Independent Interim Evaluation

Promoting Apprenticeships as a Path for Youth Employment in Argentina, Costa Rica and Kenya through GAN National Networks

(Final Report)

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ACRONYMS

AHRCC	Asociación de Hoteles, Restaurantes, Confiterías y Cafés
CAFYDMA	Cámara de Fabricantes de Muebles, Tapicerías y Afines de Argentina
CMEP	Comprehensive Monitoring and Evaluation Plan
DYA	Desarrollo y Autogestión
GAN	Global Apprenticeship Network
GNN	GAN National Network
HO	Host Organization
ILAB	USDOL International Labor Affairs Bureau
ILO	International Labor Organization
INA	National Institute of Apprenticeship (Costa Rica)
IOE	International Organization of Employers
KPI	Key Performance Indicator
M&E	Monitoring and Evaluation
NGO	Nongovernmental Organization
Prodoc	Project Document
SME	Small and Medium-Sized Enterprise
TPR	Technical Progress Report
TVET	Technical and Vocational Education and Training
UCCAEP	Costa Rican Union of Chambers and Associations of the Private Business Sector
UIA	Union of Industries of Argentina
USDOL	United States Department of Labor
WBL	Work-Based Learning

EXECUTIVE SUMMARY

In 2016, the Global Apprenticeships Network (GAN) was awarded an initial amount of $ 1,400, 000 with a cooperative agreement from the U.S. Department of Labor (USDOL) for the project entitled "Promoting Apprenticeships as a Path for Youth Employment in Argentina, Costa Rica and Kenya through GAN National Networks (GNNs)", Grant Number IL-29557-16-75-K-1. An additional amount of $ 1,500,000 was awarded in July 2017 for a total of $ 2,900,000.   The project is designed to promote work-based learning (WBL)[1] programs as a complement to USDOL's FY2016 grants related to workplace-based training and apprenticeships for vulnerable youth in Argentina (led by Desarrollo y Autogestión [DYA]), Costa Rica (led by YouthBuild) and Kenya (led by ILO Kenya). The project started in September 1, 2016 and will finish in December 31, 2019.

The GAN is an action out of the B20 (Business 20) to address a crisis of youth unemployment that had reached high levels. It was set up with the intention of getting employers involved in resolving youth unemployment and the skills mismatch. It is an employer-driven alliance with the overarching goal of encouraging and linking business initiatives on skills and employment opportunities for youth – notably through apprenticeships. According to GAN, the organization is a network where private sector companies, business federations and associations come together to share best practices, to advocate and to commit to action around youth employability and skills development. The GAN's role in the project is to address the stigma around apprenticeships and bring together various international and national stakeholders, including employers, training institutions, government and social partners, through the platform of the GNNs to promote dialogue and knowledge-sharing on WBL programs as a way for vulnerable youth to break the cycle of unemployment and hazardous labor. The direct beneficiaries of the project are employers, government agencies, social partners, non-governmental organizations and other stakeholders. This project is testing new models and is innovative in its approach. It brings together various stakeholders and adapts to the needs of the country and stakeholders.

The objective of this project is to create and improve WBL programs for vulnerable and marginalized youth implemented by employers and other key stakeholders. It has three outcomes: 1) GNNs functioning in Argentina, Costa Rica, Kenya, 2) Tools and good practices related to WBL for vulnerable and marginalized youth shared among employers and relevant stakeholders, 3) Increased cooperation and collaboration among employers and key stakeholders regarding WBL programs for vulnerable and marginalized youth.

In Argentina, the GNN was at nascent stages at the time of the USDOL award, and it is managed by the Union of Industries of Argentina (UIA). In Costa Rica, the GNN was launched in December 2017 and is managed by an employers' federation, namely the Costa Rican Union of Chambers and Associations of

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[1] According with the Comprehensive Monitoring and Evaluation Plan of the project a WBL program is a general term that encompasses any type of on-the-job work readiness training, including apprenticeships, internships, traineeships, etc.

the Private Business Sector (UCCAEP). The Kenya GNN had its kick off meeting on August 31st, 2018 and envisages to have various partners, including local NGOs, taking a shared leadership in implementing the network and its related work. Since the GNN of Kenya has not yet started its activities, the evaluation focuses on the GNNs of Argentina and Costa Rica.

The main purposes of the interim evaluation are: 1) To review the ongoing progress and performance of the project; 2) To examine the likelihood of the project achieving its objectives and targets; 3) To identify ways to improve delivery and enhance coordination with key stakeholders in the remaining period of project implementation; and 4) To identify promising practices and ways to promote their sustainability.

Document analysis and interviews were used to collect data for the evaluation. Individual and group interviews were carried out with project staff (GAN and host organizations) and direct beneficiaries (GNN members and partners) in Argentina and Costa Rica. The interviews were carried out in two phases: the first phase occurred between July 23 and August 17 and the second phase between December 11 and 17, 2018. Field visits were organized to Argentina and Costa Rica between July 30 and August 10, 2018.

Findings and Conclusions

Regional studies conducted by the project confirm its relevance for improving youth education and employability not only in Argentina and Costa Rica but in other Latin American countries as well. The assessment points out that Latin American countries face a variety of challenges which affect the design and implementation of apprenticeships in the region: the lack of clear national legislative and policy frameworks that are relevant for such programs; the need for increased inter-sectoral coordination (between education system, the vocational training system, and employers); the lack of implementation of existing laws and regulations; the lack of clear incentives and support for employers, especially cost sharing. Likewise, the leaders of entrepreneurial and business organizations, as well as the authorities from the public organizations interviewed agree that WBL programs are an essential means for reducing unemployment among young people and improving the quality of human resources needed by companies.

Along project implementation, the Argentinean and Costa Rican GNNs have focused on expanding their membership, disseminating the WBL programs developed by some companies, organizing debate and discussion events around WBL programs, conducting advocacy activities, and participating in the GAN events. Advocacy and practice sharing have been the focus of the activities during this project stage because social knowledge on WBL benefits is limited, and many of the companies carrying out WBL programs work in isolation.

UIA and UCCAEP members have attended training events, international forums, webinars and meetings organized by the GAN with a positive effect in two areas: i) it has enabled coordinators and members to grow acquainted with and be trained in WBL programs, which is not only essential to foster GNNs but it also contributes to the development of technical cadres in these topics, ii) it has favored formal and informal interaction between GNN members, which in turn encourages the exchange of information and experiences used to bolster national networks.

Network consolidation can be characterized as nascent because UCCAEP started the project just 8 months ago and, although the UIA started its activities in 2016 and made progress during its beginnings, its strength decreased notably in 2018.The evaluator believes that the following factors have influenced GNN progress: i) the establishment of the Costa Rican and Kenyan networks started later than the Argentinean but as scheduled in the original project; ii) starting in September 2017 the UIA assigned new roles to the GNN coordinator, which significantly decreased her dedication to the network and reduced activity momentum; iii) regional studies started later than expected.

The foundations for GNNs to support the implementation of WBL programs for vulnerable and marginalized youth are yet to be laid due to two factors: i) GNNs have not yet acquired the capacity needed to support the implementation of WBL programs, and ii) GNNs have not yet developed tools or work models targeting vulnerable and marginalized youth.

Coordination between the host organizations (UIA and UCCAEP) and the projects financed by USDOL in Argentina (Noemi Project) and Costa Rica (YouthPathways Project) has different levels of intensity. In Argentina, close coordination with the Noemi Project has been carried out in a well-planned manner. UIA and Noemi Project members positively value the coordination between both projects as they believe such cooperation complements their skills. In Costa Rica, the relationship between UCCAEP and the YouthPathways project is less intense; they have not drafted a common work plan nor carried out joint activities. Members of both organizations agree that coordination is scarce and that there is much room for improvement.

The project has allowed the GAN to create more effective models to promote GNNs around the world. Originally, the creation of GNNs was led by Employer Federations as host organizations. Since experience is showing that this model is not always the most effective, the GAN is trying other alternatives. For instance, companies are the host organizations of the GNNs recently created in Belgium, France and possibly in the Netherlands (Adecco in Belgium and France and Randstad in The Netherlands) and a government organization is leading the GNN in Bangladesh. The GAN is exploring the possibility of having a coalition of stakeholders as the host organization in Kenya, and it is also analyzing other governance models like national networks registered as NGOs and networks established as more informal alliances between members. This evolution in the GAN approach is mainly derived from the experience of the project execution in Argentina and Kenya.

These new governance models, that seem to be better adapted to local needs, are being linked to new and diverse funding models to get the resources required to fund national initiatives and achieve GNNs sustainability. The GAN is working on developing funding models with diverse streams: in-kind contributions and fees from company members; development of products or services that could serve as an ongoing revenue stream; donations from institutional donors, private foundations, trust and corporative foundations; and application for grants from international cooperation agencies or the governments. The financial contribution of developed networks to fund developing networks -which are often dependent of donor funding- is also under analysis. In Argentina and Costa Rica, the GAN is working with GGNs to support their financial sustainability. On one hand, the GAN and GNNS are searching

potential funders and developing innovative models, with different funding schemes, and on the other, they are preparing fundraising training to national networks.

The project has also evolved towards a strategy of building the best coalition of partners, with employers´ federations on board in every place, but also including government agencies, NGOs, and other stakeholders. This strategy arises from the recognition that the creation and dissemination of WBL programs in companies is only possible as part of public policies supported by all stakeholders related to them, particularly by the government agencies in charge of education and labor. This is especially relevant for WBL programs focused on vulnerable and marginalized youth.

I.   CONTEXT AND PROJECT DESCRIPTION

1. In 2016, the Global Apprenticeships Network (GAN) was awarded with a US$ 2,900,000 cooperative agreement from the U.S. Department of Labor (USDOL) for the project entitled "Promoting Apprenticeships as a Path for Youth Employment in Argentina, Costa Rica and Kenya through GAN National Networks (GNNs)", Grant Number IL-29557-16-75-K-1. The project is designed to promote work-based learning (WBL) programs as a complement to USDOL's FY2016 grants related to workplace-based training and apprenticeships for vulnerable youth in Argentina (led by Desarrollo y Autogestión [DYA]), Costa Rica (led by YouthBuild) and Kenya (led by ILO Kenya). The project started in September 1, 2016 and will finish in December 31, 2019.

2. The GAN is a business-driven alliance with the overarching goal of encouraging and linking business initiatives on skills and employment opportunities for youth – notably through apprenticeships. According to the GAN, the organization "is a network where private sector companies, business federations and associations come together to share best practices, to advocate and to commit to action around youth employability and skills development. The initiative is driven by business leaders, who use this global platform to promote apprenticeship and internship programs worldwide. They reach out in their respective countries and industries to mitigate the youth unemployment and skills mismatch crises. At the same time, they strengthen their companies' competitive strategies by investing in their workforces."[2]

3. The GAN's role in this project is to bring together various international and in-country stakeholders, including employers, training institutions, government and social partners, through the platform of the GNNs to promote dialogue and knowledge-sharing on WBL programs as a way for vulnerable youth to break the cycle of unemployment and hazardous labor. The GNNs' essential role is to quantify commitments among relevant stakeholders and root the GAN concepts within the national context, catering to the distinct economic, cultural and institutional needs present at the national and local level.

