there was a "disconnection" between education opportunities and the country's development needs (Vijil, Castillo, Vado, Elvir, & Castro, 2007, p. 41).

However, in this case there is no doubt that the efforts to involve suitable local partners have been successful. It is reported that in Matagalpa, Bluefields and Nueva Segovia local protagonists have been identified who participate in the committees' work to specify labour-market-relevant competences and contribute to establishing functioning networks with businesses at the regional level and the development of suitable recruitment, curricular planning and qualification models. The demand-driven development of 71 courses in 8 CFPs on the basis of the strategy that was developed to identify the demand is also a prove of that.

At the same time, it could be seen that the efforts to create a national job catalogue could not yet be completed, but progress is expected here for 2010 as well. Nonetheless the reports show clearly that INATEC was systematically engaged in promoting the dialogue about the topic (and criteria) of national VET development: by organising exchanges, workshops and fairs, which are an important step towards a more effective homogenisation of such activities and models.[2]

> To what extent have the outcomes of SDC's VSD interventions been achieved in regard of improving the quality of training organisations (curricula, trainers, etc.)?

No systematic comparative values are available, but the number of curricula and models developed so far and the—above mentioned—number of trainers and responsible persons who have undergone training is remarkable. This can be seen not least from the 2009 evaluation that examines the degree to which the objectives were reached in great detail (INATEC, 2009), but is not going to be repeated here. All in all, it is quite clear that the project could make substantial progress in improving the infrastructure and teaching quality of the INATEC centres. So curricular committees were formed, selected courses were validated and new curricula were developed and accredited. What is especially important is that the curricula department of INATEC was strengthened and will be able to work independently in the future when it comes to reviewing and updating curricula with a focus on VSD (cp. INATEC 2009).

A crucial objective of the project was to develop and validate a quality assurance system for the monitoring and evaluation of VSD-focused training courses. The most essential elements

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[2]   These include the "Foro Juvenil de Articulación pública y privada para la Empleabilidad", the "Foro Nacional INATEC y sus desafios en la Nicaragua del siglo XXI", the "Primera Feria Nacional Tecnológica", and others.

of such a system could be developed at 20 centres for 57 courses (with 981 graduates) (ibid).

5.3 Impact

> To what extent have access to employment and income of target beneficiaries been increased through SDC's interventions?

After three years of implementation there are not follow-up studies with alumni to answer this question, however a partial study at the Instituto Politécnico Cristóbal Colón in Bluefields revealed that 12% of the graduates get self-employed afterwards—a significant success that can be extended further. This shows that the developed training courses are suitable to open up opportunities for employment generation.

> Which is the value added by programmes that were designed along the lines of the dual model of vocational training?

The project does not aim at introducing a dual system; instead the improvement of curricula and training courses at the INATEC centres are key: These courses are supposed to become more relevant for businesses, to give also and especially underprivileged youths concrete prospects of employment and income. These effects could be achieved.

Nonetheless, every labour market orientation must also be oriented in companies, i.e. such programmes must be linked clearly with the expectations of business owners and their needs. A number of mechanisms were implemented that help business people and companies in the region to participate in the further development of the VSD courses. More generally speaking, this sort of company orientation can be termed as "dual", although some key elements of the dual VET system are missing (e.g. didactical instruction at the companies).

5.4 Sustainability

> To what extent are VSD benefits provided by SDC's activities and interventions sustainable, in particular, in terms of ensured continuity and human resources?

Sustainability can only be judged reliably after the project is completed. Notwithstanding, based on the existing evaluations, an assessment can be made about whether and in how far essential factors required to ensure sustainability have been taken into account. This seems to be the case. In particular, this can be seen from the development of capacities as mentioned earlier on (development and practical implementation of monitoring and evaluation activities) and the comparatively clear focus on the further training for trainers and instructors (INATEC, 2009, p. 14).

The creation and implementation of inter-institutional networks (with local businesses) is seen in a similar way: The implementation and promotion of such networks for the implementation of locally adjusted, demand-driven VET is an important requirement to make the project impact sustainable.

It is important to keep in mind that there is a general perception about projects in VET field, where the follow-up and evaluation processes are considered weak and ill defined. There is little knowledge of the effects and impacts that the skills development and labour competences activities are having upon the beneficiary population, given that there exist no studies, reports or analyses that might throw light on the situation students find themselves in once they graduate. Nor are there any studies that describe their insertion to the workforce

as a result of the education or training received (see Vijil, Castillo, Vado, Elvir, & Castro, 2007, p. 7). In this regard it is recommended that INATEC coordinates efforts with MITRAB to monitor the effect that education opportunities are having on the job market and thus establish greater correlation between public policies in the education and labour sectors.

> In which way have reporting and evaluation processes led to higher awareness vis-à-vis a sustainable, long-term impact of the project?

This question is difficult to answer. There are good reasons to believe that the entire project planning and implementation is deliberately laid out in a process-oriented way—with distinct elements of a formative evaluation through contacts between INATEC's institutions and the regional companies. At the same time, statements made in the evaluation reports accurately describe the degree to which the objectives were reached.

> What is SDC's influence in strengthening national VSC frameworks (e.g. public-private partnership, certification and accreditation of VSD courses, curriculum development, career guidance)?

The Swiss project has contributed significantly to the development of a certification system and the curricular development of VSD courses, which is visible from the numbers presented in the evaluation reports. Also the program contributes direct to INATEC's mission and vision. It is important too that actions and results of the project are added to policies and strategies of INATEC.

5.5   Overall comment on the project

In many respects SDC's Nicaragua project follows the systemic concepts of sustainable VET-related development cooperation under changing economic and social conditions: In doing so, public underfunding and donor dependence, the reduction and/or modification of the state's responsibilities in the VET sector and the tensions that have flared in the past between the Nicaraguan government and the donor community are only the most essential challenges in this poor Latin American country.

The following system elements deserve special mentioning at this point, which the Swiss project is able to bundle effectively:

- Multi-component approach: Combination of the different components of an integrative capacity-building approach for the responsible institutions to improve the institutional, conceptual and didactic quality of VET (including standardisation and validation);

- Networking approach: Deliberate formation of networks among the competent institutions at the local and national level; and

- Competence approach: Focusing on a strategy of demand-driven vocational skill development with the aim to effectively close the bridge between VET and employment.

There are good reasons to believe that the project could already achieve a lot of success in its implementation, although a number of hints can also be interpreted to the effect that the systematic training and development of key personnel should be realised in a much more efficient way to secure the success of the cooperation also in terms of staff. If you follow the assessment of Fajardo (2010), the project seems to be embedded sufficiently into the

national and institutional strategies of the partner country, at least at the level of the published documents. Nonetheless the challenges mentioned above put the flexibility, patience and perseverance of the VET-related development cooperation to test. Therefore the VET-related development cooperation with Nicaragua with its good concepts can be qualified as successful, even though it is constantly jeopardised by the above mentioned challenges – a constellation that is unlikely to change very soon.

6 Conclusions

The project can be assessed as effective and sustainable. In particular the target group of beneficiaries ("young people without income prospects, including a high proportion of women") is reached and a significant improvement of their employment and income opportunities can be observed.

At the same time the project has an indirect approach: The infrastructure-related, curricular and didactic capacities of certain INATEC centres are strengthened, while at the same time developing key elements for a national certification and VET system (e.g. by establishing procedures and reviewing curricula), in a mostly exemplary way.

It is obvious that the Swiss VSD intervention is able to articulate its approaches and contributions with a clear focus on the poor and thus significantly contributes to improving the situation of poor young people.

7 To be considered

DCL is a relatively young project. Recently a prolongation has been approved for a period of twelve years. In order to assure the success they have until now, we recommend to keep a vision of future, therefor we would like to highlight the following:

- Since no gender approach has been considered from the beginnings, the inclusion of it will be crucial in following phases.

- Previous analysis show that there are different factors affecting not only access to vocational training but also desertion rates. It is highly recommended to analyze the causes of desertion and to design strategies which increase the likelihood that a high number of participants stay in the courses until the end.

- In relation with results on 2009, effectiveness should be improved.

- Training in project management for responsible staff of the project will be very helpful in assuring a quality project management, bearing in mind the difficulties inherent of a system where job stability is not the rule.

- Transparence was a good feature during this desk study, all documents asked were immediately provided by INATEC staff. However, to avoid future gaps, we want to insist in the importance of documentation as a key factor for objective posterior evaluations. Periodical self-evaluation, analysis to improvement, monitoring system, quality standards, external evaluations, statistical information and all kind of studies which guarantee a well done project.

- In order to ensure sustainability after the SDC cooperation finished, an exit phase should be planned.

- The training offers should respond to the changing demand of the labor market. Training offers don't have to be necessarily traditional. Therefore periodical demand studies should be executed.

8   Literature

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9 Annexes

9.1 Country map

9.2 Overview of persons interviewed (via telephone or e-mail)

9.2.1 SDC representatives

- José-Luis Sandino, SDC NPO in charge of the program. (joseluis.sandino@sdc.net)

9.2.2 Public servants representing implementing agencies (national / local level)

- Osbaldo Jara, Programme manager – INATEC (ojara@inatec.edu.ni)

- Sarly Chavarria – INATEC (schavarria@inatec.edu.ni)

9.2.3 Others

- Raúl Fajardo – Consultant (mc2group@competitividad.net)

9.3 List of INATEC's projects with bilateral or multilateral donors in TVET: a) since 2000 to 2007; b) from 2008 to 2011.

a) Source: (Vijil, Castillo, Vado, Elvir, & Castro, 2007)

DONOR	PROJECT NAME	PERIOD OF TIME
Grand Duchy of Luxembourg	Promotion local of employment and income generation through work technologies (PRO-EMPLEO project).	2001 – 2004
VVOB Belgium	Project to prepare brochures on how to teach oneself competences in electricity, electronics and industrial mechanics for nationwide use by INATEC.	2000- 2002
Spain	Work adjustment for the disabled.	2000
EU	Strengthening of the education sector in the areas affected by Hurricane Mitch in Nicaragua. PRRAC/N/SE/01/038	2002 – 2005
AIF (loan) managed by MAGFOR PTA	Agriculture Technology Project – SETAC.	2002 – 2016
LUXDEVELOP	Project to support professional training in hotel management and tourism in Managua, Nicaragua NIC/013.	2003 – 2006
Embassy of Japan	Modernisation of industrial welding machinery IRO – INATEC.	2003 - 2004
FAD funds	Technical, methodological and productive strengthening in seven agriculture-forestry and industrial professional training in seven Nicaraguan municipalities.	2005-2007
KOICA South Korea	Strengthening of the Nicaraguan – German Professional Training Centre (CECNA) to offer high-technology training in computers.	2003 – 2004

DONOR	PROJECT NAME	PERIOD OF TIME
KOICA South Korea	Korea – ENMA Project – equipment and technical assistance.	2004 - 2005
APSO Ireland	Project to train local experts in cattle-raising at CETA Jalapa	. 2002 – 2003
Germany	Training in the rural sector.	2000
CDF – ROC Taiwan	ICDF – ROC Taiwan Technical Cooperation Project for Nicaraguan technicians and enterprises in the leatherfootwear sector.	2003 I
. AECI Spain	Occupational and Labour Insertion Programme -MITRAB and MINED	2004 - 2008
.Government of India	Centre for Excellence in Information and Communication Technologies.	
Government ofJapan	Strengthening of training in human resources for development.	
South Korea	Creation of technical-methodological capacities in professional training centres to support the development of productive clusters in de Nicaragua.	
Grand Duchy of Luxembourg	Project in support of training in hotel management and tourism in Nicaragua phase II.	2007 – 2009
SDC Switzerland	Improvement of labour competences among Nicaraguan youth.	2007
AECI Spain	Occupational training and labour insertion.	2007
AECI and FOAL Spain	Occupational Management Classrooms in the Central American region.	2007
AECI Spain	Workshop-schools – Nicaragua.	2007
Government of Mexico	Training of staff in the Professional Rehabilitation Division, design of a database of persons with disabilities for purposes of professional education.	2007
E vU	Support to improve the business and investment climate in Nicaragua.	2007
FDN Norway	Project: With a right to a future	2007

b) Source: INATEC 2011 (via e-mail)

INSTITUTO NACIONAL TECNOLOGICO - INATEC
Seguimiento de Proyectos de Cooperación Externa
Cifras en Dólares de US $
24 de Enero del 2011

No.	Fuente	Institución / Proyectos	Modalidad	Período de Convenio	Monto Total del Convenio en US$
1	España	Capacitación Técnica de los Recursos Humanos para el desarrollo del Sector Pesquero en Nicaragua	Conversión de Deuda	2010 - 2011	4.300.000,00
2	República de Corea I	Creación de Capacidades técnica-metodológicas en Centros de Formación Profesional para apoyar el desarrollo productivo de Nicaragua	Préstamo	2009 - 2011	12.600.000,00
3	Luxemburgo Extensión NIC/018	Apoyo a la Formación en Hotelería y Turismo en Nicaragua	Donación	2010-2012	3.067.360,21
4	Cooperación Suiza en América Central COSUDE	Programa "Mejoramiento de las Competencias Laborales para la Empleabilidad de Jóvenes en Nicaragua"	Donación	Junio 2007 al 31 Diciembre 2010	2.307.000,00
5	España AECID/FOAL	Proyecto AGORA/ INATEC	Donación	Octubre 2008-2010	U$ 410,554.71 Euros 308,340.00
6	PNUD	Programa: Construccion, Ampliacion y Mejoramiento de los Centros de INATEC Fase II	Donación	Enero a Diciembre 2010	310.000,00
7	España - AECID	Programa Nicaragüense de Escuelas Taller (PNET) "Mejoramiento de las competencias para la empleabilidad de los jóvenes de Nicaragua.	Donación	01 de Junio 2007 a Junio 2011	4.800.539,40
8	España - AECID	Escuela Taller de Acahualinca "Mejoramiento de las competencias para la empleabilidad de los jóvenes de Nicaragua.	Donación	Septiembre 2009 a septiembre 2011	397.135,80
9	Gobierno de La India a través de su Embajada en Panamá	Implantación de Laboratorio Informático en Tecnologías de Información y Comunicación en el INTAE-MOR-INATEC II Fase	Donacion	Abril 2010-Marzo 2011	Aproximadamente US 150,000,00
10	FODM	"De la Retórica a la Realidad; Hacia la Equidad de Género y Empoderamiento de las mujeres a través de la participación y prácticas de género en los presupuestos públicos" (Ventana Conjunto de Género)	Donación	Agosto 2008 Agosto 2011	156.327,75
11	FODM	"Desarrollo de Capacidades Nacionales para mejorar las Oportunidades de Empleo y Autoempleo de las personas jóvenes en Nicaragua" (Ventana Juventud, Empleo y Migración)	Donación	Junio 2009 Junio 2012	860.000,00
12	Luxemburgo y Gobierno Vasco NIC/023	Mejoramiento de los Niveles de Competencias Profesionales y Técnica en el Ambito Nacional	Donación	2010- 2014	7.883.018,00
13	JICA-JOCV Japón	Programa de Voluntarios Japoneses - Asistencia Técnica	Asistencia Técnica	2009-2011	0,00
14	JICA-JOCV Japón	Programa de Voluntarios Japoneses - Asistencia Técnica	Asistencia Técnica	2010-2012	0,00
15	Unión Europea	Apoyo a la mejora del clima de negocios e inversión en Nicaragua PRAMECLIN- MIFIC. " **Desarrollo curricular y certificación ocupacional por competencias laborales en programas de capacitación apropiados para las MIPYME**"	Donación	Julio 2010a Diciembre 2011 (18 meses).	100,000.00 Euros 126,870.00 Dólares

Evaluation of SDC's
Vocational Skills Development Activities

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Fieldwork-Based Project Case Study No. 4

Peru
CAPLAB

7F-02642

Author:
Prof. Dr. Rolf Arnold,
in co-operation with Virna López MSc. and Raphael Cabrera

Kaiserslautern, March 14th 2011

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Acronyms

APROLAB	Programa de Apoyo a la Formación para la Inserción Laboral en el Perú
CAPLAB	Centro de Servicios para la Capacitación y el Desarrollo
CEO	Centro de Educación Ocupacional
CEFOP	Centros de Formación Profesional
CETPRO	Centros de Educación Técnico Productiva
CIL	Centros de Información Laboral
CINTERFOR	Centro Interamericano para el Desarrollo del Conocimiento en Formación Profesional
COSUDE	Agencia Suiza de Cooperación para el Desarrollo (Spanish name for SDC)
ESEP	Escuela superior de Educación Profesional
GDP	Gross Domestic Product
GTZ	Gesellschaft für Technische Zusammenarbeit
IDB	Interamerican Development Bank
ILO	International Labour Organization
INEI-ENHAO	Instituto Nacional de Estadística e Informática
IMF	International Monetary Fund
IST	Instituto Superior Tecnológico
ITACAB	Centro de Servicios para la Capacitación Laboral y el Desarrollo
MINED	Ministerio de Educación
MTPE	Ministerio de Trabajo y Promoción del Empleo
NGO	Non-governmental Organization
SDC	Swiss Agency for Development and Cooperation
SECO	Swiss State Secretariat for Economic Affairs
SENATI	Servicio Nacional de Adiestramiento en Trabajo Industrial del Perú
SILyC	Servicio de Information Laboral y Colocaciones
TVET	Technical Vocational Education Training
VET	Vocational Education Training
VSD	Vocational Skills Development

1 Background

All data and analysis presented in this report are based on information and data gathered in Lima, Callao, Cajamarca and San Marcos, in Peru during field work in August, 2010. Interviews with stakeholders, including staff of Labour and Education Ministries, COSUDE, CAPLAB and with employers, were made, as well as questionnaires to alumni. Moreover, given the large amount of information available about the evaluated project, the literature review was very helpful in developing this report. When necessary, phone interviews and electronic communication were also performed.

The project under evaluation is the Labour Training Program (Programa de Capacitación Laboral – CAPLAB), which was supported by SDC from 1996 – 2009. Since 2004 the CAPLAB Program became a NGO which is called Centro de Servicios para la Capacitación Laboral. Both, CAPLAB Program and CAPLAB NGO are referred as CAPLAB.

The aim of the project was to provide labour-market-relevant vocational education and training to youths in general and young women in particular. Thus the project catered to the most disadvantaged social groups in the labour market who are both economically and socially marginalised. The available documents show that 64.5% of all trainees find suitable employment after their training (compared to 27% in 1993) and that a high percentage set up their own businesses (Bringas, Raya, & Torres, 2006).[1] Furthermore, the relevant documents prove that the CAPLAB model has been replicated in other regions of the country and that crucial approaches of the CAPLAB project have been transferred successfully to other countries.

CAPLAB is a highly successful example of a strategy to improve the educational and occupational opportunities of poor people in Peru. In many places the project has also achieved sustainable changes with regard to the mentality and competence of the teaching staff in the CETPROs. However, a sustainable implementation of the project at the political level can only be observed to a limited extent – even though significant steps have been made – an opinion that is expressed in particular in the 2008 evaluation (Jan, 2008).

The project itself is well-evaluated and documented. This refers in particular to the reports from the surroundings of the CAPLAB group itself. Most of the key questions in the SDC evaluation can be answered by simply referring to the available data. In contrast, the field interviews focused on a more detailed analysis of the specific sustainability conditions from the protagonists' point of view. The ex-post analysis of these conditions allows SDC to draw important conclusions with regard to the procedure in similar contexts and to learn from this good practice example.

These results are even more important if we consider that CAPLAB was SDC's largest intervention in Latin America between 2000 and 2008. This shows clearly that effective changes need time to develop. Nonetheless, the sustainability problems due to the insecurity so far regarding further funding and the rather reserved attitude of the relevant ministries cannot be overlooked.

CAPLAB NGO continues spreading the model and the ideas of CAPLAB Program, however is not capable to maintain the same level of activities after the end of funding by COSUDE (CAPLAB, 2010).

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[1]   In the discussion about the issue, these numbers are often disregarded or put in question.

2 Intervention context

2.1 Country brief

Peru covers 1,285,216 km^2, with this surface it is the third largest country in South America. It borders Ecuador and Colombia to the north, Brazil to the east, Bolivia to the southeast, Chile to the south, and the Pacific Ocean to the west (see Annex 1). The Andes Mountains run parallel to the Pacific Ocean, dividing the country into three geographic regions. The costa (coast), the sierra (highlands or Andean region) and the selva (jungle, Amazonas) (Peru, 2007).

Peru has a total population of 29,164,883 people (World Bank, 2009), with a large proportion of indigenous people. Even though Spanish is the national language, most of indigenous people speak Quechua (co-official language in these places). In addition, there are other languages of merely regional importance, like Aymara (in the area of Lake Titicaca) or numerous other languages in the Amazon region.

The political system is a presidential democracy, where the president is elected directly for a five-year term and appoints the cabinet. The Congress, a single-chamber parliament, is also elected for five years. Moreover, Peru is divided into 24 departments or regions, since 2002 with extensive powers of self-government, 95 provinces and 1828 districts.

In comparison with previous years, the political situation has been relatively stable since 2000. Nonetheless, Peruvian institutions do not show much readiness to engage in dialogues and embrace changes. The same is pointed out by Gallart (2008, p. 56), who underlines that *"a second problem is to overcome resistance to change and institutional renovation in training organizations that come under ministries of education or labour, and to bring them into a process of self-evaluation and cooperation with public policies".* This can be seen from the fact that reforms (e.g. tax system, judicial system) are faltering; the same can be observed with regard to the decentralisation policy.

Inter-ministerial coordination, crucial also and in particular for the development of a vocational education and training (VET) system, seems to be marked by a lack of communication and information.

Peru's economy also benefits from the spirit of optimism that the IMF detected all over Latin America in late 2009. Meanwhile, Peru is among the top ten countries in Latin America with the highest nominal gross domestic product (GDP). Between 2000 and 2008, the real GDP grew by nearly 6% in Peru (Jan, 2008, p. 16),[2] while in Argentina, Venezuela and Colombia it rose between 4 and 5% and by 3.6% in Brazil. Nonetheless these countries still have a huge backlog of investments and consumer goods. And it must not be forgotten that - with its young and dynamically growing population - Peru needs a much higher economic growth rate than industrialised countries. So in Peru, Colombia and Ecuador the economic performance per head is still below US$10,000 whereas, in comparison, it is US$22,000 in the poorest country of the euro zone (Portugal) (Institute der Deutsche Wirtschaft, 2009, p. 4).[3] However, thanks to its development during the most recent years, Peru now belongs to the group of Lower Middle Income Countries (emerging economies).

The Peruvian economy continues to be a primary supplier of raw materials (gold, copper and zinc), while all efforts of diversification have failed so far, not least because of the country's poor infrastructure. According to the 2007 Economic Census (INEI), the Peruvian manufacturing industry (with a total of 110,000 firms) was related with the textile industry (21%), the wood and paper industry (17.3%), metal processing (15%), the agricultural sector

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[2] In accordance with the World Bank, other data for 2007 show a 9% growth rate—boosted by a remarkable private demand on Peru's markets of buyers.

[3] CEPAL indicates a less impressive economic performance (cp. INEI).

(14.5%) and others (32,2%).[4] All in all, the informal sector plays a highly significant role. Its share of the entire economic activity is estimated to be 65% (up to 50% in urban areas) (INEI-ENAHO, 2005, p. 4). The sharp social disparities are reflected by the fact that in Peru's rural areas 36.2% of the population are poor and 12.6% extremely poor—with four in five people being poverty-stricken in the Andes region (SECO, 2009, p. 11) 98.4% of businesses in Peru are small and medium-sized. They account for 27% of the economically active population. Adding the high numbers of self-employed or people who help in a family business, this segment covers 80.3% of the economically active population (Jan, 2008).

2.2   Education and training system: Key features and challenges

Technical and vocational education dates back to the 1970s in Peru. Many of the institutions founded at that time only existed until the early 1980s, and a part of them was transformed into CEOs, while most of the technical secondary schools (ESEP) became Higher Technological Institutes (I*nstitutos Superiores Tecnológicos – IST)*. With regard to the 1980s, Rodríguez Cuba speaks of a "massification of technological education" in Peru and stresses that only 77 ISTs were functioning in Peru in 1983, while a few years later their number had reached 349 (Rodríguez-Cuba, 1995, p. 17). CETPROs are the state-run VET institutions in Peru these days, while the training offered by SENATI is privately financed—by the business world.

In the 1980s and 1990s VET developed dynamically in Peru. The annual increase was between 11.4% (for vocational training) and 17.8% (for technical training). The reasons for this rapid growth were the demographic development, the massive rural exodus and the increased awareness among adolescents and young people that it is crucial to develop one's own competences (cp. Rodríguez-Cuba, 1995).

Against this background a prevailing trend can be identified: "The technical education offer increased, has been decentralized, became more accessible and diversified" (ITACAB/ CAPLAB, 2009, p. 89). It is this trend that the CAPLAB takes up effectively, adding a poverty-related dimension and seeking to promote employment.

During the interview with ministries representative we noticed that traditionally, technical VET in Peru is marked by two main problems:

- On the one hand, the competent Ministry of Education continues to be loath to the idea of offering young people a vocational training that is both, oriented towards the labour market and focused on practical skills—something that is also reflected by the hierarchical subordination of the relevant department within MINED. This attitude is related to the undervaluation of vocational education compared to the basic education and ill-founded fear of distracting the attention of young people towards the last one.

- On the other hand, the graduates of technical training centres often fail to find an employment that suits the level of their training, so the phenomenon of underemployment is ubiquitous in the Peruvian economy.

There is talk of the precarious situation at the moment of entering the labour market which symbolises the mismatch of VET and the labour market: More than half of the urban working population (52.6%) are underemployed (INEI-ENAHO, 2005).

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[4]   According to INEI's surveys (INEI-ENAHO, 2005), about 40% of Peruvian companies are based in the Lima region, while another 40% are concentrated in 9 (of a total 24) departments, namely Arequipa, Trujillo, Huancayo, Piura, Chiclayo, Cusco, Cajamarca and Ica.