4. The direct beneficiaries of the project are employers, government agencies, social partners, nongovernmental organizations and other stakeholders. GAN works with these entities to increase awareness and coordination, and to promote increased private sector investment in work-based learning (WBL) programs to implement new or improved opportunities for vulnerable and marginalized youth. Unemployed or underemployed youth are therefore indirect beneficiaries, particularly vulnerable and marginalized youth, who would otherwise be subject to child labor, forced labor, hazardous work tasks and conditions or situations of human trafficking. The project conducts several actions at the national level to promote workplace-based training and, where possible,

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[2] https://www.gan-global.org/why

apprenticeships as tools to provide youth who are at risk of engaging in hazardous work with a pathway to decent work.

5. The project was originally designed to operate over a two-year period, which was considered the minimum amount of time required to launch and consolidate GNNs in the three target countries given the available budget of $1.4 million. A Grant Modification was approved in July 2017 extending the Project one year –from 31 December 2018 to 31 December 2019– and increasing the budget by $1.5 million to support additional activities. The purpose of revising the Project was to 1) extend the project duration from two years to three years, to more closely align it with the three to four-year duration of the other DOL-funded projects focusing on youth apprenticeship in Argentina, Costa Rica, and Kenya; 2) incorporate a cross-cutting theme on women and girls, including promoting pre-and/or post-apprenticeship programs as a way to better integrate young women into formal apprenticeship positions; and 3) strengthen the project's sustainability by reinforcing the capacities of the GNNs and increasing collaboration among them.

6. The project has characteristics that make it unique among those supported by the International Labor Affairs Bureau (ILAB) of USDOL: there are no experiences of international support to business federations to implement WBL, that can serve as a reference for the execution of this project; the GAN is the only international organization formed by companies dedicated to promoting WBL; there is little experience of projects that support companies to generate WLB among vulnerable youth; there is little background of projects that have organizations as direct beneficiaries. In this context, the project faces design, implementation and monitoring challenges that must be considered during this evaluation. Some of these challenges are: there is little information in the countries about the activities carried out by companies in the field of WBL, there are no proven methodologies to strengthen the institutional capacities of companies in WBL, there is no documentation on good WBL practices carried out by companies in different countries, the business federations have little experience and specific knowledge on WBL. The project planned to address several of these challenges directly.

7. Additionally, addressing the challenges in the implementation of WBL programs must adapt to the characteristics of each country, so there is no single and uniform solution for all. This demands flexibility in the design of intervention models and a trial and error approach that consumes time and effort.

8. In Argentina, the GNN was at nascent stages at the time of the USDOL award, and it is managed by the Union of Industries of Argentina (UIA). In Costa Rica, the GNN was launched in December 2017 and is managed by an employers' federation, namely the Costa Rican Union of Chambers and Associations of the Private Business Sector (UCCAEP). The Kenya GNN is still in the planning stages, the kick-off and pre-situational analysis were launched on August 31, 2018. The launch is planned for late 2018 once the pre-situational assessment is done and a first product is developed (how to guide) to be launched at the official launch. It will be managed by the Kenya Employers Federation in a possible coalition with other local and global stakeholders.

9. Finally, some events in Argentina and Costa Rica, while the project has been under execution, have fueled the debate around WBL programs. In Argentina, apprenticeship programs (pasantías) have had much visibility due to misuse of the law that regulates them. In Costa Rica, the three-party dialogue on the dual education system fostered by ILO, at the request of the Ministry of Education, has caught the attention of most public and private organizations involved in WBL programs.

1.1 Project Objectives

10. Table 1 presents the project Results Framework, which depicts the project's main objective, outcomes and outputs.

Table 1. Project Results Framework

Project Objective: New or improved WBL programs for vulnerable and marginalized youth implemented by employers and other key stakeholders.

Outcomes	Outputs
Outcome 1 GNNs functioning in Argentina, Costa Rica, Kenya	1.1: Assessments on WBL opportunities for vulnerable and marginalized youth available. 1.2: Target countries with GNNs established or consolidated.
Outcome 2 Tools and good practices related to WBL for vulnerable and marginalized youth shared among employers and relevant stakeholders	2.1: Communications and advocacy strategy on WBL for vulnerable and marginalized youth implemented in each target country. 2.2: Improved GNN guides and toolkits inclusive of vulnerable and marginalized youth are available. 2.3: WBL related trainings conducted with relevant stakeholders in the target countries, with emphasis on vulnerable and marginalized youth.
Outcome 3 Increased cooperation and collaboration among employers and key stakeholders regarding WBL programs for vulnerable and marginalized youth	3.1: Networking/coordination strategy for improving existing WBL programs for vulnerable and marginalized youth implemented in each target country. 3.2: Target GNNs integrated in GAN international networks. 3.3: US-based multinational employers sensitized on international WBL initiatives for vulnerable and marginalized youth[3].

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[3] This evaluation does not include activities under Output 3.3, because it focuses on apprenticeship issues in the United States. The Department of Labor's Employment and Training Administration (ETA) funded all activities under this output. These activities fall outside of ILAB's mission, and therefore, they are not included in the scope of this evaluation.

II. EVALUATION OBJECTIVES AND METHODOLOGY

2.1   Evaluation Objectives

11. The evaluation provides USDOL, GAN, and GNNs management teams with an assessment of the project's experience in implementation, its effects on employers and whether it may be impacting youth employment, as well as an understanding of the factors driving the project results. The main purposes of the interim evaluation are:

· To review the ongoing progress and performance of the project;
· To examine the likelihood of the project achieving its objectives and targets;
· To identify ways to improve delivery and enhance coordination with key stakeholders in the remaining period of project implementation; and
· To identify promising practices and ways to promote their sustainability.

2.2   Methodology

12. This evaluation was carried out in six steps:

· Document analysis and preparation for the visit: it included review of project documents and preparation for the countries´ visits.
· Fieldwork: it included visits to Argentina and Costa Rica.
· Stakeholders' meeting: after the visits a stakeholders' meeting was conducted in Argentina and Costa Rica to present the main findings.
· Draft report
· Review of draft report
· Final report

13. Before beginning the fieldwork, a question matrix (Annex 2) was created to outline the source of data from where the evaluator would collect information for each question displayed in the Terms of Reference (TOR). A complete list of evaluation questions can be found in the TOR, in Annex 3. Additionally, a list of stakeholders to be interviewed was prepared in coordination with the GAN and GNNs.

Data collection techniques

Two techniques were used to collect data for the evaluation: document analysis and interviews.

14. *Document analysis*: Pre-field visit preparation included extensive review of relevant documents. Among others, the following documents were reviewed: Project Document and project revisions, Cooperative Agreement, Solicitation of Grant Applications, Technical Progress and Status Reports,

correspondence related to Technical Progress Reports, Project Results Frameworks and Monitoring Plans, work plans, Management Procedures and Guidelines, Latin American Regional Analysis and Pre-situational Survey, research or other reports related to WBL in the target countries as relevant and, project files (research reports, training materials, outreach products, baseline studies, tools developed during the project implementation, and other background documents).

15. *Individual and group interviews*: Individual and group interviews were carried out with project staff (GAN and host organizations) and direct beneficiaries (GNN members and partners). The interviews were carried out in two phases: between July 23 and August 17 and between December 11 and 18. The chart below displays a summary of the stakeholders interviewed –individually or through focus groups– during fieldwork. A complete list of the interviewees can be found in Annex 1.

Table 2. Stakeholders Interviewed

Stakeholder Group	GAN	Argentina	Costa Rica	Total
Project staff	5	0	2	**7**
National Employers Federations	0	6	1	**7**
Employers' Associations	0	3	1	**4**
Companies	0	2	3	**5**
NGOs	0	1	3	**4**
Public Organizations	0	3	2	**5**
Others	6	0	3	**9**
Total	**11**	**15**	**14**	**41**

Feedback meeting

16. Once the information gathering process was finished, a meeting was held in Argentina and Costa Rica (August 3 and 10, 2018) with UIA and UCCAEP representatives to present the preliminary findings of the evaluation.

2.3   Evaluation Limitations

During the evaluation, the following limitations were identified:

17. The original TOR did not include enough questions about the role of the GAN in the implementation of the project. In order to overcome this limitation, the TOR was reviewed and questions were added.

18. The GNN coordinator in Argentina resigned in July 2018 and moved to another country. An UIA official, who was involved in administrative tasks in the GNN since 2017, took over the post temporarily. The UIA plans to commission GNN coordination to the current head of the Department of Education. Although the GNN coordinator in Argentina resigned recently, according to UIA staff interviewed, her dedication to the network decreased significantly since September 2017 when she took over a time-

consuming role at the UIA. These circumstances generated an unfavorable environment for the evaluation that resulted in: 1) limited time to interview the former coordinator over the telephone, 2) limited number of partners interviewed, 3) limited information about the creation of the GNN collected from UIA officials involved in the GNN.

19. The Costa Rica GNN was launched in December 2017; consequently, the evaluation was carried out only 6 months into operation of the network. Therefore, the network's progress to be evaluated was limited to a short period of operation.

20. The activities for the launch of the Kenya GNN started by mid-2018. A kick-off meeting took place on August 31, 2018. Consequently, the Terms of Reference (TOR) do not include this network progress evaluation[4].

21. The project conducted activities with US companies (Output 3.3), but since they were not included in the evaluation TOR, those activities were not analyzed by the evaluator.

22. The project coordinator (GAN) took a 2-month sick leave, and the evaluator could only interview her over the phone on August 15, after the field trip. A new project coordinator was appointed in November 2018 and was interviewed by the evaluator.

23. Only the GNN coordinators and staff of host organizations participated in the stakeholders meetings. Neither country held an extended stakeholders' meeting due to the restricted exposure of GNN members to project activities. Moreover, some people stated that they would be willing to be interviewed by the evaluator, but they would not attend a stakeholders' meeting. Under these circumstances, the evaluator and the GNN coordinators decided that only staff members of the host organizations should be invited to the meeting.

24. Due to these limitations, the GAN and USDOL included 6 additional questions to the original TORs in order to broaden some evaluation topics and complete the collection of information among the GAN staff.

III. EVALUATION FINDINGS

25. The evaluation findings described in this section are organized around the eighteen questions provided by the Evaluation Terms of Reference. Each question is used as a subheading and followed by the respective findings.

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[4] The pre-situational assessment was distributed the week after the kick-off meeting. The workplan and the discussion of a possible coalition is in works.