Therefore, the Peruvian government adopted a new general education law in 2003, the Law No. 28044 (Gobierno de Perú, 2003), where two different levels of occupational qualifications are defined in articles 12 and 15: "primary education" and "higher education". In articles 40 to 45 the strategy of the "technical-productive education" is set forth more concretely. This strategy aims at imparting working and management skills and is tailored to the needs of people who seek to enter or re-enter the labour market and of graduates of the primary education.

In the Act no. 28518 about the Modalities of Developing the Labour Force (28 May 2006), in the Act no. 28740 for the Establishment of a National Evaluation, Accreditation and Certification System (19 May 2006) and the Presidential Decree No. 021-2006-ED dated 28 July 2006, the Peruvian government re-defines and institutionalises the basic principles of this VET policy, by laying down four strategies in a binding manner, that were influenced by the CAPLAB approach. This is particularly true for the requirement to impart predominantly working skills that take into account local needs. This decree, the text of which was published jointly by the Ministries of Education and Labour plus COSUDE and CAPLAB (MINEDUC/ MTPE/ COSUDE/ CAPLAB, 2007),[5] also turns equal access and the need to involve all relevant groups in defining contents and designing a skills-oriented vocational education into binding regulations.

Notwithstanding, in talks with SDC representatives in Peru, it is criticised that the success of this legal enshrinement was not operationalized (by creating sustainable institutions and allocating sufficient funds to the CETPROs). It is our impression that this criticism is too harsh. On the one hand so far no country in the region has managed to enshrine VET so effectively in its educational legislation; on the other hand the definition of such a sustainability criterion is not only highly ambitious, but also unrealistic. Those who set such a high standard are forced later on to discredit even effective concepts and pioneering examples of a poverty-oriented VET (Arnold, 2010).

The VET situation in Peru is documented comparatively well. The available analyses and forecasts with regard to the development of technical VET are also remarkable. The impact analysis of 2006 was trend-setting (Bringas, Raya, & Torres, 2006); performed in an empirically differentiated way, it highlights CAPLAB's main achievements. In addition, the surveys conducted by the Ministry of Labour among VET graduates pinpoint the living situation of the target groups of the CAPLAB project and its fundamental importance for the participants' occupational situation and lives (ITACAB/ CAPLAB, 2009).

3   SDC's VSD activities in Peru

SDC activities in Peru began in 1964. Since its beginnings, the cooperation has been focused on different issues according to the change of context: agriculture, social development, debt relief, human right counselling, etc. (SDC, 2004).

3.1   SDC's priorities as described in SDC's country strategy programmes

Until 2002 SDC worked in Peru mainly on two issues: a) support to micro and small enterprises (MIPE), through the promotion of market business services and job training; b) processing and marketing of Andean crops.

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[5]   Approved by Decree No. 021-2006-ED, published in gazette *El Peruano* on July, 28, 2006, in Lima Peru.

Later, the "Plan Pluriannual for Peru" (PPP 2002 - 2007) defines the thematic area "sustainable economic growth" as a priority; both the activities of the SDC and the SECO were focused on this area during the same period of time (COSUDE, 2005, p. 3).

Actually, the main objective of SDC is to fight against poverty, promoting "self-improvement" and thereby improving the living conditions of people in social disadvantage (COSUDE, 2011). SDC understands poverty as a multifaceted problem, a sum of several deficiencies which includes, among others, a lack of political and economic influence, lack of opportunities, limited access to basic services and high vulnerability to natural and economic crisis.

Five strategic principles were implemented to achieve SDC's objectives: empowerment, institutional strengthening and capacity building, consultation and coordination between different sectors, guidance to demand, synergy development which guide the planned action in projects they support (INFORMET, 2005, p. 23).

SDC seeks to create conditions that enable individuals to become agents of development. Therefore priority issues are: sustainable economic growth, good governance, access to basic services (like water supply and resources management) as well as humanitarian aid and improved environment conditions (COSUDE, 2011).

Economic growth is a clear indication in the fight against poverty, but it is at the same time inadequate, particularly if it is expected in higher incomes and welfare of the poor people. For this reason, SDC's efforts are on a basic economic growth, creating more and better jobs which should be sustainable and should look for the effective inclusion of the underprivileged in Peru, in the domestic and international economic dynamics (COSUDE, 2005, p. 5). With this focus the lines of action were:

   a. Joint job training to the labour market.

   b. Processing and marketing of Andean crops

   c. Horizontal and vertical articulation between companies

Recently, in the 2009-11 strategy paper for Peru the contribution to a "socially balanced democratic and sustainable development" (DEZA/SECO, 2009) it is mentioned as a strategy of primary importance, defining the following priorities for the relevant period of time:

   • strengthening democratic institutions,

   • promoting sustainable economic growth and,

   • enhancing the sustainable use of natural resources.

Swiss bilateral cooperation with Peru will end by 2011; therefore SDC's activities in the field of labour-market-relevant VSD for youths have been "phased out" in 2009. However, the CAPLAB services are carried on with resources from the Ministry of Education (teachers' salaries), the Ministry of Labour (CILs) and with the help of the NGO CAPLAB.[6] The training activities and the provision of didactic materials that the local trainers and instructors qualified as helpful and supportive are more difficult to ensure now, after the end of the project. Nonetheless these materials are still being disseminated and used further, but at a significantly reduced level. They are also used at the CETPROs. The NGO CAPLAB had to

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6   The NGO CAPLAB has no funds of its own to go on financing the co-operation networks and the teacher training activities, but keeps things going by means of other projects and underfinanced activities. "The CETPROs are our partners!" is a statement that is heard again and again. In one of the conversations a case was mentioned where a school asked for a one-week training and was able to offer no more than 500 pesos in return (some 150 euros)—a request to which CAPLAB agreed nonetheless.

redefine its work through other projects and services rendered in the VSD context, so it has only limited resources for the active support of the local teaching staff.

Peru has been a priority country in SDC's policies but from 2012 it will be no longer on the priority list, like other countries (COSUDE, 2011).

3.2 SDC's VSD activities in detail

The project under evaluation dates back to 1996, so it is necessary to describe the context which allowed its creation.

In 1995, SDC restarted the development cooperation with Peru. The CAPLAB Program, designed in 1996, became one of the pillars of this intervention. According to the Peer Review (2002, p. 6), the decision to address the issue of job training, is the national context regarding the early nineties, which was marked by a drop of earnings level, grow of underemployment, staff reduction in different enterprises, small companies disappearance, reorganizing of public sector with consequent more than 150,000 people dismissed and a young population with about 250,000 young people each year trying to join the occupational structure and facing serious difficulties, not only by the shortage in demand for jobs, but also because the job training was very limited and didn't fulfill the requirements of the business sector and the state.

In addition to the difficulties identified in the labour market, it is relevant to take into account, the deficiencies of the educational system to incorporate in its curriculum structure measures to face the changes that were taking place in the labour market.

In the context described above, SDC identified as a priority of intervention, to promote job training processes articulated to the market, and that these processes were incorporated in the system of Technical Vocational Education. A key issue in this context was the alliance with the state, since it guaranteed the sustainability of the intervention, and SDC sectorial policy of 90's coincided with some of the national policies (*idem*, p.7).

It is easy to understand that the 90's were characterized by an increase in the workforce and a decrease in demand, increasing poverty levels in the country. Regardless of the conflicts in these times, the conditions were favorable to develop a program connected to the labour demand and focused on the training of social disadvantaged groups.

SDC's activities in the field of VSD in Peru are included in the principle "institutional strengthening and capacity building". As we could expect, poverty reduction being the main objective of SDC, VSD activities in Peru are strongly related to sustainable economic growth. In this field there are three projects to mention:

- **CAPLAB** (Programa de Capacitación Laboral) promotes joint youth labour market through technical training and labour information system.

- **INCOPA** (Innovación Tecnológica y Competitividad de la Papa en el Perú) provides technical training and strengthens the organization and the articulation of the members of the potato production chain.

- **PYMAGROS** (Estrategia de Articulación entre Mercados y Productores del Agro de la Sierra) seeks at the same time, more training and production management techniques, to strengthen the production organization and marketing, by joining production with market demand.

All of them seek to build capacities and opportunities for participants, to incorporate them to the market, increase their incomes and improve their quality of life (INFORMET, 2005, p.

25). However CAPLAB was selected for this evaluation because it has been phased out, thus allows an ex-post perspective and this project was the largest intervention in the Latin American VSD sector between 2000 and 2008.

Table 3.1 SDC's additional projects in field of Vocational Skills Development
(COSUDE, 2005, pp. 16-17)

PROJECT NAME	PERIOD	TOTAL AMOUNT SPENT CHF (USD) IN MILLIONS
INCOPA **Innovación Tecnológica y Competitividad de la Papa en el Perú**	2001 - 2007	2 (1,6)
PYMAGROS **Estrategia de Articulación entre Mercados y Productores del Agro de la Sierra**	1995 - 2006	14 (11,2)

4   Project description

4.1   Aims and objectives

The general objective of CAPLAB Program was to improve employability and living conditions of disadvantaged groups, primarily youth and women, through a National Job Training and Employment Promotion articulated with labour market demands (CAPLAB, 2010, p. 28).

To achieve those goals, a CAPLAB Model was developed. It was organized in three different strategies (Table 4.1). The first one, *Technical Training and Labour Demand*, was an effort to change training processes to make them responsive to the labour demand from medium and small enterprises. The second strategy was *to train facilitators for quality training*, which is an ongoing project with the trainers and instructors at the CEOs. They are taught to handle the latest technologies and methodologies in modern enterprises to ensure that the training they give will improve the trainees' access to the labour market. The third strategy was *to widen access to employment.* This involved strengthening the Public Employment Service (PROEMPLEO) and fostering decentralisation in the service through the CEOs, municipalities and NGOs (Gallart, 2008, pp. 87 - 88).

Table 4.1 Strategies and sub components of CAPLAB

STRATEGY	SUB COMPONENT
Job Training articulated to market	
Training for CEOs Teachers and Directors	• Educational Technical Training • Productive technical training • Internship and coordination with business • Management Training
The Occupational Information System and Placements (SILyC)	• Development of information mechanisms and guidance to workers, enterprises and training institutions. • Improving and increasing intermediation and placement services with the active participation of public and private sector. • Improving counseling services for job search, vocational

	guidance and personnel selection and evaluation.
	• Joint training - employment in CEOs and CAPLAB's graduates monitoring.

Historically, vocational training in Peru has received considerable attention from international cooperation. For instance SDC has been participating in skills development for quite a few decades, as we can see in the document *Skills Development Policies in Peru: The Role of National and International Actors* (Jaramillo, Valdivia, & Valenzuela, 2007, p. 42). Although its focus has mostly been geared towards the rural sector, it has also been one of the institutions supporting SENATI since the 1970s. It is only in the nineties however that it became a major actor in skills development policy innovation and CAPLAB Program seems to be one of the most important contributions on this field. From the outset in 1996 and through the years, CAPLAB Program worked with both Education and Labour ministries.

CAPLAB activities respond to the goal of promoting sustainable economic growth, one of SDC's three priority themes in Peru.

4.2 Phases of the project

The CAPLAB project was developed in five steps.[7] Origin and first steps of the Program are very well explained in the document Sistematización del Programa CAPLAB (COSUDE/CAPLAB, 2002) and can be summarized as follows:

- *First step or* **Pilot Phase** *(1996 – 1998):* Its main objective was the formulation and implementation of the three components (or projects) of the Program in 8 selected CEOS in Lima and to validate the original design and integration of youth into the labour market. This phase would be helpful to establish forms of cooperation with other national and international institutions and partners, MINED and MTPS (now MTPE). SDC assigned CHF 2,800,000 to this phase and a total of USD 83,000 was provided by Ministry of Labour.

- *Second step or* **Intermediate Phase** *(October, 1998 – March, 2000):* was carried out a stage of deepening and consolidation of the experience and the preparation for enlargement sustainability of the program. They continued working with the CEOs of early stage. A funding volume of CHF 1,800,000 from SDC was necessary to perform this phase. The counterpart provided USD 282,674.

- *Third step or* **Expansion Phase** *(April, 2000 – March, 2003):* Its strategic goal is the consolidation and extension of the model with other CEOs of Lima and in several regions of the country: Ayacucho, Cusco, La Libertad, Cajamarca, Lambayeque, Piura and Tumbes. CHF 4,000,000 from SDC were assigned to this phase and USD 1,086,120 were provided by the counterpart.

- *Fourth step or* **Institutionalisation Phase** *(2003 – 2006):* This phase aimed at the institutionalisation, it means that the conversion from a program to an NGOs, took place during this phase as seen in their statutes. Activities were mainly centred on consolidating the achievements and expanding the CAPLAB model to rural areas and other modalities of vocational education. It was implemented with a funding volume of CHF 3,300,000 from SDC. The counterpart provided USD 1,050,762 from Ministry of Labour and USD 4,559,932 from Ministry of Education.

- *Fifth step or* **Consolidation Phase** *(2006 – 2008):* Its main objectives are the definition of a valid proposal for rural areas and the creation of the National

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[7] According to the document "Plan Operativo Anual 2009 (CAPLAB, 2009)" from CAPLAB, in 2009 a new phase "Closing Phase" of four months was approved from January to April. The "Informe de Actividades – Plan primer Cuatrimestre CAPLAB 2009 (CAPLAB, 2009)" reports a funding volume for this phase of around $150,000.00 (430,000.00 Nuevos Soles).

> System for Certification and Assessment of Work Skills (Sistema Nacional de Certificación y Evaluación de Competencias Laborales).CHF 2,200,000 was the funding volume of this phase (no data about the counterpart founding).

It is important to say that founding volume from SDC was used for two purposes, the first one was to improve de CEOs, the second one was to support CAPLAB's administrative functions. As a consequence the salary of CAPLAB personnel were diminished when the fund was diminished. The counterpart was exclusive to improve conditions of CEOs.[8]

4.3 Project documentation

In comparison with other projects, the CAPLAB project is documented and evaluated very well; there are hundreds of pages of documents. The present country study is based on a detailed evaluation and study of the following documents plus our own field interviews, some phone calls and the empiric evaluation of our own surveys (for details, see pt. 5):

Table 4.2 CAPLAB's documentation

DOCUMENT NAME	YEAR	TYPE OF DOCUMENT
Balance del Plan de Incidencia des CAPLAB	1998	Consultancy
Informe de Evaluación Intermedia del Proyecto de Capacitación Laboral – CAPLAB en Lima	1999	Consultancy
La Estregía de Incidencia en Política Pública del Proyecto Capacitación Laboral. Resumen Ejecutivo	without year	Consultancy
Sistematización del Programa CAPLAB	2002	
Informe del Peer Review CAPLAB	2002	External evaluation
Informe de Resultados del Programa de Capacitación Laboral	1997 - 2006	Report
Evaluación del impacto del Programa de Capacitación Laboral – CAPLAB en la Reducción de Pobreza.	2006	External evaluation
Skills Development Policies in Peru: The Role of National and International Actors	2007	Consultancy
Currículum Institucional del Centro de Servicios para Capacitación Laboral y el Desarrollo CAPLAB	2010	Curriculum
Informe anual enero – diciembre. Plan operativo 2007.	2008	Report
Plan Operativo Anual 2008	2008	Plan
Informe Anual 2008	2008	Report
Plan Operativo Anual 2009	2009	Plan
Informe de Actividades - Plan primer cuatrimestre CAPLAB	2009	Plan
Informe de Ejecución 2010	2011	Report

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[8]   Phone conversation with Juan Carlos Vásquez, actually Director Secretario of CAPLAB.

Resumen de Proyectos	2011	Internal documentation (unpublished)

4.4   Implementation of the project

To make the scheme work, the "CAPLAB model" is based on a strategy that integrates different stakeholders, especially linked to the public sectors of education and labour, employers and workers unions, accounting services under CEOs. It is therefore a program that operates at three levels with strategic alliances in each one. At macro level are located the MINED and MTPE operational plans and sectorial policies are approved on this level. At meso level are located the Direcciones Departamentales (Departmental Offices) of both ministries, which coordinates plans and institutional agreements. At micro level are the direct beneficiaries of the program (youth), CEOs, and small and micro enterprises. This is the level where the program is applied (COSUDE/CAPLAB, 2002, p. 12).

The CAPLAB Program has been object of several evaluations in different ways, self-evaluation, peer review and consultants. Consistently we read that the program has had very significant results. The most important are (see Peer Review, 2002; Gallart, 2008; Jacinto & Sassera, 2008; MINEDUC/ MTPE/ COSUDE/ CAPLAB, 2007; Jacinto & Lasida, 2008; Jacinto, 2010):

a) its influence on the introduction of constructivism and the skills approach in technical and vocational education;

b) the matching of competence profiles and curricula with business reality (demand-driven TVET and instruments in use);

c) equal access to CAPLAB courses (nation-wide equal access to demand-driven TVET);

d) the positive development of employment levels among CAPLAB's target group in both urban and rural settings (employment and income for poor and disadvantaged people increased);

e) promoting collaboration between the ministries of labour and education serving as a bridge between the two institutions, which led to two major activities: the conversion process CEOs to CETPROs under a modular framework based on competencies, and the revalidation process of the IST;

f) the attempt to define a long-term strategy for linking initiatives and pilot projects in the field of vocational training, which is reflected in the document "Guidelines for Vocational Training Policy in Peru ". This document has been ratified by both ministries (MINED and MTPE);

g) creation and institutionalization of *Sistema de Información* laboral y colocación (SILYC) in the MTPE, which has clearly improved the match between supply and labour demand through the RED CIL, incorporating as intermediaries various public and private institutions;

h) formulation of the National Policy Guidelines of Vocational Training in collaboration with the MINED and the MTPE, approved by Decree Law No. 021 - 2006, whose main objective is to improve the quality of vocational training and the levels of match to work; in the medium term aims to contribute to improve life quality of the population and sustainable development of the country. These are the guiding framework of measures relating to vocational education to fulfil its mission as an instrument of

social, economic and technological development in different educational levels and modalities.

During our visit we attended the conference "Líderes en la formación de capital humano y productive", conducted by Gladys Farje and Juan Carlos Vásquez, which shows the main achievements of CAPLAB. Some selected achievements are presented in Table 4.3.

Table 4.3 Some achievements of CAPLAB

RESULT LEVEL	SELECTED RESULTS
Networking with businesses (capacitación articulada con el mercado)	• More than 82 job profiles were developed in close coordination with businesses. • 270 VSD programs were developed for more than 12 industries (productive sectors). • Co-operation agreements were concluded between centers and companies.
Teacher training (capacitación docente)	• Numerous teacher trainings were organized about business-related topics (self-employment, etc.). • Trainers and instructors completed internships in companies. • An e-learning platform was developed and launched.
Skills orientation (enfoque formativo)	• The approach of VSD was provably "disseminated". • Training courses were developed on the basis of job profiles. • Teaching staff and protagonists were sensitized for the crucial aspect of employability.
Labour market information (sistema de información laboral)	• Round about 35,000 persons participate annually in employment and career counseling sessions. • The internet portal EMPLEOS PERU was developed and is in use. • Labour market information systems were launched (Observatorios Socio Económicos Laborales).
Political dialogue and/or impact (incidencia en políticas públicas)	• The focus, tools and products were incorporated into practical regulations adopted by the relevant ministries. • The national system of standardization and certification (SINEACE) was further developed.
Knowledge Management (gestión de conocimientos)	• Seminars and workshops about VSD in 10 regions. • Transfer of elements of the CAPLAB concept to other Swiss VET projects. • Incorporation into the virtual further training of CINTERFOR/ ILO.

Achievements were made and effects could be obtained with regard to these aims. At the same time, however, it could be seen that the prioritisation of the ambitious aim to put in place a national VET system was more difficult to materialise and/or operationalize and almost hindered the success of the project – at least in the initial phase – given the global reach of this demand. As a matter of fact, this particular requirement distracted attention from more pragmatic measures to consolidate the work (Donahue, Quintana, & Vegas). This focus might also be an explanation why no realistic phase-out strategy was developed in time, i.e. already after the start of the project. For example, such a strategy could have placed a focus, at an early time, on providing systematic support for the delegation of VET responsibility to a regional level, as suggested in the 2008 evaluation.

From our point of view these outcomes can be perceived as fundamental requirements in making steps towards reducing poverty in Peru. However, it must not be forgotten that these outcomes cannot ensure the envisaged development in a linear fashion. Such a linear development concept would ignore the instability and complexity of the interactions of unpredictable systems. So currently e.g. the strategy of skills-focused VET in Cajamarca benefits strongly from the region's economic dynamism. Thanks to this dynamism, the existing outcomes of the CAPLAB project can yield broader and more sustainable effects. In contrast, in times of economic downturn with tight budgets, the picture would be different.

Among risks, limitations and difficulties referred by other evaluations and reports, plus our own observation, we can highlight the following: sustainability, scarcity of resource to solve "minor" problems, students desertion, high staff turnover in MTPE employees (Directores Departamentales) and inappropriate or absent monitoring and follow up.

5 Project evaluation

The following section presents the project evaluation which turns around four factors: relevance, effectiveness, impact and sustainability. The boundary line between factors is so thin that may seem in some cases as an overlap. It is recommended to take a look to the "Implementation" section 4.4, where the main achievements of the project are presented.

5.1 Relevance

> *To what extent are SDC's VSD approaches relevant in reference to the needs in the specific contexts where SDC is active?*

As it was described in section 2.2 and emphasized later in 3.2, CAPLAB emerges under suitable conditions and was over twelve years (even now) a good way to fight against poverty. Its relevance is repeatedly noted in the literature and is reflected by the relevance that the Swiss concepts still have in the practice of VET. Just to mention an example, the Peer Review (2002) refers to a comment from Peter Weinberg, director of CINTERFOR, who emphasized in his introductory remarks on CAPLAB, "that the proposal is fully consistent with the programmatic central themes of CINTERFOR" and from Jaime Ramirez in his presentation of the results of the Peer Review in the Regional Seminar who concludes "that the general approach CAPLAB Project is highly relevant to the priorities of combating poverty and current trends in vocational training in Latin America, its intervention model has proven to be appropriate, comprehensive, and practical in the field of the particular service job training" .

CAPLAB embodies the official VET strategy of the Peruvian education sector. By incorporating a systematic *qualification of trainers and instructors*, *taking into account the needs of the local labour market* and *informing about the labour market* in 60 CETPROs, a VSD strategy could be implemented which offers young people in Peru genuine prospects for their future.

Through its Program CAPLAB, SDC became the main actor in innovation policy in Peru for skills development. Its relevance lies mainly in the following aspects:

- Target group was people in social disadvantage, mainly young and women in poverty conditions.
- Offering training according to market demand, consequently it diminished underemployment and sub employment.
- Allowing a labour information system and thus improving opportunities to graduates.
- Improving quality from CEOs by transforming them into CETPROs.
- Training trainers, instructors and directors of CEOs.
- Its skills-based pedagogical approach which contributes to a new era in the education system in Peru.
- Its systemic approach, by considering the stakeholders in different levels.

CAPLAB took into account the conceptual consequences of the debates about sustainable VET in the developing societies in Latin America. In particular, the following points are worth mentioning:

- Building on the available structures of the educational system and efforts to change the schools of the MINED from inside;
- Creation of networking structures in regional contexts; and
- Clear focus on skills-based VET and an orientation in the demands of businesses in the region (instead of central job profiles).

Such a strategy for systemic change will always meet tendencies to inertia, resistance and drop-outs, and it cannot be expected either that the Peruvian system of professional qualification can really be transformed successfully within one decade. Nonetheless, CAPLAB managed to establish an efficient VET model that was able to set visible standards for a poverty-reducing and labour-market-oriented qualification.

> *To what extent are SDC's VSD approaches relevant for other donors' activities in the field of VSD and how do they relate to them?*

According to Gallart (2008) it should also be noted that initiatives like the CAPLAB are worth bearing in mind and evaluating with a view to applying them in other contexts as they have a holistic approach to the problem, their target populations are young people at risk of unemployment or of slipping into informal work, and they take advantage of institutional resources that are already available in the community (the CEOs).

CAPLAB attracted the international interest and its model was transferred to other countries, most of them supported by SDC too, for example:

- Programa de Capacitación Laboral PROCAP (Bolivia)
- Programa RETO RURAL (Ecuador)
- Plataforma Latinoamericana ASOCAM (Ecuador)
- Instituto Nacional de Tecnología INATEC (Nicaragua)
- Asociación Salesianos de Nicaragua

Nowadays the CAPLAB NGO has alliances with national and international organisations, like INBAS, IYF, World Bank, KfW – SwissContact, IDB, CINTERFOR, SENA (Colombia), Fundación Omar Dengo (Costa Rica), ILO, Minera Barrick Misquichilca, Grupo Impulsor para la Descentralización del Cusco, Caritas del Perú, SENATI, IPAE, MINED, MTPE among others (a complete list is available in Annex 5).

The broad response to and reception of the CAPLAB strategy in the international debate of education experts and politicians contrasts sharply with the scepticism found among staff of SDC, as mentioned earlier on. To make it quite clear: The available project evaluations and international reviews and comments on the CAPLAB programme contain no empirical results anywhere (!) that would justify a negative overall assessment. Of course: There is talk of "obstáculos (obstacles)" - like in any systemic transformation programme. Therefore CAPLAB can be rated as a learning example of the Swiss Cooperation in the field of VET - a learning opportunity that could be missed if the impressions previously described are not qualified in relative terms and finally the empirical evidence is replaced.

5.2 Effectiveness

This section presents an overview about what the project has been able to achieve among the target group both in terms of quantity and quality. It is important to mention that concrete information about this factor is diffused, so we refer to secondary sources. From a methodological point of view, it cannot go unmentioned that the cited numbers and assessments are often questioned in conversations, although no alternative empirical basis is provided. In this point we would like to make the following remarks:

(1)   When you focus on the outreach of a programme, you must take care that there are not only detailed and continuous data about the training graduates, but you must also commission appropriate tracer studies and promote follow-up contacts (e.g. to be able to check what has really become of the graduates).