3.1 Relevance

1. Are project activities supporting the end goal of creating new or improved WBL programs for vulnerable or marginalized youth?

26. Project activities are currently focused on building and strengthening GAN National Networks (GNN) to encourage companies to undertake and expand work-based learning (WBL) initiatives. At this point, the project has managed to identify companies and business associations that carry out WBL initiatives and succeeded in having them become involved in the national network and encouraged their participation in the activities organized by GNNs. These activities are expected to increase or improve WBL programs subsequently.

27. In addition, the activities carried out by GNNs do not target vulnerable or marginalized youth[5] only but all the youth population who could benefit from WLB. This group consists of youth over 16 and under 24 years of age, including both attending high school/college and marginalized ones. GAN network members are mainly Multi-National Corporations without links to vulnerable or marginalized youth. However, their global supply chains are comprised by Small-and-Medium Enterprises where vulnerable youth are likely to work.

2. How relevant is the project's design and theory of change as stated in the Project Document, in the three target countries and how is the methodology being used by other countries?

28. The theory of change of this Project states that the goal (new or improved WBL programs for vulnerable and marginalized youth implemented by employers and other key stakeholders) is to be achieved through three actions: i) creating an institutional framework (national networks of companies interested in fostering WBL initiatives, ii) developing work methodologies (WBL tools and good practices to be used by companies), and iii) encouraging cooperation (coordination among companies and other stakeholders in relation to WBL programs).

29. The project objective and outcomes are relevant for Argentina and Costa Rica according to the findings of the Regional Assessment prepared by the project. The assessment points out that Latin American countries face a variety of challenges which affect the design and implementation of apprenticeships in the region: the lack of clear national legislative and policy frameworks that are relevant for such programs; the need for increased inter-sectoral coordination (between education

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[5] The evaluation uses the following definitions provided by the CMEP. **Vulnerable Youth**: Young people between the ages of 16-18 years old who, individually or as a family, do not have the resources to meet their basic needs; i.e., they have little or no access to: (i) housing that ensures minimum standards of habitability, (ii) basic services that ensure an adequate level of health, (iii) basic education, and/or (iv) financial ability to cover the basic family basket. This group is also referred to as poor and low-income youth**. Marginalized Youth**: Youth at risk of engaging in hazardous work who have not traditionally benefitted from work-based learning programs, such as girls/women, certain minority groups, youth with disabilities, etc.

system, the vocational training system, and employers); the lack of implementation of existing laws and regulations; the lack of clear incentives and support for employers, especially cost sharing. Among the internal challenges for companies were identified as follows: a lack of time and resources for employers to provide training/supervision to apprentices/interns, a lack of staff to train and supervise apprentices and or interns, pressure for trainees to contribute to productivity. These challenges make the elements of the theory of change devised by the project more relevant.

30. The project's rationale has been used by the GAN to promote WBL programs in other countries. Since the beginning of the project, the GAN has promoted the establishment of national networks in 7 more countries: Bangladesh, Belgium, France, Malawi, Namibia, Sri Lanka, and Tanzania. The three components of the project's theory of change are used in the promotion of WBL programs in those countries: national networks functioning, tools and good practices shared by stakeholders, and cooperation and collaboration among employers and key stakeholders. However, the implementation of the project has allowed the GAN to realize that although the general model is valid, it is necessary to adapt it to the conditions and characteristics of each country and that, therefore, the way in which the GNNs operate varies from country to country (see question 7, 8, 9).

3. How engaged are employers, as the key implementers, in starting WBL programs and understanding their role?

31. According to the Regional Assessment "In Latin America, companies, employers' organizations and chambers of commerce are involved in various ways in the implementation of apprenticeship/WBL programs, often in collaboration with vocational training institutions and universities (public or private) by providing different types of on-the-job training and, sometimes, participating in dual training programs. In addition, firms are, to a certain extent, involved in the lifelong training of their employees" (p. 26). Employers and employers' organizations across the Region are involved to varying extents in national professional training systems as the management of the National Technical Institutes such as the Colombian National Training Service (SENA), the national certification systems, such as the National Council for Standardization and Certification of Labor Competences (CONOCER) in Mexico, and sectoral coordination mechanisms, such as the sectoral councils in Argentina. "The involvement of employers in Latin America in the promotion of apprenticeship programs also varies widely from one country to another. Employers may contribute, for example, to the definition of training contents that is relevant for both the company and the apprentices, or to the definition of the type and levels of certification and their respective recognition in the market" (p. 29). In some countries, employers collaborate with the professional training institutes for the development of dual training programs, such as the German or Swiss models

32. The Regional Assessment also cites a study by the Inter-American Development Bank that suggests that a company's longevity, skill composition, size, sector, and level of exports may be related to their participation in on-the-job training programs. "According to the same study, companies usually tend to train employees with higher qualifications. Thus, companies with a higher proportion of staff with university degrees are inclined to provide higher levels of training to their employees. As for the proportion of companies with average skills levels among its labor force, the same study concluded

that training programs in Latin America are more prevalent among firms with relatively low skill composition among their labor force. By doing this, training programs may try to remedy such low levels of human capital" (p. 33).

33. On the other hand, the Pre-situational Analysis points out that "Survey results indicated that an interest in WBL cut across various industries (including sectors that traditionally use apprenticeships and those that do not) and company sizes (ranging from SMEs to large multinational corporations) in Costa Rica and Argentina. Companies are offering WBL opportunities and reaching youth (commonly between 18-24 years old) and teach both hard and soft skills related to their specific industry in their WBL programs. About half of the companies did include provisions for reaching vulnerable youth with WBL opportunities, but many are interested in learning how to better reach youth who are in disadvantaged situations." (p. 42).

34. All entrepreneurs and business federations leaders interviewed during the evaluation expressed their interest in WBL programs and had well-formed ideas about the shared role of the government and companies in the development of these programs.

3.2 Project Design and Validity

4. **To what extent does the project coordinate with other DOL-funded projects related to youth apprenticeship in the target countries? In what ways has this coordination helped or hindered the project in reaching its objectives?**

35. The Project Document (Prodoc) stated that "This project is designed to be complementary to the U.S. Department of Labor's (USDOL) International Labor Affairs Bureau (ILAB) FY2016 grants related to workplace-based training and apprenticeships for vulnerable and marginalized youth in Argentina, Costa Rica, and Kenya (…) GAN commits to coordinating with other USDOL grantees operating in the target countries selected for this project in order to build synergies and avoid duplication wherever possible. Before undertaking activities in any country, GAN will coordinate with USDOL to ensure the country government has expressed support for the activities proposed."

36. In practice, coordination between the Argentina and Costa Rica GNNs host organizations with projects financed by USDOL has different levels of intensity. In Argentina, close coordination between the Union of Industries of Argentina (UIA) and the Noemi Project (performed by Desarrollo y Autogestión, Fundación SES, and Fundación La Salle) has been carried out in a well-planned manner. Both organizations set out a common activity agenda as soon as the project started and remain in continuous communication between each other about the actions taken. The Noemi Project actively bolsters GNN activities and provides technical assistance to UIA as required. It also provided financial and technical resources for organizing roundtables with stakeholders (including businessmen and business women), drafting guidelines to facilitate such roundtables and preparing communication materials. UIA and Noemi Project members positively value coordination between both projects as they believe that such cooperation complements their skills and allows them to meet a common goal: strengthening WBL programs. UIA gives the Noemi Project the opportunity to know first-hand

businessmen's and businesswomen's opinions, contact companies located in areas where the project is implemented and have access to public entities which could hardly be contacted otherwise. Moreover, the Noemi Project provides the UIA with knowledge and specialized technical assistance in areas where UIA expertise is still at a nascent stage. GAN and Noemi have conducted joint activities and produce materials on youth employment.

37. In Costa Rica, the relationship between the Costa Rican Union of Chambers and Associations of the Private Business Sector (UCCAEP) coordinating the GNN and the YouthPathways project (developed by YouthBuild International and the Fundación Paniamor) is not as close; they have not drafted a common work plan or carried out joint activities, but have invited each other to some events organized by either party. Members of both organizations agree that coordination is wanting and that there is much room for improvement. Neither project has yet taken the lead in beginning a dialogue to create a common work agenda. One of the reasons behind the weak coordination is the fact that the UACCAEP launched the GNN only eight months ago.

38. Both GNNs have not drafted a strategic plan that allows them to identify mid-term goals, assign roles to stakeholders, and schedule activities required to attain those goals. Preparing such a plan would provide the appropriate framework for the setting of mid-term goals and cooperation mechanisms among GNNs and Noemi and YouthPathways projects.

5. To what extent has the project integrated gender considerations into its implementation?

39. The project has implemented just a few actions aimed to at broadening visibility, understanding and modifying gender-based discrimination in the WBL initiatives underway in Argentina and Costa Rica. The activity mapping of the Comprehensive Monitoring and Evaluation Plan (CMEP) consists of three tasks addressed to integrating gender dimension into the project:

Output number	Activity
1.1	Refinement of the regional assessment to include a gender aspect.
2.1	Toolkits for employers/codes of conduct with a gender theme and a focus on vulnerable and marginalized youth.
3.1	Workshops for employers, with a gender theme and emphasis on vulnerable and marginalized youth.

40. The *Regional Assessment Latin America* does not include specific information about gender differences. The document only states that: "In terms of gender, a generalized lack of centralized statistics makes it difficult to draw any conclusions in that regard (…) interviewees were quick to point to inclusive policies and the application of non-discriminatory practices; however, little evidence was provided as to explicit outreach efforts or affirmative actions for women specifically in regard to training programs" (p. 15). Authors also say that "when looking at inclusiveness and equity issues in relation to apprenticeship and other training or youth employment programs, the effective inclusion of vulnerable youth and women in such programs and in the labor market, still has a long way to go (…) Active outreach and inclusion policies are missing in many instances, and there are only few

intermediaries that currently actively facilitate the inclusion of underrepresented groups in employers' training programs." (p. 55).

41. The *Pre-situational Analysis* has a limited set of questions focused on the efforts undertaken by companies to reach disadvantaged or vulnerable youth, disabled persons, and gender equity in their WBL programs. Regarding to gender, the assessment points out that "the gender distribution across all of the companies included in the survey tended to include less women than men overall in their work-based training, but the disparity was not wide … Like disadvantaged youth, it is likely that gender falls under companies' non-discrimination policies, so that they neither specifically hire nor turn away female applicants, but rather hire based on the individual's qualifications."

42. Regarding the toolkits for employers, a gender-sensitive code of conduct is yet to be drafted. The existing *Toolkit for Companies* and *Toolkit for Employers Federations* only mention this matter in the list of ten key features of a successful apprenticeship scheme, the first point of which states that "equal access: facilitates inclusion of socio-economically disadvantaged groups". No activities aimed to examine gender disparities in WBL programs have been developed, and the toolkit to facilitate the creation of national networks (*National Network Toolkit 2017*) does not address this subject either. Furthermore, the CMEP does not set any indicator to measure the extent to which the project has integrated gender considerations into its implementation.