(2)   The outreach focus misses two points: First, not all the project activities trickle down to the final beneficiaries in terms of success and/or "enabling" in this and no other way, but, second, they are also reflected – and perhaps even mainly – in the creation and extension of the corresponding institutional capacities, benefitting many others who are not primarily in the focus of CAPLAB.

(3)   Although the outreach perspective is directed pragmatically towards concrete effects on target groups, this also bears the risk of dealing in too linear a fashion with the so-called attribution problem – an approach that is fatal because it lacks complexity, also and especially in education contexts.

(4)   As example of intangible effects we can mention mentality changes among the teachers and trainers that have been achieved undoubtedly in the CAPLAB context, and how many young people or even businesses benefit thereof and how. Such important approach is not considered in traditional evaluations and of course is out of our scope.

> *To what extent have the outcomes of SDC's VSD interventions been achieved in regard of reaching the targeted population, notably with regard to catering to poor and disadvantaged people, women and girls, ethnic minorities and people living in remote areas into VSD programmes?*

Effectiveness of CAPLAB Program is well documented and it has been previously assessed with positive results. Based on the data provided by the CAPLAB NGO in the conference already cited (see table 4.3) during our visit, 32% of the target group are reached not only in the 60 CETPROs linked directly to CAPLAB, but also in the 207 that are indirectly involved.

According to the target group defined by CAPLAB, we can point the following:

- **Gender approach:** Is important and clear, taking into account that there are significantly more female participants (63%) (Fernández, Zena, & Torres, 2006). It has been confirmed with our evaluation where from a sample of 51, 34 (67%) were women (see Annex 3).

- **Young people:** According to their objectives, beneficiaries are people between 18 and 30 years. Our interviewees were all between 20 and 36 years old (see Annex 3).

- **Socially disadvantaged people:** Evidence suggests that about one third (32%) of the respondents consider themselves as poor or very poor, while all others consider themselves as average. They are, however people who, for one or another reason,

do not have access to higher education, even though most have completed high school (50 from 51 have 11 years of formal education). Situation is similar in their parents, where more mothers than fathers have less than a complete primary education. In the same way, a great part of mothers are housewives, while the fathers work. They classified themselves as poor according to their income and according to a regression analysis, there is no significant difference between them and their siblings who have not been beneficiaries of the training of CAPLAB (see Annex 3). Overall the program does not appear very successful related to income now. At least in comparison with their siblings the participants are not better off. However, many participants see their future prospects better than those of their siblings.

> *To what extent have the outcomes of SDC's VSD interventions been achieved in regard of providing beneficiaries with the skills demanded by the labour market?*

Some special feature in this Program is its link with MTPE and MINED. Since CAPLAB offers training according to labour demand, most of their graduates have no problem to get a job. In this field study almost all participants say their expectations were met by the program (96%) (see Annex 3).

Because of the low participation of employers during this evaluation, we cannot generalize about their satisfaction. Regarding the labour market opportunities of the trainees that participated in the CAPLAB program, the opinion of the interviewed employers is the same: these trainees have better opportunities compared to trainees who did or do not participate in CAPLAB program. Reasons for this fact are seen in the innovative link between theory (at the CETPROs) and practice, but also in significant higher commitment and motivation compared with the trainees that did not benefit from CAPLAB.

> *To what extent have the outcomes of SDC's VSD interventions been achieved in regard of improving the quality of training organisations (curricula, trainers, etc.)?*

In their final evaluation, the consultants Guillermo Salas Donohue, Máximo Gallo Quintana and Martín Vegas conclude that, after a twelve-year project duration, CAPLAB managed to achieve that those in charge of the CEOs and CETPROs have developed an awareness of the need for practical and skills-focused VET, that the project impact was spread to other contexts and will persist in a self-supporting and/or self-financing structure. They referred to the effective implementation of a VSD model, tailored to the needs of local companies, bearing in mind the following priorities:

- To increase the knowledge about the concept of skills orientation in the CEOs and CETPROs;
- To intensify the relation between these centres and the world of work;
- To introduce the concept of vocational skills development to managers and instructors/trainers alike;
- To implement the concept of participatory skills identification, and
- To start centres which provide information about the labour market.

It is also important to point that, working with already existing institutions like CEOs was, on the one hand an effective strategy, but on the other hand it poses an extra difficulty by facing the history of these institutions. CAPLAB faced a challenge improving and modernizing CEOs and by turning them into CETPROs. CETPROs implemented a new methodology, a

new pedagogic approach and articulate its task to labour market demand and thus regaining the confidence and credibility on this kind of institutions.

A central point under effectiveness is the finding of the analysis conducted in 2006 with excellent and sound methodologies, namely that only a small percentage of CAPLAB graduates stayed unemployed (16.9%), whereas 64.5% found employment in the field of work for which they had been trained (Fernández, Zena, & Torres, 2006). In comparison with the high percentage of graduates from the CEOs who remained unemployed when the CAPLAB programme was started—according to CAPLAB 73% of the trainees were affected—this employment success is once again a proof of the effectiveness of the entire project. Similarly positive results are also presented in the 2006 impact study with regard to the quality of employment (proper job contract, health insurance, holiday entitlement, etc.).

According to the judgment of the evaluator, the future effectiveness of the organisations involved strongly depends on the possibility of a follow-up. Even if the CAPLAB NGO manages in a remarkable way to ensure the continuity of the CAPLAB strategy to a certain extent, these efforts face some fundamental challenges because of its needs to refinance its services. Here it would be reasonable to ensure and further develop the existing skills by means of short-term approaches, further training and consultancy (including scholarships) and the continuous mailing of didactic materials, while the experience with Crystal-Andino, a GTZ-initiated network for the spreading of teaching materials in Lima, might serve as an example, among others (cp. Arnold, 2001; F-BB/GTZ, 2006).

5.3   Impact

Based not only on the existing evaluations, but also on the international observation of and comments on the VET debate in Latin America (see Table 4.2) and against the background of our own field surveys, inspections and interviews, it is evident that the CAPLAB strategy has had remarkable impact.

> *To what extent have access to employment and income of targeted beneficiaries been increased through SDC's interventions?*

Income and social status

The data retrieved in the 2006 impact analysis with regard to this issue show that the incomes of CAPLAB graduates are not only significantly higher than those of the control group, but also rise more sharply (Bringas, Raya, & Torres, 2006).

However, in our inquiry of August 2010, graduates estimated themselves as poor (59%) or medium (39%) according to their income (see Annex 3). Since there was no real control group we asked the interviewees to compare their incomes with the income of one of their siblings – the most similar one – without participation in CAPLAB projects. The analysis shows that there are no significant differences between the ones that indicate that they earn less/as much/more than their sibling. This result persists even when the interviewees are compared to siblings of the same sex (for the reason that the average of male siblings earns slightly more) (see Annex 3).

Regression analyses in which different variables (formal education before the program had started, sex, age, family income, quantity of books in the parental household, as well as age, sex and education of the siblings) have been controlled, show no significant influence of these variables on the income, so it does not seem as if specific characteristics of the selected program participants are responsible for the fact that they do not perform better than their siblings (see Annex 3).

We get a similar result from the questions that focus on the social status of the work: No significant positive effect of the program on income can be read out of the data. This in some way contradicts other findings explained above – the main reason for this surely is the low size and the lack of representativeness of the sample. Maybe it takes some time until the program pays out for the graduates. At least 56% of the interviewed see their future prospects "better" and another 44% similar to their siblings (see Annex 3).

Employability

Since we had no access to reliable data concerning employers which absorb CAPLAB graduates, it was very difficult to find adequate interview partners. Our employer sample finally consists of 6 cases, which do not allow us to generalize the information provided by the employers. All interviews have been realised in the Andean region of Cajamarca.

All respondents are part of the upper management level; most of them are general managers of small enterprises or small subsidiaries of national business companies (2 to 15 employees).

In spite of the small sample some important points should be mentioned here:

- Whether or not a company has trainees at the time point of the interview does not depend on the number of regular employees in the same company. While in a bank branch with 10 employees there are no trainees in a consulting agency with 2 employees there are 2 trainees.
- No trainee receives a regular salary. **All** employers answered that their trainees rather receive a monthly tip ("propina").
- All practical trainings take 6 months.
- In 5 out of 6 companies young people have been trained during the CAPLAB program (between 5 and 20 trainees per company, 47 trainees in total).
- All trainees are or have been between 17 and 25 years old.

The gender ratio between graduates was balanced as we already present it. However, between employees the situation is different. In all cases a gender gap in the composition of trainees can be observed: Only in one case there is equilibrium between female and male trainees. In all other cases the share of female trainees is between 0% and 40%. This finding in some way may surprise in view of the above mentioned composition of our graduates sample where 67% of the interviewees are women. But the reason lies in the fact that changing of recruitment strategies of the employers may take some time and depends on many variables also related to traditions and culture in the country.

In matters of income the employers have different opinions: three interviewees share the opinion that CAPLAB trainees have better income opportunities than the control group. One employer thinks that CAPLAB trainees have similar income opportunities, one even estimates that they have worse opportunities and a third one does not express any opinion. Better income opportunities are explained with the advantage of the dual model of vocational education compared to the traditional Peruvian modal with no or weak links between education and labour market. The employer that expressed that CAPLAB graduates have worse opportunities explains this with the relatively much higher attention that employers pay to university graduates.

CAPLAB graduates are valued by the employers for their sense of responsibility. In many cases these graduates take over positions with high responsibility within the companies. Furthermore CAPLAB graduates contribute to the economic growth of the company: in one case a yearly growth of 150% is explained with the existence of these graduates in the company.

> *Which is the value added by programmes that were designed along the lines of the dual model of vocational training?*

CAPLAB is not a dual VET programme, although it makes companies share the responsibility for VET. These "cooperative" relationships between the educational sector and the labour market seem to suggest some parallels with the dual VET approach of the German and Swiss cooperation in the field of VET. Yet, the dual responsibility alone is no reason why the CAPLAB activities should be seen through the lens of the dual system - an approach that the partners in development cooperation often feel is poorly adjusted, if not to say "eurocentric". Whenever there is talk of the dual system in VET, experts should urgently use other terms as they refer to the absolute necessity that sustainable VET must be labour-market-oriented - for the sake of the systemic effectiveness of their approaches and strategies (cp. Arnold & Feder, 2000).

5.4   Sustainability

The unresolved sustainability questions are not associated with the realisation of the project itself, but with the preparation and implementation of the withdrawal from the project. As the evaluator sees it, the undeniable difficulty to develop sustainable VET systems in Latin America by means of external interventions (cp. Stockman, 1992) is exacerbated in the case of CAPLAB by the fact that there was and is, no genuine exit and follow-up strategy—which possibly hints to a general weakness of SDC. Therefore the option chosen to secure the continuity of central project components through a NGO is the only realistic option, although its viability needs to be assessed fairly in dealing with the partners.

> *To what extent are VSD benefits provided by SDC's activities and interventions sustainable, in particular, in terms of ensured continuity of financial and human resources?*

It cannot be overlooked that Peruvian education politicians prioritise the nation-wide provision of basic education. Therefore VET is of only secondary importance in their eyes, while this policy is likely to remain unchanged under the current administration. For this reason, the sustainability was perceived as a problem mainly by the representatives of the Ministry of Education, while the local protagonists reckon in principle that it will be possible to keep up the existing level of institutions and services.

In this context it is important that CAPLAB achieved that the key elements of the model were enshrined in legislation - an unexpected success considering the position of ministries of education. Another important aspect is the interest at the regional level to consider VET as a socio-political task, take the responsibility themselves and keep the VSD offers in place. This means that, in line with the opinions expressed in numerous talks, about 50% of the activities will continue to exist after the project funding expired - an aspect that is worth appreciating when examining the sustainability of the project.

The institutionalization of CAPLAB Program into CAPLAB NGO was a good strategy to ensure sustainability. However, after the phasing out of SDC in 2009, CAPLAB did its own to keep itself going, on one side they offer their courses, training, advice and know how transfer to other institutions at the national and regional level; on the other side they expanded their range of offers to new related areas. This doesn't mean that they don't seek the same

objectives anymore, as they say: "We are still CAPLAB, with the same objectives, and the same target group but we look to sustain it with related activities and new stakeholders".

According to interviews with SDC representatives there is a criticism regarding the "false labelling" of CAPLAB - an NGO using the label of a successful programme without being able to provide its full services in the future. This criticism is not justified in our opinion and plays into the hands of the Ministry of Education and its sensible enviroment. On the one hand, as explained above, the NGO CAPLAB provably goes to great lengths to cultivate the networks - partly on an unpaid basis - and, on the other hand, in view of the half-hearted implementation of the education law there are currently no other – realistic - prospects of ensuring and continuing CAPLAB's poverty-oriented activities.

Table 5.1 Some recent projects of the NGO CAPLAB

PROJECT NAME	PERIOD	FINANCING CONTRACTOR
Strengthening of labour skills of the young population of Huarmey (Ancash)	07/2010 - 11/2011	Mining Fund Antamina
Development of productive skills of the population of Fuerabamba (Apurimac)	08/2009 - 10/2011	Mining company Xstrata Perú S.A.
Labour Skills Development for young people in Lima, Callao and Ancash	06/2009 - 06/2011	IDB and International Youth Foundation
Development of personal, consulting and productive skills in rural regions (Apurimac, Ayacucho, Huancavelica, Junin, Huánuco, Pasco)	01/2011 - 06/2011	World Bank

In which way have reporting and evaluation processes led to higher awareness vis-à-vis a sustainable, long term impact of the projects (meta-evaluation)?

As already said CAPLAB is well documented and evaluated. Nonetheless, the evaluator came away with the impression that in many places people do not trust the existing reports (at COSUDE and MINED); often the independence of the expert opinions is doubted even when they have done by reputed ones, as is shown from the quoted references to comments of Latin American VET experts. At the same time a diffuse scepticism was wide-spread that is not empirically based on the expert opinions or on the reports. Thus the opportunity was missed not only to do something positive, but also to speak "positively" of it.

Are SDC's VSD interventions sensitive for the risk of establishing parallel structures?

Parallel structures are in place in the VET systems of virtually all Latin American countries. Starting with Brazil in 1947 national VET institutions where created (SENATI in Peru), to train young skilled workers for the industrial sector - mostly under the aegis of the labour ministries; more often than not these institutions developed into entities operated almost exclusively by the private sector - with differentiations that were observed and analysed in detail by ILO already in 1989 (CINTERFOR/ILO, 1989). The situation is different for the secondary schools that are under the aegis of the ministries of education: They could hardly manage to assert themselves against the prevailing ideology of general education propagated by the ministries of education - a situation of which the Peruvian history of vocational education provides plenty of specific examples (Schlegel, 1980).

It is against this backdrop that the CAPLAB strategy pursues a skills-based and labour-market-oriented opening of the educational system - a tendency that is normally seen as out of place in any educational system and accordingly faces resistance (also in Germany and Switzerland). A major part of the criticism and negative comments is substantially based on such tendencies to inertia, as the evaluator sees it, while a lot of persistence and successful practical examples are needed to mitigate and weaken such resistance. Paradoxically the internal scepticism mentioned earlier on provides grist to the mills of the VET opponents within the system, who do not base their reluctance on available empirical results either, but on the existing educational mentality.

5.5   Overall comment on the project

5.5.1   The issue of institutionalisation and the "staying power" of the cooperation in the field of VET

For many years the question has been discussed controversially whether and in how far changes of the VET systems in Latin America can be brought about and shaped by further developing the existing VET systems or by building up a new institution (cp. Arnold, 2002; Arnold & Krammenschneider, 1999). Not least in the VET-related cooperation, the thesis, well-documented by systemic change research, has come to prevail that systems can only be changed from inside. Creating networks of service structures, accompanying grown school structures in modifying their offers and services and providing education and training for those who work in these institutions are important components of a strategy that derives its relevance not from creating new institutions, but from facilitating the change of existing institutions and promoting networks. The evaluator is of the opinion that the CAPLAB strategy is in line with this approach to change.

From the evaluator's point of view this also refers to the question of the institutionality of the CAPLAB provider. The arrangement regarding the foundation is a viable strategy to continue and secure the know-how and the networks and services that have been created by the CAPLAB strategy in view of Switzerland's total withdrawal from VET that has been decided. It is a good strategy—the only one, to be precise—in view of what seems more like the abandonment than the handover and safeguarding of the project, as Switzerland withdraws from VET-related development cooperation. And it is carried out with a good deal of enthusiasm and dedication from the end of CAPLAB (cp. Priorities of Change).

In the evaluator`s opinion, this assessment is not contradicted by the following aspects:

That the CAPLAB NGO must refinance itself "in the market" of national and international donors and must therefore let itself be guided by another organisational logic that in the phase when the project was financed; or

That there are still critical voices and/or distance and reluctance in the ministry of education itself—an attitude that is mostly based on a different understanding of the tasks and necessary priorities of public education policy.

Nonetheless, the changes achieved in the education law as well as in the mentality and competence of the cooperating teachers and the networks generated at the regional level, must be seen as examples of good practice. After all, it takes several decades to transform the grown mentality in a ministry of education - an aim pursued also by other international programmes in Peru - though far less successfully ((Arnold, Esser, Feder, & Wieckenberg, 2004) – and which did not bring about major success in any Latin American country, in the impression of the evaluator.

However, the CAPLAB case also shows that long-term cooperation in the field of VET should not be decided without a clear follow-up and project securing strategy. Of course, development cooperation that spans various decades is no longer en vogue; nevertheless there seem to be a lot of good reasons why the building and anchoring of a VET strategy

which also seeks to transform the mentality of a ministry and the society at large (youths, parents, employers) must be designed for longer periods of time and provide for flexible exit and switching scenarios. Social change - and that is what this case is about - does not abide by project cycles. In his recommendations, the evaluator will develop a few hints with regard to a phased exit concept, which would be (would have been) advisable to develop in the case of Peru (or in similar settings).

5.5.2   Key points of CAPLAB

The development of broad-based VET that was launched by CAPLAB can be judged as useful and sustainable from a development political point of view. With regard to the key questions on which this evaluation is based, the following can be confirmed:

Reach target groups	The available evaluations show that CAPLAP caters to poorer target groups. Significantly more than 50% of the participants are from the group of the "poorest" (monthly income below 200 dollars). Likewise, a significantly higher percentage of female participants were recruited. The talks and interviews with local people showed that equal access to training is guaranteed; when training places are scarce, trainees with the same qualification are usually admitted on a "first come first serve" basis.
Higher Employment	The graduates of CAPLAB courses are three times more likely to enter the labour market than graduates of the control group. This assessment is confirmed unanimously in the talks and interviews. 60-70% of CAPLAB's efforts are geared towards creating jobs. Enormous efforts are made to qualify the trainees for self-employment and to accompany them accordingly.
Empowerment and social participation	The conversations with numerous local trainers and instructors show that VET is regarded as important for both the development of individuals and their social groups. Of course, the contents are important, but what is even more valuable is that the trainees make the experience that they are able to achieve something and that they themselves are important. Enabling young people to perceive their self-efficacy is an important step towards helping especially marginalised youths, who often live together with their families without having any space for themselves, "without being aware of themselves" as someone put it in one of the interviews.
Contextualisation	By involving business companies in the identification of desirable skills, a breakthrough was achieved in terms of acceptance of VET. Today the companies know what skills the trainees have acquired and rely on them.
Policy reform	The reserved attitude of the Ministry of Education towards CAPLAB and its achievements is perceived as an obstacle. Nonetheless the regions themselves (like Cajamarca e.g.) are in the process of taking over the responsibility for the VET of young people.[9] It will probably be key to focus on the options of regional responsibility for VET in the future, when dealing with decentralisation policies in Peru.

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[9]   So the President of the regional government of the Cajamarca region issued a regional regulation as early as in 2007 ("ordenanza regional" No. 010-2007-GR.CAJ-CR), that claims the regional responsibility for vocational training. It is against this backdrop that the "Comité Técnico para la Formación Profesional y Promoción del Empleo" developed detailed principles of a regional vocational training policy in January 2009.

This assessment shows that CAPLAB is a useful strategy of poverty-oriented VSD. From the concepts implemented and the procedure followed in the course of the project, elements of a reference model can be derived, which could also provide guidance for activities in other contexts.

6   Conclusions

Decades of experience with the educational institutions of the Ministry of Education show that these take their time to open and are highly reluctant to embrace concepts of practice-oriented VSD. The untiring efforts to promote labour-market-oriented VSD repeatedly resulted in contacts with schools that did not fulfil the expectations placed on them. It is the image of school as such that determines the national education policy and also causes many teachers to develop a mentality that is rather reserved towards the labour market and the criteria of competence-oriented VET. Nonetheless, it is the institutions of the ministries of education that are present all over and where the poor are. Therefore, if you want to serve the poor and the poorest of the poor in Latin America, you can only do so in close co-operation with the ministries of education.

The reserved attitude of the Ministry of Education towards approaches of poverty-focused and labour-market-relevant VSD was also noticed in conversations with representatives of the Ministry of Education. However, this reluctance is obviously thwarted by the fact that, under the influence of the CAPLAB project, Peru promulgated legal obligations that promote technical VET.

Against this backdrop, the SDC-supported approach to improve the performance of the VET centres is the right starting point. This is also proved by the results achieved at the national and institutional level. Contrary to the concerns and questions mentioned in talks during this study, the analyses conducted at the local level left no doubt that the CAPLAB project reaches its aims, as can be seen from the comment of a participant who works as a secretary nowadays: "Thanks to the training I found a job and earn more today than my siblings".

7   Priorities for change

Neither the empirical results (existing studies plus own surveys, interviews and inspections) nor the international perception of CAPLAB substantiates the scepticism formulated in the criticism of the draft version. That criticism has also got to do with an administrative narrowing of the assessment which is understandable because that phase was marked by numerous inconsistencies and frictions. However, thus the overall assessment of a programme containing lots of sustainable approaches and experiences for the implementation and shaping of a poverty-focused VET with dual networks, is distorted in an inadmissible way.

When it comes to shaping sustainable VET-related cooperation in the future, the observations and judgments presented by the evaluator give rise to the following recommendations:

(1)   From a systemic point of view, the cooperation in the field of VET also needs an inward-looking analysis that examines the mechanisms of how impressions and overall assessments with regard to a programme come into being and how they may come to determine the activities at large and the interaction with partners, for the sake of those whose development and capacity building one has spent years building trust and developing human resources. It must be made sure that the advantages and beneficial impact of one's own programme is not propagated and stressed by third parties. Instead, the motto must be: "Do good and talk about it!"

(2)   The Swiss VET-related cooperation has not real exit strategy - at least it does not become visible in the case of CAPLAB. The interviews with the stakeholders gave the impression that the project was sort of dropped, while that phase of leaving the project was largely overshadowed by administrative problems, undermining also the trust in the NGO that had been created as a project successor. Therefore the evaluator proposes to develop a follow-up concept that comprises some selective points of process follow-up (consultancy and workshops), scholarship programmes and supply of didactic materials, etc.

(3)   There is need to secure the institutional memory of the Swiss VET-related cooperation and to make sure that the experiences, achievements and lessons learned are reflected in the awareness and skills of those who are currently in charge of the work (e.g. by offering training measures). This hint also refers to the question how to deal with evaluations in general and what realistic expectations to link responsibly to a strongly quantitative controlling.

(4)   It is recommended to obtain a detailed description and analysis of the CAPLAB strategy as a genuine example of Swiss Development Cooperation. The reason is that this example shows many things at a time: the ambiguity between general education and VET, the concurrence and continuity of internal and external dynamics in phases of transition and the – pending – issue of how to organise a project phase-out and follow-up.

(5)   The evaluator would also like to point out that, knowing the debates of the 1980s and 1990s, the model of "dual VET" cannot be suggested in Latin America or other places any more today nor can the discussion even be brought to it as an option by using this very term. The point is rather to establish and build up a cooperation between the VET system and the labour market in regional settings – an interest that CAPLAB strived to implement consistently.

8   Final remarks

8.1   Criticism of criticism

This   report has gone   through two stages: first the preparation of a draft   document to be presented to members of the Core Learning Partnership – CLP   of SDC; secondly the incorporation of comments and suggested adjustments to the draft version.

It is the purpose of draft versions to provide an opportunity to ask further questions and detect misunderstandings and missing aspects, so they can be taken into account when reviewing and further developing the text. In the current case many of these questions have been helpful indeed, but others were simply of too a general nature: Something was expected that did not only exceed the limited manpower and time resources, but also betrayed ignorance of the true aims and purposes of this metaevaluation. For instance, it cannot be the objective of the present study to provide evidence for appraisals that are vaguely insinuated when speaking of a failure of the CAPLAB strategy – while that impression is not reflected in any of the existing evaluations and studies. The evaluator got the impression that this is a scepticism looking for evidence - although it is "rooted" in constellations related with the group and project dynamic and a loss of institutional memory that needs to be analysed and commented separately – provided the general fact is accepted.

Nonetheless, the evaluator also raises justified questions that the management of SDC itself has to answer, namely: Are they aware of the intrinsic value of country studies (evidence-based judgment), on which the cross-sector evaluation is based, and do they take

care that no degree of concreteness is expected from them that would make them comparable with existing studies, conducted with significantly more time and manpower?10 It is strongly advised not to have research done until the evidence is consistent with the impression. Also and especially in the field of development cooperation, institutional reflexivity also requires an inward-looking mechanism that poses the question: Where does an impression come from that goes hand in hand with questioning all existing evaluations (including this one) and is it really possible to address this strong impression by obtaining further clarification? The evaluator thinks that the answer is "no".[11]

Neither the empirical results (existing studies plus own surveys, interviews and inspections) nor the international perception of CAPLAB substantiates the scepticism formulated in the criticism of the draft version. That criticism has also got to do with an administrative narrowing of the assessment which is understandable because that phase was marked by numerous inconsistencies and frictions. However, thus the overall assessment of a programme containing lots of sustainable approaches and experiences for the implementation and shaping of a poverty-focused VET with dual networks, is distorted in an inadmissible way.

8.2   Internal project dynamic and institutional forgetfulness

In speaking with COSUDE staff, the impression was gained that in particular the phasing out of the project must have given rise to some irritation regarding the administration/bureaucracy that also entailed tension and anger among those who had to put into practice this phasing out on the one hand and the responsible persons at the foundation—the partners—on the other hand.