6. How have GNNs included issues related to vulnerable and marginalized youth in their work or work plans?

43. GNNs have not conducted activities specifically related to vulnerable and marginalized youth. As mentioned in the answer to Question 1, GNNs activities are not solely focused on vulnerable or marginalized youth, but on all young people who could benefit from the wide variety of existing WBLs. Most are young people belonging to the lower socioeconomic strata, although they are not necessarily the most vulnerable. .

7. What have other GNNs learnt from GNNs in Costa Rica, Argentina and Kenya, and have they applied this to their networks, including issues related to vulnerable and marginalized youth in their work or work plans?

44. The experience with Costa Rica, Argentina and Kenya GNNs is teaching other networks that:

- Each country is different and, therefore, a one size fits all model is not an option. National networks need context relevant governance models. For example, UCCAEP is leading GNN Costa Rica, the UIA leads GNN Argentina but needs to find a strong local partner to operate it, and the GAN is addressing the value of building a coalition of stakeholders to lead GNN Kenya;
- Employers´ federations are key to connect the national networks with the right partners in each country, but they are not always the best option for operating the network;
- The launching and operation of each network generates a know-how that nurtures the continuous improvement of other GNNs´ processes and practices. For example, GNN Costa Rica is mentoring the establishment of GNN Guatemala;

- Reaching commitments takes time especially when the proper structure and regulations are not in place;
- National, regional and international events help to raise awareness and to create more local engagement;
- Cooperation and coordination with organizations that develop WBL programs in the field (like Paniamor in Costa Rica and Noemi in Argentina) provide hands-on laboratories that support apprenticeship development and advocacy initiatives;
- Efforts to share and systematize best practices amongst employers are emerging in countries where GNNs have been created. For example, in Costa Rica employers have started to share information on their experiences with training programs at their monthly meetings, on a rotating basis[6];
- Vulnerable and marginalized youth can be better reached through projects with small and medium enterprises which are the ones that employ a greater number of them. However, it is necessary to consider that SME have more difficulty absorbing the costs of getting involved in apprenticeship programs.
- Addressing vulnerable youth requires a cooperative effort among businesses, government organizations and non-governmental organizations.

8. To what extent does the project coordinate and use the lessons learnt from each network?

45. The GAN is helping existing and new networks to learn from each other´s experiences. The revision of some key performance indicators from national networks helps the GAN to identify good practices and lessons learnt from the field that create a collective knowledge that returns to each network through conferences, meetings, field visits, workshops, webinars, web pages, social media, information repositories, toolkits, newsletters, etc. The lessons learnt are related to the design and implementation of work plans, the identification of new governance models, and the development of communication campaigns and advocacy strategies.

46. With the support of the GAN in specific countries, different stakeholders and institutions are starting to zoom in on the need for formalizing apprenticeships and internships, while some have started to produce thematic reports or systemize experiences, such as reports on apprenticeships in SMEs (e.g. *Fundación Observatorio PYME* Argentina). The sharing of best practices in different countries, promoted by the GNNs through workshops, webinars and special events was found to be a valuable opportunity to learn and share experience between stakeholders.

9. How has this employer-driven network model evolved since the beginning of the project and what changes, if any, have been made as new networks were launched?

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[6] Regional Assessment: Apprenticeships Systems and Work Based Learning in Latin America, October 2018

47. Originally, the creation of GNNs was led by Employer Federations as host organizations. Since experience is showing that this model is not always the most effective, the GAN is trying some alternatives. For instance, companies are the host organizations of the GNNs recently created in Belgium, France and Netherlands (Adecco in Belgium and France and Randstad in The Netherlands) and a government organization is leading the GNN Bangladesh. The GAN is exploring the possibility of having a coalition of stakeholders as the host organization in Kenya and is also analyzing other governance models like national networks registered as NGOs and networks established as more informal alliances between members. This evolution in the GAN approach is mainly derived from the experience of project execution in Argentina and Kenya.

48. These new governance models, that seem to be better adapted to local needs, are being linked to new and diverse funding models to get the resources required to fund national initiatives (see question 22). The financial contribution of developed networks to fund developing networks -which are often dependent of donor funding- is also under analysis.

49. The project has also evolved towards a strategy of building the best coalition of partners, with employers´ federations on board in every place, but also including government agencies, NGOs, and other stakeholders. This strategy arises from the recognition that the creation and dissemination of WBL programs in companies is only possible as part of public policies supported by all the stakeholders related to them, particularly by the government agencies in charge of education and labor. The legal framework and the institutional capacities of the countries in the fields of education and labor facilitate or hinder the engagement of companies in WBL, as has been seen in Argentina and Costa Rica. This is particularly relevant for WBL programs focused on vulnerable and marginalized youth.

50. According to the GAN management, the organization is actively dealing with change, as it occurs, to be able to address national networks needs and target groups. This is creating the conditions to develop an agile project management system that could help the GAN and GNN operate in highly diverse and dynamic environments.

3.3 Project Effectiveness

10. Has the GAN been effective in establishing GNNs at the country level? What are the strengths and weaknesses of the GAN's approach and process for developing the GNNs?

51. According to the CMEP, a network has been established when two conditions are met: a Memorandum of Understanding (MOU) has been signed with the GNN and there has been a launch event. Only the GNN Costa Rica meets these two conditions. The GNN Argentina launched the network but has not signed the MOU despite the insistence of the GAN.

52. Since the objective of the project is not only to establish the networks but to make them work (Outcome 1) a framework is needed to define what is meant by "functioning GNN." CMEP Outcome 1 indicators measure formal procedures for creating GNNs, but they do little to describe the actual degree of their development. For example, a GNN could have many members (OTC 1) and partners

(OTC 2)[7] but have not done any activity. . It could also have elaborated a work plan (OTC 3) but with a low level of execution. For this reason, the evaluator has decided to use the *Framework to establish a GNN*, which was prepared by the GAN[8] as a benchmark for assessing the progress of developing a GNNs. This toolkit was prepared with project funds in 2017[9] and the GAN plans to use it to strengthen the process for developing GNNs around the World.

53. The evaluator considers the toolkit as a useful tool to analyse the activities carried out so far by the GNN because it establishes a benchmark for the process of developing a GNN. The evaluator warns that not all the steps suggested by the tool are in the scope of the project. In addition, it is necessary to note that Costa Rica has barely taken eight months of project execution, so limited progress is foreseeable.

54. The purpose of the *Framework for setting up a GNN* (Table 3) is taking the hosting organization and potential members through the process in eight manageable steps designed to initiate and scale up GNNs and develop impactful programming. While these steps are meant to build upon one another, it should be noted that some of these steps, particularly advocacy and mobilizing resources, are ongoing and should run in parallel to other activities. The evaluator has valued the progress of each step in four categories: Advanced (A), Medium (M), Starting (S) and Not Started (NS).

Table 3. Framework for setting up a GNN

Steps	Relevant project outcome and output	Progress	
		Argentina	Costa Rica
1. Assess the starting point and building awareness	1.1	M	S
2. Build multi-stakeholder buy-in	1.2	M	M
3. Kick-off meeting: Formulate goals and KPI reporting	1.2	S	S
4. Advocacy and raising awareness	2.1, 2.3	M	M
5. Pilot GNN programming	3.1	S	S
6. Review lessons learned	Out of the scope of the project	NS	NS
7. Mobilize resources for implementation	Out of the scope of the project	S	S
8. Scale GNN and measure impact	Out of the scope of the project	NS	NS

Progress: A = Advanced, M = Medium, S = Starting, NS = not started

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[7] According with the CMEP, **GNN Members** are companies that have signed onto the GAN principles. **GNN Partners** are any type of entity or institution supporting the work of the GNN through any of the following means: the provision of technical assistance, funding, secondment, advisory services, logistical support, etc.

[8] The GAN, 2017, National Network Toolkit 2017.

[9] At that time there was a preliminary version with 8 steps instead of 7: *Setting-up a GAN National Network (GNN) Toolkit, October 2015*.

55. *Step 1. Assess the starting point and building awareness*: The level of progress in Argentina and Costa Rica is medium and starting, respectively. There is a draft version in English of the *Regional Assessment* about legal and institutional frameworks and WBL programs in Argentina, Brazil, Chile, Colombia, Costa Rica and Mexico. In addition, a *Pre-situational Analysis* has been developed in Argentina and Costa Rica that describes features, practices, and needs of companies that make up GNNs. This study is based on a survey applied to 30 companies in Argentina and 83 companies in Costa Rica. The UIA has also prepared two useful documents about WBL programs in Argentina: *Mapeo para la Inserción Laboral de Jóvenes en Argentina* (Mapping for Labor Insertion of Young People in Argentina) and *Catálogo de Buenas Prácticas y Acciones 2017* (Catalogue of Good Practices and Actions 2017). The UCCAPEP used a module of WBL programs while applying its quarterly business survey *Pulso Empresarial* in April 2018. These studies provide a good foundation to assess the starting point and to build a shared vision among stakeholders about the questions "where are we?" and "where are we going?" regarding to WBL programs.

56. *Step 2. Build multi-stakeholder buy-in:* Progress is medium in Argentina and Costa Rica. In both cases, member recruitment has focused on big companies or employers' associations. Predominance of entrepreneur associations and low participation rates of national companies are observed in Argentina. Participation of entrepreneur associations is positive and enables the dissemination of the GNN message to many companies; nevertheless, low company participation could hinder promotion and expansion of WBL programs. In Costa Rica there is a predominance of transnational companies over national firms, this creates momentum and brings a good image for the GNN. In the future, it would be necessary to include national companies to reach most vulnerable youth since transnational companies seek out more educated and qualified workers.

57. *Step 3. Kick-off meeting, formulate goals and KPI reporting*: Progress is in the starting phase both in Argentina and Costa Rica. In both countries, a meeting was held to launch GNNs, but neither developed a mid-term action plan identifying goals and strategies to achieve them and setting forth a framework to measure performance. So far, the UIA and the UCCAEP have operated based on activity plans agreed upon once or twice a year with the GAN. This situation restricts the progress of both institutions towards networks consolidation. In both countries, some partners expressed that GNN needed to better define the role it plays in the promotion of WLB efforts and the drafting of a mid-term plan.

58. *Step 4. Advocacy and raising awareness:* Progress is medium both in Argentina and Costa Rica. Both countries have implemented communication efforts via social networks and organized several events in which not only the general purpose of GNN has been disseminated, but also specific aspects of WBL programs have been analysed. The evaluator considers that progress in this area will prove difficult if Steps 1 and 3 fail to be completed. In Argentina, several members noticed that the UIA needed to go beyond the advocacy stage and move into actions at company level. Costa Rica has not yet come that far because the GNN was launched more recently.

59. *Step 5. Pilot GNN programming*: This step is in the starting phase in Argentina and Costa Rica. In Argentina, systematization of 13 programs executed by companies and business associations in WBL-

related areas and job creation among young people has been the matter of a publication[10]. In Costa Rica, the systematization process is in full swing. Furthermore, Noemi Project in Argentina and YouthPathways Project in Costa Rica are creating WBL models that could subsequently be replicated. However, none of the GNNs have complied with the activities this step requires: identifying a potential project that meets selection criteria relevant for expanding apprenticeships, reaching out to external stakeholders to build a partnership; and structuring and executing the program.

60. *Step 6. Review lessons learned:* Since no pilot testing has taken place, this step is yet to be implemented in Argentina and Costa Rica.

61. *Step 7. Mobilize resources for implementation:* According to the GAN framework for setting up a GNN, this step will build on outputs of the Step 3, where the GNN identified potential in-kind and financial partners, and help the network to develop a strategy for approaching potential funders for support. Progress is low both in Argentina and Costa Rica. In Argentina, the UIA has partially financed GNN activities, but no mid-term sustainability strategy has been developed. In Costa Rica, the UCCAEP has put forward several ideas to ensure financing in the future, although no specific strategy is underway. However, outreach with funders, partners, international organizations has been undertaken by GAN which could benefit the 3 countries but also other GNNs.

62. *Step 8. Scale GNN and measure impact:* Since Steps 6 and 7 have not been completed, neither country has carried out this step.

63. In summary, the implementation process for Argentine and Costa Rican GNNs is at a nascent stage. Internal and external factors enabling and hindering network progress are discussed below.

External factors

64. In Argentina, most representatives of companies and business associations who were interviewed believe that the law regulating apprenticeships fails to offer confidence for companies to undertake WBL programs as a result of abuse by several businessmen and workers. They expressed that a new legal framework is needed to overcome previous flaws and prevent abuses; in their opinion, WBL programs will not be able to advance if such a change is not introduced. Moreover, respondents stated that although there is a bill supported by entrepreneurs, the current political situation prevents it from being discussed at the Congress, therefore it seems highly unlikely that it is voted into law in the short term. These conditions external to the project make stakeholders (entrepreneurs, employees and the public sector) less willing to undertake WBL initiatives. GNN's challenge is providing quality technical information to discussions about the legal reform, facilitate dialogue in the business sector and, on the other hand, identify and promote actions that can be carried out independently from such reform.

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[10] GAN Argentina, Catálogo de Buenas Prácticas y Acciones 2017.

65. The legal framework and the institutional scheme of WBL programs is complex in Argentina, as evidenced by the *Mapping for Labor Insertion of Young People in Argentina*: There are over a dozen laws, decrees and national resolutions for educational and labor sectors, as well as provincial legal frameworks. Add to that multiple programs implemented by national, provincial and municipal public sectors, business associations, companies, workers' unions and nongovernmental organizations. This reality represents both a challenge and an opportunity for the GNN. It is a challenge because Argentina's complex legal and institutional structures call for expert technical capacity on the side of the GNN, so that it can support the design of innovative solutions to problems generated by such complexity. At the same time, it is an opportunity because the GNN can play a catalyst role of successful WBL programs and support their expansion.

66. In Costa Rica, public and private stakeholders involved in WBL programs have different perceptions as to what must be done to strengthen them. Those differences can be seen even inside the same sector, for example, the approach of the Ministry of Labor and the Ministry of Education do not supplement each other. Nevertheless, the ILO is facilitating a three-party dialogue (employers, workers, and the government) about the dual education system, which could lay the foundations for a wider dialogue on other WBL forms. In turn, the Institute for Research on Education (INIE, in Spanish) of the University of Costa Rica is carrying out a research project on the incidence of technical and vocational training in the labor market that could provide basic knowledge to all stakeholders. As in Argentina, the GNN's challenge is providing quality technical information to discussions about the legal reform and facilitating the dialogue in the business sector. An analysis about the legal framework regulating WBL programs would be extremely useful.

Internal factors

67. Internally, one of the strengths of the GNN Argentina is UIA's leadership as a widely recognized and prestigious entity. It should be noted that respondents agree that UIA has played a key role in promoting the GNN Argentina. However, its technical capacity to manage WBL programs needs to be strengthened. To those ends, relying on a sound, sufficiently experienced coordinator that is committed to the network activities is a must[11].

68. Likewise, UCCAEP's leadership is one of the GNN's strengths recognized by all its members. Moreover, it enjoys the support of the Asociación Empresarial para el Desarrollo (AED), an alliance of companies

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[11] In this regard, the evaluator concurs with GAN's statement in TPR of April 2018: "Each GNN needs a fully committed coordinator, even if they are just part-time. The person should have a business or CSR background and awareness about employers' priorities and needs. The coordinator should not be already working for the hosting organization but be hired specifically for the GNN coordination. We have observed a faster consolidation and higher performance in GNNs with a person who solely dedicates his or her time to the GNN and its activities. Thanks to that, more activities are organized, more products created, more relationships are established with key stakeholders and there is more media coverage. A sub-grant of USD 20,000 was partially used to ensure such a fully-committed coordinator, part-time (50%) in Costa Rica. A similar approach is being implemented for Argentina."

that has fostered corporate social responsibility for the past 20 years. The GAN has provided funding for UCCAEP to hire a part-time GNN coordinator, which has been a key element for rapid progress.

69. The technical capacity developed by the Noemi Project is an important resource the UIA has managed to capitalize. UCCAEP could take greater advantage of the YouthPathways Project's technical capacity. Both GNNs would benefit from a cooperation agreement with Noemi and YouthPathways projects, respectively, not only for specific activities, but also to share a common vision and a mid-term plan.

70. The lack of a strategic plan is a weakness both GNNs should overcome as soon as possible. Drafting a plan would be a valuable opportunity to establish a dialogue with other stakeholders who have been absent from the networks so far: workers' unions, public sector organizations, academic institutions, NGOs, etc. The purpose should be to establish a long-term vision, identify mid-term goals, and come up with a financing proposal that considers the resources of all the stakeholders.

11. To what extent have GNN members improved their capacity to implement WBL programs? Have employers been able to improve either the quantity or quality of their WBL programs through their involvement in the GNN?

71. GNNs are at a nascent stage of development and participation in the networks has not yet led companies to implement activities aimed to improve WBL programs either in terms of quality or quantity. While members of GNN partner companies surveyed said that learning about WBL programs of other companies was very useful, no evidence that such learning had prompted changes to their practices was found.

12. Has the project reached employers/sectors that are likely to employ vulnerable and marginalized youth (such as small and medium-sized businesses)?

72. Most companies participating in the Argentina and Costa Rica networks are multinational and large national companies whose labor demand targets young people who seldom belong to vulnerable or marginalized groups, according to the definition provided by the CMEP. Nevertheless, both networks have members or partners who execute training or WBL programs oriented to that population as is the case of the business associations in Argentina (CAFYDMA, AHRCC and Asociación Empresaria Argentina) and Costa Rican NGOs (Instituto Vargas Matamoros and Aldeas SOS). Neither country shows systematic efforts to incorporate companies that could employ vulnerable or marginalized youth. However, the GAN is working with Nestle and Microsoft, at the global level, to access their supply chain in order to reach Small and Medium Enterprises (SME) and more vulnerable youth.

73. Respondents mentioned the following challenges they face when working with vulnerable youth:

· To complete elementary school: many vulnerable and marginalized youth are not at school and/or have low levels of schooling which hinders technical training.
· Technical training does not suffice: vulnerable and marginalized youth need to work hard to develop soft skills, which traditional training services usually do not provide. This training field is essential for youth to adapt and meet the standards and discipline imposed by workplace and learning activities.

·   High drop-out rates: even the programs providing soft skills training and mechanisms that allow youngsters to complete high school have high drop-out rates, which discourages companies interested in helping this population.

13. What have been the results of the project's communications and advocacy activities (regarding recruiting new members, as well as in raising awareness about the stigma, challenges on WBL issues)? To what extent has the GAN and the GNNs helped to raise the profile and information of WBL in the three target countries?

74. In Argentina, 30 members were enrolled in the GNN when it was launched in December 2015; 30 months later, membership had increased to 38. In Costa Rica, 10 members and 2 partners joined the project in December 2017; during the first 7 months of 2018, 1 member and 4 partners have joined the network. Recruitment of new members has been slow in Argentina and faster in Costa Rica, even though Argentina has been operating for a longer time. The interviews to GNN participating companies showed that members learned about and joined the network through three mechanisms: i) initial invitation by host organizations (GAN, UCCAEP y AED), ii) advice from the GAN participant companies, iii) recommendation from other members already participating in the GNNs. The first mechanism was the most effective.

75. About raising awareness of the challenges faced in the implementation of WBL programs, the project has carried out several activities both in Argentina and Costa Rica. GNN Argentina, with the support of the Noemi project, held several round tables with entrepreneurs to inform about the benefits of the WBL. It also carried out activities to share the good practices of some companies. Additionally, Argentina hosted the meetings of the Group of Twenty (G20) throughout 2018 through the employment and education taskforce and the GAN took advantage of this opportunity to organize events with national and transnational companies in November 2017 and October 2018. Similarly, Costa Rica organized communication activities, a workshops, forums and round tables. Both countries GNNs have used social networks, especially Facebook, to spread their activities and messages. However, the monitoring information currently available is not sufficient to quantify the extent to which WBL awareness or public visibility have increased because most indicators started to be reported this year.

76. The studies carried out by the project (Regional Assessment and Pre-situational Analysis) have contributed to generating valuable information about WBL, not only in Argentina and Costa Rica, but also in other countries of the region. The Regional Assessment analyzed the legal and institutional framework and good practices of 6 countries: Argentina, Brazil, Chile, Colombia, Costa Rica and Mexico. This report was designed to review various contextual issues to help the GAN and the GNNs understand the WBL environment within which they would be operating. While the Regional Assessment was more general in scope, the Pre-Situational Survey focused on the needs, challenges and opportunities experienced directly among employers that were either Members/Partners of the GAN, or potential Members). The Pre-situational Analysis developed a questionnaire that was applied to 113 companies in Costa Rica and Argentina, about the activities they carry out in the WBL field. This questionnaire could also be used by other countries to analyze the practices of companies.

Additionally, with the support of the GAN, the GNNs are documenting the good practices of the companies: Argentina published the Catalog of Good Practices and Actions 2017, with information from 13 companies, and Costa Rica is collecting information to prepare its own publication.

77. GNNs schedule specific short-term communication activities mostly focused on social networks. They still do not have a website; therefore, Facebook is their main media outlet. Neither GNN has drafted a communication plan laying down strategies segmented according to different target groups, which limits the scope of their activities in this field. The GAN is working with the GNNs to have their website and elaborate their communication strategy[12].