This "administrative anger" also influenced the perception of the project achievements and the existing networks and personnel resources that have been built laboriously over years. Within the setting of SDC, one also hears self-critical voices in this regard that raise the self-reflective question whether really in this context the relations with the partners have always been shaped in line with the self-imposed principles of capacity building, resource enhancement and personnel development. Plainly speaking: Of course, it is necessary to handle the financial affairs and project administration correctly, but the crucial point for the sustainable and therefore trustful continuation of the activities are the ways in which key persons are treated, who have been built up and empowered with time and effort. When looking at the results of our interviews, it cannot be totally excluded that resources of trust were harmed during the phasing out that had been built over many years. And apparently a part of the institutional memory was also lost—at least one cannot avoid this impression when comparing the critical comments, that mostly lack an empirical foundation, with the evidence of data from the available reports.

One interlocutor actually attributed the institutional forgetfulness to the change of staff and recruitment of younger staff for the SDC management—an impression that would have to be analysed more exactly. The evaluator himself realised in various interview settings that the actors are not fully aware of the model-theoretic and strategic debates about development cooperation in the field of VET of the last two decades. So e.g. references to the possibility of developing a "dual" VET system are often mentioned with a naturalness that stays far behind the acknowledged stage of discussion reached as early as in the 1980s (cp. Arnold 1986;

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10   In the present case, it means that processing to the desired clarification level (even if pushed) should be considered by the responsible institutions mainly in relation to staff costs, which was well above the scheduled and calculated magnitudes.

11   It should be allowed to point out that research must not only recreate the object properly (according to its structure and according to the research resources), but also must satisfy rather well the observer perspective and ensure in this point the expressive interests, dynamics and opportunities (see Arnold R. , 2011).

Labarca 1999). Similar observations might also be made with regard to the limited sustainability and the "risks and side-effects" of an external view of possible project achievements that is too strongly geared from a controlling perspective. Here the evaluator urgently recommends to take up SDC's internal level of knowledge reached as early as in the 1990s and summarised in the guiding principles "for the Planning, Evaluation, Monitoring and Implementation (PEMI) of projects and programmes"12(cp. Arnold, Gonon, & Schaltegger, 1992; Stockmann & Wenger, 1992).

It is this internal-institutional background that the evaluator thinks should be taken into account when trying to adequately understand and constructively use some of the critical remarks about the draft version of the present country study.

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12   Reference is made to the "Synthese der Grob- und Querschnittsanalyse Berufsbildung" [synthesis of the gross and cross-sector analysis VET] of 1993 of the then DEH (DEH 1993) that was based on a detailed evaluation of project documents plus numerous group and individual interviews (cp. Arnold/Gonon/ Schaltegger 1992; Stockmann/ Wenger 1992).

9 Literature

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10 Annexes

Annex 1: Country map

Figure 1. Peru Map (circles show the study area)

Annex 2: Overview of persons interviewed
a) SDC representatives (all relevant resource persons, min. 2-3)

Name	Prename	Function
Favre	Jean-Christophe	Head of SDC's local representation in Lima
Quintana	Cesarina	Employee of SDC's local representation in Lima

b) Ministerial representatives (a number of relevant resource persons, min. 2-3)

Name	Prename	Function
Añaños	Norma	Ex Vice-Minister of Women, director of the NGO CAPLAB
Quispe	Armando	Director of technical-productive and technological secondary school education, Ministry of Education

c) Public servants representing implementing agencies (national / local level)

Name	Prename	Function
Cornejo	Elizabeth	Representative of the VET Department, Ministry of Labour
Salvador Caldas	Eva	Employee of the Ministry of Labour
Correa	Z.	Employee of the Ministry of Labour
Alfaro	David	Employee of the Ministry of Labour
Machuca	Roseles	Representative of the regional government in Cajamarca
Silva	Fernando	Representative of the regional government in Cajamarca
Fernandez Tirado	Samuel	Regional director of the education department, Cajamarca
Merino	Ciro	Education expert, regional educ. department, Cajamarca
Campos	Emperatriz	Chairwoman of the Cajamarca Chamber of Commerce
Céspedes	Luís	Managing director of the Cajamarca Chamber of Commerce
Antinori	Javier	Regional director of the Labour Department, Cajamarca
Gaytan	Juan	Director of the employment division, Labour Dep., Cajamarca
Brophy	Anna	IFP, Labour Department, Cajamarca
Palacios Matute	Julio	Regional director of the Foreign Trade and Tourism Department
Bustamante	Paola	Director of the Peruvian Agency for International Co-operation

d) Representatives of NGOs (a number of relevant resource persons, min. 2-3)

Name	Prename	Function
Farje	Gladys	Director of NGO CAPLAB
Vásquez	Juan Carlos	Representative of the NGO CAPLAB
Vegas	Martin	Co-author of the study "Strategy to Influence Public Policies for the CAPLAB Project"
Bustamante	Paola	Director of the Peruvian Agency for International Co-operation
Triveño	Gladys	Co-author of CAPLAB's 2008 annual report
Salas	Guillermo	Co-author of CAPLAB's 2008 annual report

e) Representatives of training organisations

Name	Prename	Function
Mendo	Nelson	CAPLAB instructor
Acalaya	Roger	CAPLAB instructor
Aliaga	Luis	Director of the CETPRO in Zepita
Cieza	Simón	Director of the CETPRO in Cajamarca

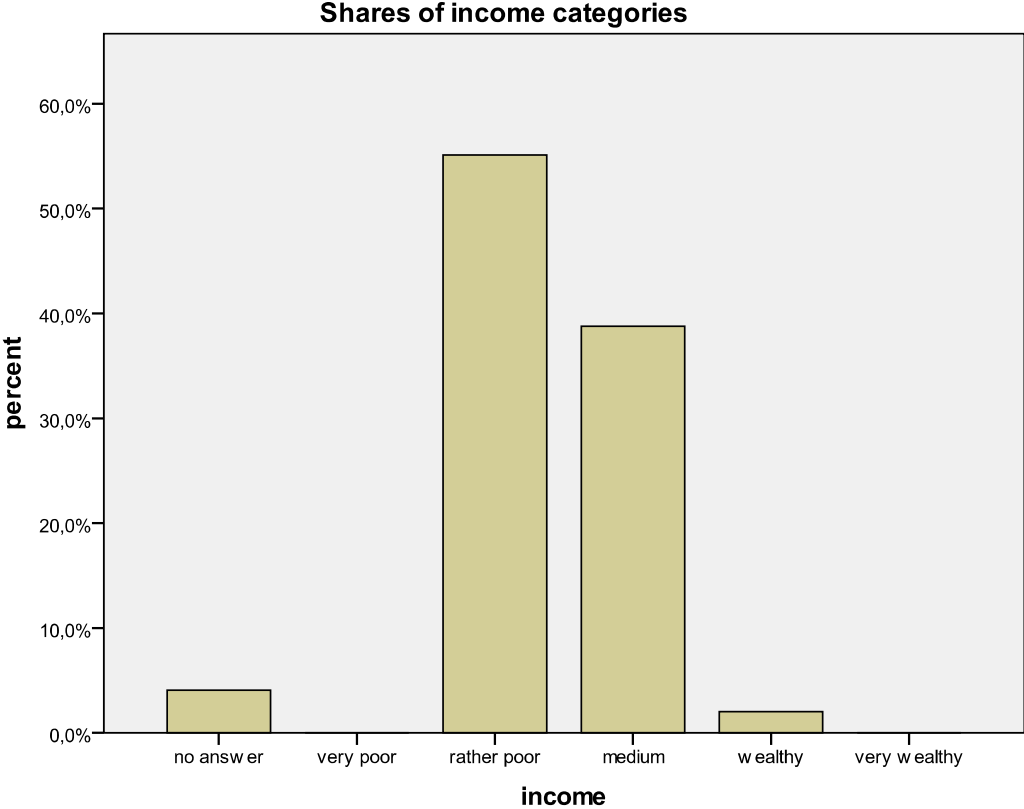|		
Correa	Edwin	Director of the CETPRO in San José Obrero and Coordinator of the CETPRO network
Rabanal	Nicolas	Director of the Instituto Superior Tecnológico, San Marcos
Ochoa Bendezú	Juan	Director of the CETPRO in San José Artesano, Callao

f) Employers

Employer number	Function	Economic Sector
1	CEO	Services
2	Branch manager	Services
3	CEO	Farming
4	CEO	Services
5	CEO	Arts and crafts
6	Owner	Milk processing

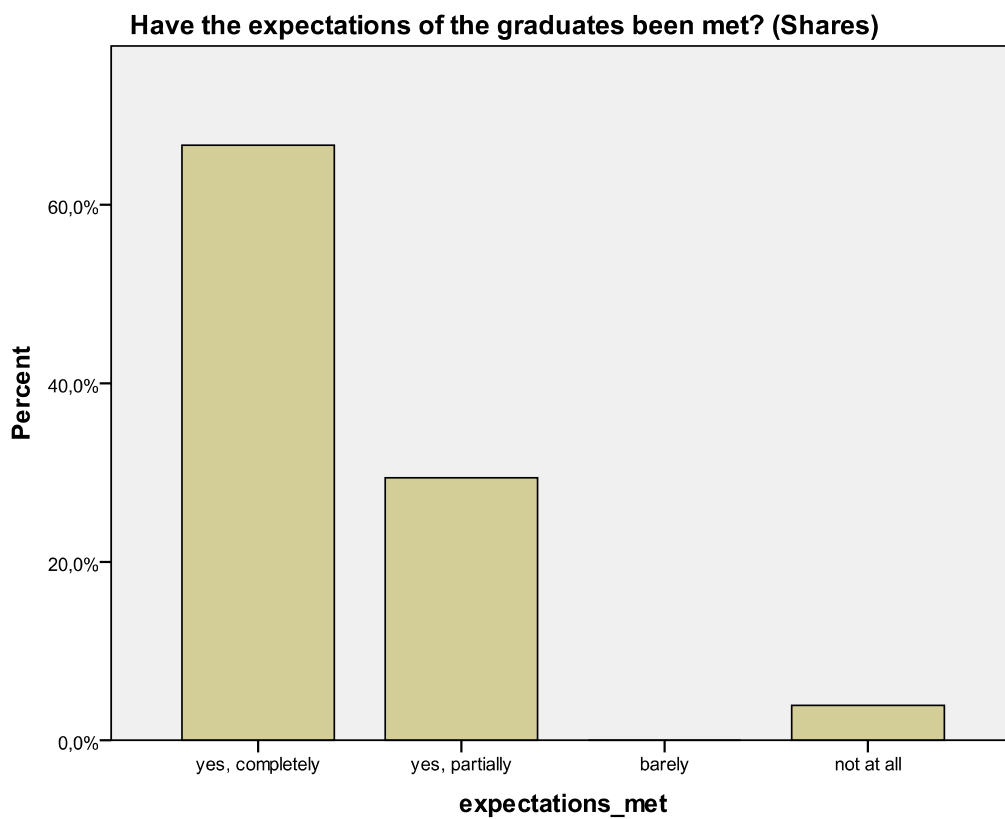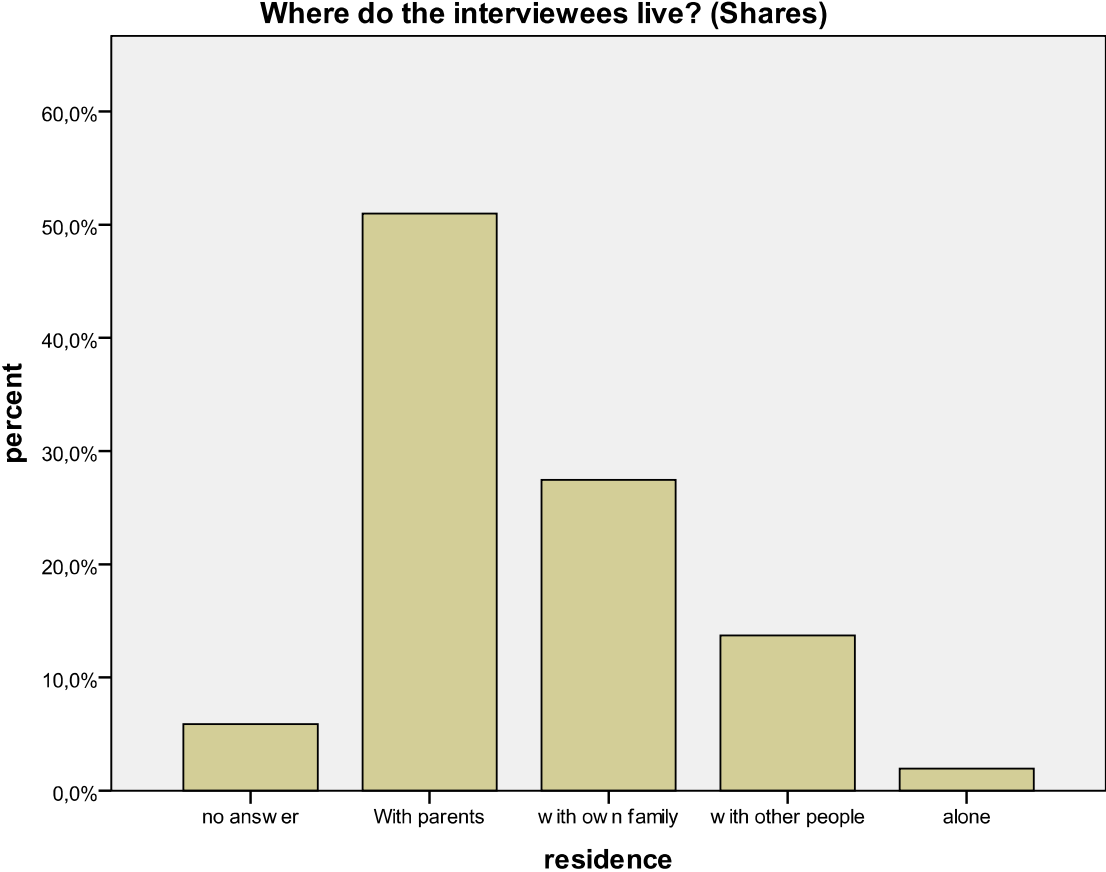## g) Trainees having entered the labour market