14. How do GNN members use the tools, information, and training they have received through the project?

78. Since both GNNs are at a nascent stage of development and no effects from the project are observed among network members, this question should be oriented to the organizations fostering national networks (UIA and UCCAEP).

79. The GAN recently carried out two key studies for the project: Pre-situational Analysis and Regional Assessment. Both were completed between April and June 2018, consequently, they are yet to be used by UIA and UCCAEP. These studies are expected to help fine-tune the assessment of WBL programs in both countries and lay the foundations for drafting of the GNN strategic plan.

80. Regarding the tools developed by the GAN for GNNs, neither network has used the *National Network Toolkit 2017* as a benchmark for their operation according to the GNNs coordinators. However, an initial version of the toolkit in Spanish was used by both countries in setting up their networks. Based on lessons learnt and inputs from all networks, the GAN launched a detailed toolkit in 2017.

81. Other instruments developed by the GAN (with funds from other sources different than USDOL's funds) such as the *Toolkit for Companies* and the *Toolkit for Employers Federations* are not available in Spanish. GNN coordinators are not familiar with those tools and, therefore, have not disseminated them. Translating the Regional Assessment, the National Network Toolkit 2017, the Toolkit for Companies, and the Toolkit for Employers Federations into Spanish is recommended. These toolkits developed by the GAN are very valuable materials to support GNN management and its members. Webinars and videos would be useful for enhancing dissemination and use of these materials.

82. Regarding participation of UIA and UCCAEP members in training events, international forums, webinars and meetings organized by the GAN, a positive effect is observed in two areas: i) it has enabled coordinators and members to grow acquainted with and be trained in WBL programs, which is not only essential to foster GNNs but it also contributes to the development of technical cadres in these areas, ii) it has favored formal and informal interaction between GNN members, which in turn encourages the exchange of information and experiences used to bolster national networks. Still, the

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[12] Argentina and Costa Rica websites were already working in December 2018.

positive effects of these activities fade away when GNN coordinators are replaced, as it occurred in Argentina, because coordinators are those who most actively participate in these events.

15. (For GNNs) What additional support could the GAN provide in order to meet the needs of the GNN?

83. The GAN's greatest additional support to GNNs in the first two years should be to finance coordinator fees. The organizations fostering GNNs, like UIA and UCCAEP, lack the resources to do so. The need to have a coordinator dedicated to the GNN (even a part-time one as in Costa Rica) was observed by the project in the lessons learned section in the TPR of April 2018: "A sub-grant of USD 20,000 was partially used to ensure such a fully-committed coordinator, part-time (50%) in Costa Rica. A similar approach is being implemented for Argentina." However, the proposed financing mechanism does not seem to be appropriate, since the sub-grant is designed to be executed in the short term, which on the one hand generates uncertainty about the coordinator's job stability and on the other sets immediate and specific tasks instead of results to be achieved in the midterm.

84. The resources to pay the coordinator fees should be a part of a 2- or 3-year cooperation agreement between the GAN and the GNN host organizations (UIA and UCCAEP). The document should lay out the purpose of the agreement, what can be expected of each party, and the technical, administrative, and financial mechanisms to fulfill the goals. This agreement would provide stronger foundations and higher certainty to cooperation between the parties.

85. It is also advisable that the GAN translates the developed toolkits into Spanish since English-only tools prevent comprehensive use and dissemination. As a minimum, the following documents should be translated: National Network Toolkit 2017, Toolkit for Companies, and Toolkit for Employers Federations. Once translated, these documents could be the basis for training workshops.

86. Finally, GNN´s coordinators suggested that the GAN could undertake initiatives to promote a more fluent and consistent communication and exchange among GNNs through frequent videoconferences.

16. (For Employers) What challenges do employers face in working with the GAN Movement, if any, and what suggestions do they have for addressing these challenges?

87. Given that GNNs are at a start-up stage, the challenges they may have to face upon implementing WBL programs are hard to ascertain. However, the following aspects regarding their involvement in the GNNs and WBL programs emerged during interviews with companies' representatives.

88. The main barrier to participate in GNN activities is the scarce time that people appointed as focal points have available. Even people who work in large companies with a social responsibility department have limited time. Such barrier is larger for people who work in smaller companies that do not have personnel assigned to these matters. Accordingly, the activities carried out by the GNN must be extremely well prepared so that company members consider they are worth the effort.

89. A stereotype among many members of the GNN is the idea that WBL programs are solely a social contribution from companies and that they provide no benefits for businesses. Only those better

informed in this field, usually employed by multinational companies, see more clearly both sides of the same coin regarding WBLs. Such a stereotype might prevent the participation of smaller companies that are not familiar with this kind of programs.

90. In Argentina, most respondents said that until the law that regulates professional training and apprenticeship is amended, the conditions to foster WBL programs will not exist due to lack of entrepreneurial confidence. This can be an important barrier for the expansion of the GNN in this country.

91. One challenge faced by the companies willing to implement WBL programs is the lack of criteria to assess and evaluate the proposals and approaches offered by training organizations. GNNs could develop tools that can help companies make those decisions and evaluate the existing practices or models.

92. On the other hand, respondents made the following suggestions to GNNs: Firstly, some believe that the GNN must clearly explain to its members which its contribution is to the expansion and strengthening of WBL programs, and to the implementation of these programs at company level. Regarding this last point, the question is: What kind of support does the GNN provide to companies willing to participate in the WBL program?

93. Secondly, expand the scope of the GNN to encompass smaller companies that supply goods and services to the GAN member companies. This would have a dual purpose: on the one hand increase network membership and, on the other, recruit smaller companies that have closer contact with the vulnerable population.

94. Thirdly, organize field visits to companies participating in WBL programs so that other companies can see first-hand how they operate. These visits could supplement presentations by companies in events organized by the GNN.

3.4 Effectiveness of Project Management

17. Is the project's organizational structure adequate to carry out activities in the three countries?

95. The project's organizational structure is represented in the following chart from the CMEP.

Figure 1. GAN Organizational Chart

96. This organizational structure overlooks two aspects that occur in practice: 1) the National Focal Person is not part of the Project but of the agencies fostering the GNN (UIA and UCCAEP) and, 2) those agencies are primarily responsibility for execution of the Project. In other words, the UIA and the UCCAEP are not included in the organizational structure and GNN coordinators appear as reporting to the Project Manager, while in practice they do not.

97. Other formal factor that needs to be addressed in Argentina is the lack of a written agreement between the UIA and the GAN. The GAN has sent a draft Memorandum of Understanding to the UIA, but the UIA has not yet signed it.

98. Consequently, the organizational structure chart should be modified to more accurately reflect which stakeholders are involved and the roles they played in the project. In addition, for the structure to operate seamlessly, the necessary interagency agreements should be drafted.

18. How effective and reliable is the project's monitoring system?

99. The project was designed to be innovative, or in other words, to change and adjust over time during the project life. According to the M&E project consultant, this has posed limitations for M&E, especially in the ability to set relevant project indicators at the start of the project. At the time of writing the CMEP, the GAN envisioned the monitoring of these general activities related to the creation and operation of the GNNs: (1) garnering interest in WBL issues and the creation of Networks, (2) identifying a host organization, and then (3) helping the Networks begin to function. Consequently, the specific in-country priorities and activities would be determined by the Networks themselves and could not be foreseen at the project design phase. This made it difficult to establish indicators at the time the CMEP was designed that would run through the entire life of the project.

100. Given the purpose and nature of the project (capacity building), the approach of the monitoring system to measure outcome performance is insufficient because indicators refer to formal aspects that render partial account of the results expected. Thus, for example, Outcome 1 (GNN operating in Argentina, Costa Rica and Kenya) is measured through the following indicators: OTC 1) number of member companies in the GNNs, OTC 2) number of partners in the GNNs, OTC 3) number of GNNs that submitted a 3-5-year work plan. These indicators, although relevant, are not enough to measure

the achievement of goals because they only measure outputs but not the extent to which the institutional capacity has been built.

101.   Regarding the quality of information, some discrepancies between the data provided to the evaluator and those mentioned in the TPRs are observed. For example, the TPR of April 2018 reports that Argentina has 42 members, but the list provided by the GNN to the evaluator only shows 38. The same TPR says the GNN Costa Rica was launched with 12 members, but that figure includes two organizations that are not members but partners (Paniamor and Instituto Técnico Matamoros) according to CMEP definition. According to the M&E project consultant, it seems that there has been some confusion about the difference between being a member and a partner in GNNs.

102.   The GAN created guidance documents to explain: (1) the monitoring tools, including the purpose, procedure and use of the information; (2) the project indicators, including what and how the GAN will be measuring information; and (3) targets for USDOL. Additionally, phone calls were held to discuss the monitoring system and solve questions about the tools or indicators. However, despite the efforts to train GNN, it is necessary to strengthen the use of monitoring instruments. In Costa Rica, the GNN coordinator is still getting acquainted with those indicators and is uncertain as to the technical aspects of some of them. In Argentina, respondents have no specific knowledge about indicators and their use because the former coordinator of the GNN was the person who managed the tool. In both countries, the system is perceived as an accountability mechanism rather than as a management tool. The evaluator believes that this is largely because GNNs have not yet defined their strategic plans; therefore, the goals and indicators of the monitoring system are considered as an external requirement rather than as an essential means to manage their plans. Still, The GAN does use the system to monitor the activities and goals proposed in the project, because output indicators report on those commitments.

103.   Consequently, it would be advisable to differentiate between the system to monitor project activities and outputs, for which the one in existence is appropriate and adequate, and the system to monitor GNN implementation, for which a supplementary system focused on outcomes should be created. This is an ambitious challenge because it needs specific tools to be developed for assessing processes and results that are not yet adequately documented and standardized. Nevertheless, it is worth the effort as the system could be used to manage other GNNs. The project has already developed a tool in this line: the pre-situational analysis survey oriented to companies. Other instruments could be developed based on the Framework for Setting up a GNN.

3.5 Sustainability

19. To what degree has the project built up the technical capacity of its local partners to implement WBL programs and to reach vulnerable and marginalized youth?

104.   The foundations for the UIA and UCCAEP to support the implementation of WBL programs for vulnerable and marginalized youth are yet to be laid. As stated in the reply to Question 10, the project is at a nascent stage of development regarding the steps that the GAN considers as necessary for

implementation of WBL programs. In addition, the activities carried out by GNNs do not target vulnerable or marginalized youth but all the youth population who could benefit from WBL.

20. What steps have the GNNs taken to make the networks sustainable after the project end?

105.   Even though the UIA assigns one of its officials to coordinate the GNN and, therefore it is not paid with project resources, the time devoted by that official to the project is not enough to complete the tasks necessary to keep the GNN in operation. There was no evidence of the network undertaking further actions to secure additional resources once the project is over.

106.   In Costa Rica, the UCCAEP is exploring different options to finance the network, for example: 1) to partner with a start-up that is developing an Internet application to offer companies recruitment services of university and vocational school students; the GNN expects to charge a fee to each partner company using the start-up services; 2) offer companies educational services in the workplace. Nevertheless, the evaluator believes that time and energy devoted to this task diverts the UCCAEP's attention from what should be its main activity at short term: to draft a strategic plan, to increase its members and partners and to undertake initiatives to expand WBL programs. The search for additional funding will yield greater benefits if supported by strategic plan objectives and a more cohesive group of members.

21. What steps has the GAN taken to ensure that the networks in Argentina, Costa Rica and Kenya will be sustainable after the project ends?

107.   Regarding the sustainability of the model, the GAN is developing a strategy of diversification of national network models, as explained in question 22. Employers´ associations seem to be the best actors to lead social dialogue and boost political agendas on apprenticeships and internships but they might not necessarily be the best actors for the operation of national networks. While in Costa Rica the employers´ association is moving forward both processes, in Argentina there is a need to find an organization that can better operate the network. As the process in Kenya was kicked off in August 2018 and is being launched in 2019, a third governance and sustainability model is being created to address their local needs. This flexible approach is being developed within the framework of this project and is generating a strategy that supports the sustainability of the model.

108.   The GAN has also implemented several processes to develop institutional capacities in their GNNs.

- They have provided them with the GNN toolkit to create strategic and operational plans at a variety of resourcing levels and with tailored frameworks to fit the country´s needs and unique cultural, economic and political context.
- They have created a communication campaign with a playbook that sets the guidelines to develop national communication campaigns aligned to the overarching principles and objectives of the project. This is a major work and GNN engagement will be critical.
- They are developing training and technical support to improve fundraising skills.
- They are enabling knowledge sharing and cross pollination between networks using different tools.

- They are supporting advocacy initiatives through their board members and international partners.

109.   The GAN is also working to support the financial sustainability of the national networks. On one hand, they are searching potential funders and developing innovative models, with different funding schemes, and on the other, they are providing fundraising training to national networks. The GAN, ILO and ANDI developed a report on sustainability and funding models for the creation and development of GNN in Latin America. This report analyzes the different types of funding in the region, lists the projects related to youth employment and training and suggests guidelines to prepare proposals to get funds from the international cooperation[13]. They have done several outreach activities through their participation in international fora. To gain support for these networks, the GAN has organized meetings with several organizations such as the Inter-American Development Bank, USAID, Department for International Development of the United Kingdom, German Development Agency GIZ, the World Bank, Swisscontact, African Management Initiative, YouthBuild, International Youth Organization, Costa Rica Investment Promotion Agency, Aspen Institute, Global Development Incubator, JP Morgan, Telefónica, Aga Khan Foundation, Rockefeller Foundation, Qatar Foundation and Citi Foundation. While GAN has done extensive outreach and arrange for GNNs to meet donors it would be useful for the GNNs to be active in reaching out to these donors at the local level.

22. What funding models of proposals have been undertaken by the GAN and what has been done to diversify funding streams?

110.   The GAN is working on developing funding models with diverse streams: in-kind contributions and fees from company members; development of products or advisory services that could serve as an ongoing revenue stream; donations from institutional donors, private foundations, trust and corporative foundations; and application for grants from international cooperation agencies or the governments[14].

111.   The GAN has been working on the diversification of funding streams. It has gained resources from Mastercard and ILO to support national networks. It has developed partnerships with GAN members (JPMorgan, Telefonica, Mastercard, Adecco, Accenture, UBS) that have provided in-kind contributions (pro bono staff, events sponsorship, advocacy for the GAN, bringing members together, etc.). It is working on developing strategic global partnerships with organizations like World Skills, UN Global Compact, the World Bank and the Aspen Institute.

112.   In collaboration with the Organization for Economic Co-operation and Development (OECD), the GAN developed a study that reviewed funding models for apprenticeships. The GAN is also supporting

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[13] Modelos de financiación y sostenibilidad para la creación y desarrollo de redes locales del GAN – Red Global de Aprendizaje en América Latina, GAN – ANDI - ILO

[14] Annex 7, TPR 2018; GAN National Networks (GNN´s) Toolkit Launch & New Financing Models, Geneva, November 2017

GNNs providing fundraising training activities. The GAN communication strategy is directed towards a wide audience that includes donors. The GAN´s outreach campaign has implemented a strategy of participation in global, regional and national events where it has been active in pursuing the support and engagement of different types of partners.

113.   With the proposal of diverse governance models, the GAN is also exploring different funding models[15]:

A GNN that is registered as an independent NGO or non-profit could apply directly for funding, sign grant agreements, raise funds from individual companies or donors, and develop products and services that it could provide to others for a fee;

A GNN that is hosted within the local federation or company could be funded with fees, grants and other fundraising efforts;

A GNN that is established as an alliance where a more informal cooperation platform is developed between members could allow members to seek for funding to implement activities themselves.

IV. LESSONS LEARNED AND GOOD PRACTICES

4.1 Lessons Learned

17. What lessons learned are there from the process of carrying out the Regional Analysis and the Pre-Situational Survey? Are these tools useful to the GNNs?

114.   A lesson learned is the relevant and helpful knowledge that emerges from an experience where causes and effects are clearly identified. A lesson learned can become a good practice when there is evidence of the results and benefits and it is established that the experience should be replicated[16].

115.   The way in which GNNs have used the Regional Analysis and the Pre-Situational Survey is not evident yet since, as stated above, a final version of those studies is not yet available, but a draft version is presently under review by the GAN and GNNs. However, these studies should improve the knowledge companies have about WBL programs, and they will be a key input for GNNs to lay down strategic plans. Consequently, GNNs should disseminate the studies.

116.   A lesson learned from preparing these studies is that they should be applied at the beginning of the project, as suggested in the Framework for setting up a GNN. The GAN is already using this approach in Kenya. Additionally, it is necessary to design a strategy to persuade companies to answer the survey and thus raise the response rate.

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[15] TPR 2018, Annex 7

[16] ILO. (2012). Checklist 5. Policy Guidelines for Results-Based Evaluation: Principles, Rationale, Planning and Managing for Evaluations. ILO. Geneva.

4.2   Good Practices

18. What are good or innovative practices that the project has supported in the target countries?

117.   It is too early to draw good practices from executing the project, because GNNs are at a nascent stage of development. Nevertheless, questions 7, 9, 21 and 22 give some emerging lessons learnt from the perspective of the GAN.

V. CONCLUSIONS

Project relevance, design and validity

118.   Regional studies conducted by the project confirm its relevance for improving youth education and employability not only in Argentina and Costa Rica but in other Latin American countries as well. Likewise, the leaders of entrepreneurial and business organizations, as well as the authorities from the public organizations surveyed agree that WBL programs are an essential means for reducing unemployment among young people and improving the quality of human resources needed by companies.

119.   The main objective of the project is to strengthen and expand WBL programs for vulnerable and marginalized youth. However, some respondents in both countries question the advisability of targeting only vulnerable people with those programs because they argue that youth unemployment is a reality not solely in the poorest stratum of population and that a high percentage of human resources needed by companies –who could benefit from WBL programs– must have a level of education higher than the one vulnerable youth show on average. This gap, they say, cannot be overcome by WBL programs but by the educational system. This is an aspect of the project design that calls for further discussion among the stakeholders involved.

120.   The project design lacks a conceptual framework about the process of building a GNN that serves both as a guide for project planning and for developing the CMEP. This framework was already developed by the GAN in 2017 and it should be used to help GNN Argentina and Costa Rica to organize their work.

121.   The three components of the project's theory of change are used in the promotion of WBL programs in those countries: national networks functioning, tools and good practices shared by stakeholders, and cooperation and collaboration among employers and key stakeholders. However, the implementation of the project has allowed the GAN to realize that although the general model is valid, it is necessary to adapt it to the conditions and characteristics of each country and that, therefore, the way in which the GNNs operate varies from country to country.

Project Effectiveness

122. Along project execution, the GNNs Argentina and Costa Rica have focused on expanding their membership, disseminating the WBL programs developed by some companies, organizing debate and discussion events around WBL programs, conducting advocacy activities, and participating in the GAN events. Argentina has also developed some knowledge products and Costa Rica has undertaken some initiatives to finance network activities. Still, network consolidation can be characterized as nascent and GNNs faces some important challenges: i) mid-term strategic plans (3 to 5 years) are needed to guide the networks development; ii) proposals to expand WBL programs should be outlined; iii) discussions and proposals about how WBL programs lead by companies could address vulnerable and marginalized youth are required; iv) coordination with governmental organizations are important to improve legal and institutional framework[17].

123. The evaluator believes that the following factors have influenced GNN progress: i) the establishment of the Kenyan network started late; ii) starting in September 2017 the UIA assigned new roles to the GNN coordinator, which significantly decreased her dedication to the Argentinean network and reduced activity momentum; iii) regional studies started later than expected; iv) the toolkits developed by the GAN have not been translated into Spanish, particularly the last version of the National Network Toolkit 2017 that contains the Framework for setting up a GNN.

124. Coordination between the host organizations (UIA and UCCAEP) and the projects financed by USDOL has seen different degrees of intensity. In Argentina, close coordination with the Noemi Project has been carried out in a well-planned manner. UIA and Noemi Project members positively value coordination between both projects as they believe that such cooperation complements their skills. In Costa Rica, the relationship between UCCAEP and the YouthPathways project is less intense; they have not drafted a common work plan nor carried out joint activities but have invited each other to some events they have organized. The members of both organizations agree that coordination is low and there is much room for improvement.

Project management

125. The organizational structure of the project does not reflect the relationship that exists between the GAN, the host organizations and GNN coordinators. In practice, the host organizations are responsible for local implementation of the project, and network coordinators report to those organizations.

126. Additionally, the GAN has not signed an agreement with UIA which laid out the contribution of each party to achieve project goals, and the technical, administrative, and financial mechanisms to implement it.

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[17] Even though the governmental organizations are not members of the GAN, the Prodoc states that "GAN will be working with employers, government agencies, social partners, nongovernmental organizations (NGOs) and other stakeholders to increase awareness and coordination and to promote increased private sector investment in WBL programs to implement new or improved apprenticeship programs for vulnerable and marginalized youth" (p. 4).

127.   The original project budget did not allocate any resources to pay the network coordinator's fees. Experience shows that the project must allocate resources to cover such expense until the networks can self-finance their activities. A budget revision in 2017 created subgrants to allocate resources to this end.

128.   Project KPIs are relevant although not enough to measure the achievement of results because the implementation or consolidation of GNNs mostly implies that the capacity to act effectively is to be developed and the extent to which such capacity has been built should be the matter of measurement. To those ends, a conceptual framework explaining the processes and elements involved in the building of such capacity is required. The framework for setting up a GNN that the GAN has developed provides that conceptual reference; accordingly, it should be the basis for drafting of the PKIs.