Trainee number	Sex	Age	Training organisation (name)	Economic sector
1	m	23	IST San Marcos	Farming
2	m	25	IST San Marcos	Services
3	m	25	IST San Marcos	Services and Farming
4	f	26	IST San Marcos	Services
5	f	33	IST San Marcos	Farming
6	f	30	CETPRO Cajamarca	Self-employed
7	f	25	CETPRO Cajamarca	Textile production
8	m	22	CETPRO Cajamarca	Services
9	f	22	CETPRO Cajamarca	Services
10	f	20	CETPRO Cajamarca	Services
11	f	29	CETPRO Cajamarca	Services
12	f	20	CETPRO Cajamarca	Services
13	f	22	CETPRO Cajamarca	Services
14	f	24	CETPRO Cajamarca	Textile production
15	m	31	CETPRO Cajamarca	Carpentry
16	m	32	CETPRO Cajamarca	Carpentry
17	f	28	CETPRO Cajamarca	Public administration
18	f	22	CETPRO Cajamarca	Services
19	f	30	CETPRO Cajamarca	Primary school teacher
20	f	23	unknown	services
21	f	29	unknown	services
22	f	34	unknown	services
23	f	33	unknown	services
24	m	31	unknown	services
25	f	23	unknown	services
26	m	20	unknown	services
27	f	20	unknown	services
28	f	29	unknown	services
29	f	28	unknown	production
30	f	33	unknown	production
31	f	33	unknown	production
32	f	29	unknown	production
33	f	25	unknown	production

Trainee number	Sex	Age	Training organisation (name)	Economic sector
34	f	28	unknown	production
35	f	31	unknown	production
36	f	25	unknown	production
37	f	26	unknown	production
38	f	24	unknown	production
39	f	24	unknown	production
40	f	34	unknown	production
41	f	29	unknown	production
42	m	30	unknown	production
43	m	32	unknown	production
44	f	23	unknown	production
45	m	26	unknown	production
46	m	20	unknown	production
47	f	27	unknown	production
48	m	36	unknown	production
49	m	25	unknown	production
50	f	24	unknown	production
51	m	24	unknown	production
45	m	26	unknown	production

Annex 3: Figures and Tables of the quantitative analyses

Shares of income categories

Shares of female and male interviewees

Have the expectations of the graduates been met? (Shares)

Where do the interviewees live? (Shares)

Shares of age groups
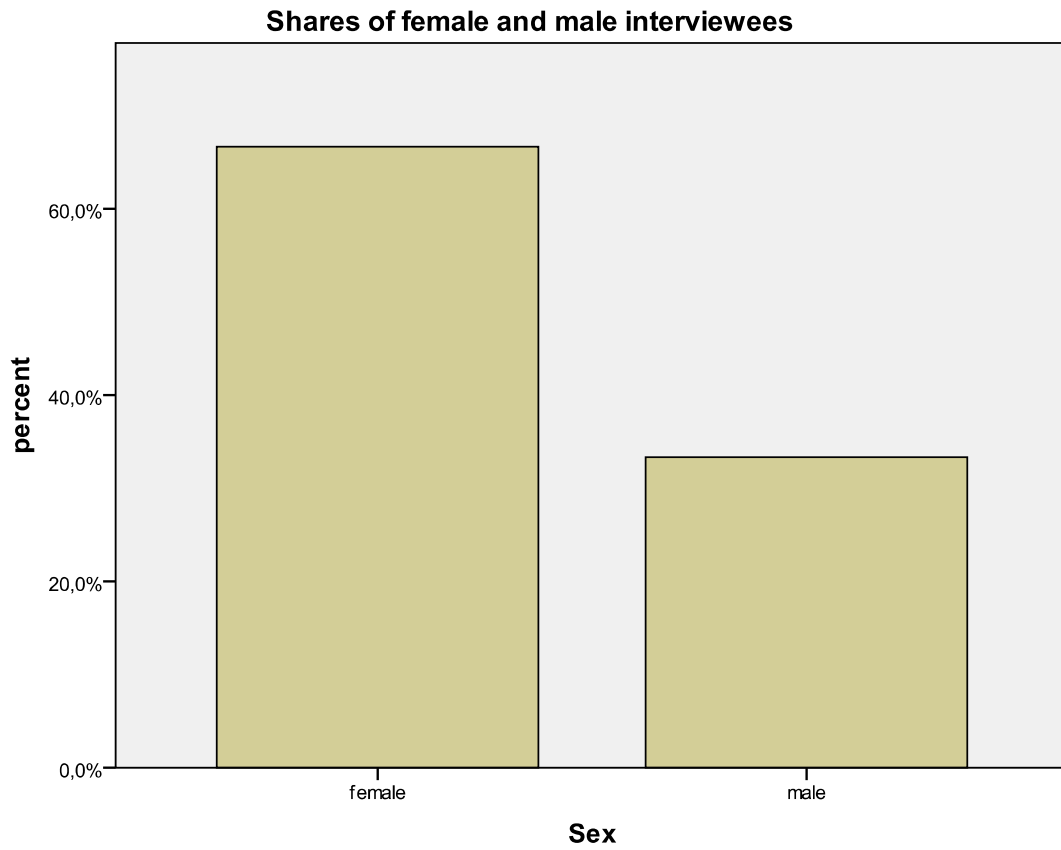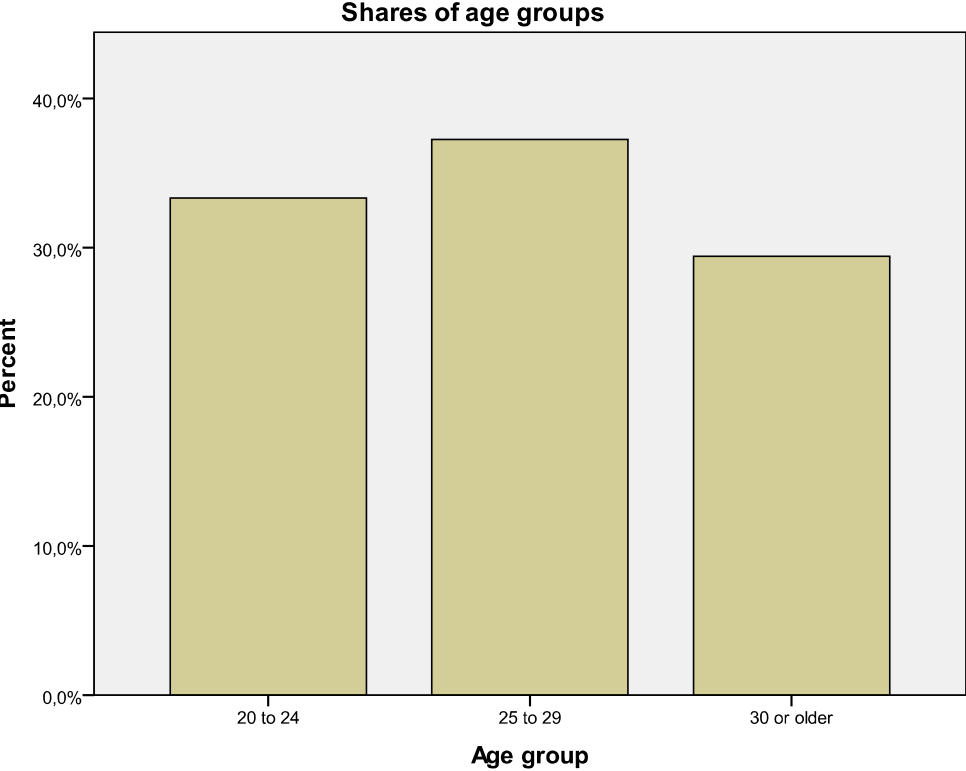
Annex 4: Statistical tables

Annex 4.1: Regression of Social Status Comparison with most similar sibling (1=higher, 2=similar, 3= lower)

dependent var: comparison of social status

age	-0.035
	(0.031)
gender (1=female)	-0.083
	(0.30)
years of formal education before programme	-0.059
	(0.10)
age sibling	-0.012
	(0.017)
gender sibling	-0.07
	(0.26)
educ-sibling	-0.057
	(0.044)
intercept	4.69**
	(1.40)
N	36
R-sq	0.144

Note: Standard errors in parentheses

* p<0.05, ** p<0.01, *** p<0.001

Annex 4.2: Regression of Income comparison with most similar sibling (1=higher, 2=similar, 3= lower)

dependent var: comparison of Income	
age	-0.0053
	(0.030)
gender (1=female)	0.021
	(0.31)
years of formal education before programme	0.17
	(0.12)
age sibling	-0.02
	(0.016)
gender sibling	-0.55
	(0.29)
educ-sibling	0.06
	(0.043)
intercept	0.54
	(1.61)
N	37
R-sq	0.237

Note: Standard errors in parentheses

* p<0.05, ** p<0.01, *** p<0.001

Annex 4.2: Comparisons with most similar sibling

Comparison with most similar sibling	better/higher	similar	worse/lower	N
Sibling's Income is	37.84	32.43	29.73	37
Sibling's social status	34.29	40.00	25.71	35
Respondent's future prospects	55.56	44.44	0	27

Annex 5: List of cooperations of the NGO CAPLAB (provided by the NGO itself)

Aliados internacionales:

- INBAS: Instituto para la Formación Profesional, Políticas Sociales y Mercados de Trabajo, Alemania
- Internacional Youth Foundation (IYF)
- KfW – SwissContact – Nicaragua
- Banco Mundial
- Banco Interamericano de Desarrollo (BID)
- FOMIN - BID
- Unión Europea – Proyecto APROLAB (Programa de Apoyo a la Formación Profesional para la inserción Laboral en el Perú)
- Minera XSTRATA PERU
- CINTERFOR – Centro Interamericano para el desarrollo del Conocimiento en la Formación Profesional
- Fundación FAUTAPO – Bolivia
- Ministerio de Educación y Cultura (MEC) – Bolivia
- Comisión Episcopal de Educación de Bolivia - CEE
- Servicio Nacional de Aprendizaje SENA – Colombia
- Fundación Omar Dengo – Costa Rica
- Congregación Salesianos de Nicaragua
- Fundación para el Desarrollo Socio Ambiental (FOES) – Ecuador
- OIT – Oficina Internacional del Trabajo

Aliados nacionales

- Asociación Los Andes – Yanacocha
- Minera Barrick Misquichilca
- Fondo Minero Antamina
- Minera Buenaventura
- Empresa Minera Las Bambas - Xstrata
- Instancia de Apoyo a la Formación Profesional de Apurímac
- Grupo Impulsor para la Descentralización del Cusco
- Grupo Impulsor para la Descentralización de Cajamarca
- ONG Progreso
- ONG Foro Educativo
- Grupo Impulsor por la Educación Rural
- CONCYTEC: Consejo Nacional de Ciencia y Tecnología
- Cáritas del Perú
- Congregación Fe y Alegría
- Congregación del Buen Pastor
- Congregación Hermanas de María Auxiliadora
- Congregación de Hermanos de La Salle
- Congregación Hijas de la Misericordia
- Congregación de los Oblatos
- Red Jesuita para la inclusión de la Infancia y la Juventud
- Centro de Información y Educación para la Prevención del Abuso de Drogas -CEDRO
- Instituto Peruano de Administración de Empresas - IPAE
- OBRA: Alianza por los Jóvenes – América del Sur/Perú - IYF

Instituciones Académicas

- Universidad Femenina del Sagrado Corazón UNIFE
- Instituto Pedagógico Nacional de Monterrico
- SENATI
- IPAE: Instituto Peruano de Administración de Empresas

- Universidad Peruana Cayetano Heredia
- Universidad Privada San Martín de Porres
- Pontificia Universidad Católica del Perú
- TECSUP

Instituciones del Estado

- Ministerio de Educación
- Ministerio de Trabajo y Promoción del Empleo
- Ministerio de la Mujer y Desarrollo Social
- REDEs de Centros de Educación Técnica Productiva (CETPROs) en 12 Regiones del país.
- Ministerio de la Producción