129.   In both countries, GNNs perceive the monitoring system as an accountability mechanism rather than a management instrument. The evaluator believes that this is largely because GNNs have not yet defined their strategic plans; therefore, the targets and indicators of the monitoring system are considered as an external requirement rather than as an essential means to manage their plans. Still, the GAN does use the system to monitor the activities and goals proposed in the project, because output indicators report on those commitments.

Sustainability

130.   The foundations for GNNs to support the implementation of WBL programs for vulnerable and marginalized youth are yet to be laid due to two factors, namely: i) GNNs have not yet acquired the capacity needed for supporting the implementation of WBL programs, and ii) GNNs have not yet identified tools or work models targeting vulnerable and marginalized youth. Likewise, GNNs have not yet created mechanisms for procuring resources once the project is finished. However, Costa Rica is developing some ideas for fundraising.

131.   In Argentina and Costa Rica, the GAN is working with GNNs to support their financial sustainability. On one hand, they are searching potential funders and developing innovative models, with different funding schemes, and on the other, they are providing fundraising training to national networks.

132.   The project has allowed the GAN to create more effective models to promote GNNs around the world. Originally, the creation of GNNs was led by Employer Federations as host organizations. Since experience is showing that this model is not always the most effective, the GAN is trying some alternatives such as companies as host organizations or government agencies as leading GNNs. The GAN is proposing a coalition of stakeholders as the host organization in Kenya and is also analyzing other governance models like national networks registered as NGOs and networks established as more informal alliances between members.   This evolution in the GAN approach is mainly derived from the experience of this project execution and it contributes to generating more sustainable organizational models.

133.   These new governance models, that seem to be better adapted to local needs, are being linked to new and diverse funding models to get the resources required to fund national initiatives and achieve

GNNs sustainability. At global level, the GAN is working on developing funding models with diverse streams: in-kind contributions and fees from company members; development of products or services that could serve as an ongoing revenue stream; donations from institutional donors, private foundations, trust and corporative foundations; and application for grants from international cooperation agencies or the governments. The financial contribution of developed networks to fund developing networks -which are often dependent of donor funding- is also under analysis.

VI. RECOMMENDATIONS

Recommendations for the GAN

134.   **Allocate a budget for execution of the agreement between the GAN and host organizations:** The budget should be used for execution of a 2-year operative plan based on a progressive co-financing scheme where, for example, the GAN finances 80% of the expenses during the first six months, 60% during the second semester, 40% during the third semester and 20% during the fourth semester. In addition, this mechanism would shed some light on the counterpart budget provided by the members and host organization. The budget should consider GNN coordinators' fees for a period between 12 and 18 months. For new networks, as in Kenya, such period should be 18 or 24 months, and the contract should include network launch activities.

135.   **Propose additional activities to expand the knowledge base about WBL programs for vulnerable youth:** The questions, doubts and inquiries made by interviewees about the feasibility and effectiveness of WBL programs for vulnerable and marginalized youth call for deeper analysis by scholars and practitioners dedicated to this matter. The GAN could join forces with other organizations such as ILO, IOE, NGOs and universities to organize additional activities to expand the knowledge base about WBL programs focused on vulnerable youth, such as regional workshops, conceptual papers, studies, etc. Additionally, the GAN could promote assessments of emerging good practices and studies about company involvement in public programs in order to expand the knowledge base about WBL for vulnerable youth.

136.   **Consider employers needs not currently addressed**: The GAN should review project activities and consider calibrating them to address needs that employers expressed are currently not addressed, including documenting successful models of soft skills programs, providing analytical tools to measure the efficiency and replicability of existing WBL models, and providing a glossary/taxonomy of WBL-related terms.

137.   **Coordinate with OIE the identification of the host organizations (for future GNNs):** The experience of the project has shown that the selection of the host organization is a key decision for the implementation of the GNN. Since UIE has a deeper knowledge of the business sector of each country, it is suggested that GAN requests support from this organization to identify the best host organization in each place.

Recommendations for UIA and UCCAEP

138. **Develop participatory strategic plans**: This is an activity included in Output 1.2 that must be carried out urgently in order to guide future GNN activities. Such a plan should be developed on a participatory basis with GNN members and with the support of a planning expert. One of the companies associated to the GNN could contribute with a consultant who provides a planning workshop.

139. **Emphasize in recruiting small and medium-sized enterprises (SMEs):** Recruiting this type of companies among those that are a part of the value chain of GNN partner companies is recommended during the second half of the project. To reach that audience the suggestion is using peer visits conducting visits to companies that do have those practices.

140. **Assess public programs:** WBL programs with more coverage, resources and influence are implemented by the public sector; therefore, national studies about company involvement in those programs, their results, obstacles and achievements should be conducted. Those studies could be financed and carried out in partnership with universities, academic institutions and public programs themselves.

Recommendation for the GAN and USDOL

141. **Review the allocation of human and financial resources of the project**: a review of the project's current human and financial resources is suggested considering the challenges presented by this evaluation and the need to focus efforts on the development and strengthening of the GNNs.

142. **Update the CMEP:** In order to measure GNN performance, designing a tool capable of identifying progress made by the countries while consolidating GNNs is suggested. This tool could be conceptually based on the 8 steps proposed in the document *National Network Toolkit 2017* (section Framework for setting up a GNN). Additionally, since the CMEP does not set any indicator to measure the extent to which the project has integrated gender considerations into its implementation, it is suggested to create and include this indicator in the CMEP.

143. **Consider a one-year extension**: The project needs more time to develop GNNs institutional capacity in the three countries. A one-year extension is recommended to allow the project to achieve its objectives.

ANNEX 1: List of Interviewees

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ANNEX 2: Evaluation Question Matrix

#	TOR Question	Methodology to answer question	Stakeholders	Data Source(s) /Means of Verification
	Relevance			
1	Are project activities supporting the end goal of creating new or improved WBL programs for vulnerable or marginalized youth?	Interviews Review of project documents Review of performance indicators	Project staff and partners GNNs members	·Project proposal ·TPRs
2	How relevant is the project's design and theory of change as stated in the Project Document, in the three target countries and how is the methodology being used by other countries?	Interviews Review of project documents	Project staff GNNs members	·Project proposal
3	How engaged are employers, as the key implementers, in starting WBL programs and understanding their role?	Interviews Review of project documents	Project staff and partners GNNs members	Official records Technical reports
	Project Design and Validity			
4	To what extent does the project coordinate with other DOL-funded projects related to youth apprenticeship in the target countries? In what ways has this coordination helped or hindered the project in reaching its objectives?	Interviews Review of project documents	Project staff and partners GNNs members USDOL funded projects	Project proposal TPRs Official records Technical reports
5	To what extent has the project integrated gender considerations into its implementation?	Interviews Review of project documents Review of performance indicators	Project staff and partners GNNs members	Project proposal TPRs
6	How have GNNs included issues related to vulnerable and marginalized youth in their work or work plans? Project Effectiveness	Interviews Review of project documents Review of performance indicators	Project staff and partners GNNs members	Project proposal Work plans TPRs

7	What have other GAN networks learnt from the GANs in Costa Rica, Argentina and Kenya, and have they applied this to their networks including issues related to vulnerable and marginalized youth in their work or work plans?	Interviews Review of project documents	Project staff and partners GNNs members	Project proposal TPRs Official records Technical reports
8	To what extent does the project coordinate and use the lessons learnt from each network?	Interviews Review of project documents	Project staff and partners GNNs members	Project proposal TPRs Official records Technical reports
9	How has this employer-driven network model evolved since the beginning of the project and what changes, if any, have been made as new networks were launched?	Interviews Review of project documents	Project staff and partners GNNs members	Project proposal TPRs Official records Technical reports
10	Has the GAN been effective in establishing GNNs at the country level? What are the strengths and weaknesses of the GAN's approach and process for developing the GNNs?	Interviews Review of project documents Review of performance indicators	Project staff and partners GNNs members	TPRs Official records Technical reports
11	To what extent have GNN members improved their capacity to implement WBL programs? Have employers been able to improve either the quantity or quality of their WBL programs through their involvement in the GNN?	Interviews Review of project documents Review of performance indicators	Project staff and partners GNNs members Youth participating in WBL activities	TPRs Official records Technical reports
12	Has the project reached employers/sectors that are likely to employ vulnerable and marginalized youth (such as small and medium-sized businesses)?	Interviews Review of project documents	Project staff and partners GNNs members	TPRs Official records Technical reports
13	What have been the results of the project's communications and advocacy activities (about recruiting new members, as well as in raising awareness about the stigma, challenges on WBL issues)? To what extent has the GAN and the GNNs helped to raise the profile and information of WBL in the three target countries?	Interviews Review of project documents	Project staff and partners GNNs members USDOL funded projects	TPRs Official records Technical reports

#	Question	Method	Source	Documents
14	How do GNN members use the tools, information, and training they have received through the project?	Interviews Review of project documents	GNNs members	Official records Technical reports Work plans
15	(For GNNs) What additional support could the GAN provide in order meet the needs of the GNN?	Interviews	GNNs members	Official records Technical reports
16	(For Employers) What challenges do employers face in working with the GAN Movement, if any, and what suggestions do they have for addressing these challenges?	Interviews	Employers representatives GNNs members	Official records Technical reports
Effectiveness of Project Management				
17	Is the project's organizational structure adequate to carry out activities in the three countries?	Interviews Review of project documents	Project staff and partners GNNs members	Project proposal TPRs Official records Technical reports
18	How effective and reliable is the project's monitoring system?	Interviews Review of M&E framework	Project staff	Project proposal TPRs M&E framework
Sustainability				
19	To what degree has the project built up the technical capacity of its local partners to implement WBL programs and to reach vulnerable and marginalized youth?	Interviews Review of project documents	Project staff and partners GNNs members	TPRs Official records Technical reports
20	What steps have the GNNs taken to make the networks sustainable after the project end?	Interviews	Project staff and partners GNNs members	TPRs Official records Technical reports
21	What steps has the GAN taken to ensure that the networks in Argentina, Costa Rica and Kenya will be sustainable after the project ends?	Interviews Review of project documents	Project staff and GAN personnel	TPRs Official records Technical reports

22	What funding models or proposals have been undertaken by GLAN Global and what has been done to diversify funding streams?	Interviews Review of project documents	Project staff and GAN personnel	TPRs Official records Technical reports
Lessons and Good Practices				
23	What lessons learned are there from the process of carrying out the Regional Analysis and the Pre-Situational Survey? Are these tools useful to the GNNs?	Interviews Review of project documents	Project staff and partners Regional Analysis consultant	Regional Analysis report
24	What are good or innovative practices that the project has supported in the target countries?	Interviews Review of project documents	Project staff and partners GNNs members	TPRs Official records Technical reports

ANNEX 3: Terms of Reference

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