

Final Performance Evaluation

Promoting Apprenticeship as a Path for Youth Employment in Argentina, Costa Rica, and Kenya through Global Apprenticeship Network (GAN) National Networks



Source: GAN Argentina. Students of Management of Graphic and Digital Processes - Gutenberg Foundation



Source: GAN Costa Rica. Micro and small business owners learn how to manage interns and apprentices in a human talent management workshop

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Bureau of International Labor Affairs

Office of Child Labor, Forced Labor, and Human Trafficking

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PROJECT

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Final Performance Evaluation of the *Promoting Apprenticeship as a Path for Youth Employment in Argentina, Costa Rica, and Kenya through Global Apprenticeship Network (GAN) National Networks* Project
Final Evaluation Report

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This report presents the findings of the final evaluation of the *Promoting Apprenticeship as a Path for Youth Employment in Argentina, Costa Rica, and Kenya through Global Apprenticeship Network (GAN) National Networks* project. The evaluation team would like to thank the range of stakeholders including GAN members, partners, government officials, and consultants who offered their time and expertise throughout the evaluation. The evaluation team would especially like to thank GAN staff in Geneva and GAN platform staff in Argentina and Costa Rica for their highly effective coordination of the interviews and provision of documents and other information.

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LIST OF ACRONYMS

AHK	German Chambers of Commerce Abroad
AMI	African Management Institute
BUSY	Better Utilization of Skills for Youth Project
CL	Child Labor
CMEP	Comprehensive Monitoring and Evaluation Plan
COO	Chief Operating Officer
COVID-19	Coronavirus Disease 2019
DAC	Development Assistance Committee
ED	Executive Director
EOP	End of Project
ETA	USDOL's Employment and Training Administration
FGD	Focus Group Discussion
FKE	Federation of Kenyan Employers
FL	Forced Labor
G20	Group of Twenty
GAN	Global Apprenticeship Network
GDI	Global Development Incubator
GNN	GAN National Network
ILAB	USDOL Bureau of International Labor Affairs
ILO	International Labour Organization
INA	National Institute of Apprenticeship (Costa Rica)
IOE	International Organization of Employers
OA	USDOL ETA's Office of Apprenticeship
OE	International Organization of Employers
KII	Key Informant Interview
MOU	Memorandum of Understanding
M&E	Monitoring & Evaluation
NGO	Non-Governmental Organization
OCFT	Office of Child Labor, Forced Labor, and Human Trafficking
OECD	Organization for Economic Cooperation and Development
OPT	Output Indicator
OTC	Outcome Indicator
RF	Results Framework
SDO	Sustainable Development Objective
SME	Small and Medium-Sized Enterprise
TOC	Theory of Change
TOR	Terms of Reference
TPR	Technical Progress Report
TVET	Technical and Vocational Education and Training
UCCAEP	Costa Rican Union of Chambers and Associations of the Private Business
UIA	Industrial Organization of Argentina
US	United States
USAID	United States Agency for International Development
USDOL	United States Department of Labor
VAT	Value Added Tax
WBL	Work-Based Learning

EXECUTIVE SUMMARY

On August 29, 2016, United States Department of Labor's (USDOL) Bureau of International Labor Affairs' (ILAB) Office of Child Labor, Forced Labor, and Human Trafficking (OCFT) awarded the Global Apprenticeship Network (GAN) a cooperative agreement for USD 1.4 million to implement *Promoting Apprenticeships as a Path for Youth Employment in Argentina, Costa Rica, and Kenya through GAN National Networks*.

The original period of performance was September 1, 2016 to December 31, 2018. On July 28, 2017, GAN received a modification that added USD 1.5 million and extended the end of project date to December 31, 2019. On November 14, 2019, GAN received a no-cost extension that extended the end of project date to June 30, 2020.

To support the project's objective, the project design includes three outcomes consisting of (1) work-based learning (WBL) platforms functioning in Argentina and Costa Rica; (2) increased cooperation and collaboration among employers and key stakeholders regarding WBL programs for vulnerable and marginalized youth; and (3) improved enabling environment to support WBL opportunities in target countries.

1.1. Evaluation Purpose

This final performance evaluation examines the extent to which the project achieved its stated goals and objectives, assesses effectiveness of the project's implementation and management, and recommends actions to improve the relevance, performance, and sustainability of future USDOL-funded projects in similar contexts.

1.2. Methodology

The evaluator used a mixed-method approach and followed the principles described in the Terms of Reference (TOR). The evaluator planned to conduct evaluation fieldwork in Argentina from March 16-20, 2020, and in Costa Rica from March 23-27, 2020. However, due to the rapid spread of Coronavirus Disease 2019 (COVID-19), USDOL, GAN, and IMPAQ canceled all fieldwork. The evaluation team conducted all interviews remotely: conducting those for Kenya between March 9-13, 2020, for Argentina between March 16-20, 2020, and for Costa Rica between March 23-27, 2020. In addition, the evaluator conducted remote interviews with GAN staff located in Geneva during the week of March 30, 2020.

1.3. Findings and Conclusions

1.3.1. Relevance

Theory of Change. The project's theory of change (TOC) and results framework (RF) remain relevant. Based on lessons and new knowledge, the project adjusted the TOC and RF as part of updating the Comprehensive Monitoring and Evaluation Plan (CMEP), keeping the TOC relevant. However, the TOC/RF has several inherent design weaknesses including effective strategies to reach vulnerable and marginalized youth with WBL programs.

Relevancy of GAN Network Model. The original GAN network model was not a relevant mechanism to promote WBL programs among private sector actors. Over the life of the project, GAN learned the importance of having a diverse mix of organizations participate in the platform, the importance of offering services and products that these organizations value, and that employer federations may not be the most effective hosting mechanism. Therefore, the current GAN platform model is a relevant mechanism to promote WBL programs but, according to key stakeholders, it is not operating as effectively as it could.

Contextual Factors. The primary contextual factor that affected the project at the time of the evaluation was the COVID-19 pandemic. The pandemic caused the project to postpone a variety of activities and to delay deliverables. It also caused the project to operate using a variety of online communication platforms such as Zoom, Skype, and WhatsApp, and move some training to virtual formats. The pandemic also will have serious global and national economic consequences that likely will affect companies' willingness and ability to engage in WBL programs.

1.3.2. Effectiveness of Strategies and Interventions

Midterm Evaluation Recommendations. The project's midterm evaluation recommendations helped the project make several mid-course corrections that increased its focus and effectiveness. While it is too early to determine the effects of all of the recommendations, the recommendation to provide budgets to the employer federations to pay GAN platform staff and fund concrete activities increased its effectiveness.

Coordination with USDOL Projects. While the project coordinated activities with the USDOL funded apprenticeship projects in Argentina, Costa Rica, and Kenya, the results of the coordination are mixed. In Argentina, GAN effectively coordinated with the Noemi project at the beginning but the coordination declined after the Noemi project changed project directors. In Costa Rica, GAN and the Youth Pathways project implemented by Paniamor experienced difficulties coordinating activities in the early stages. Over time, coordination has improved and is considered satisfactory by both organizations. In Kenya, while GAN is coordinating activities from Geneva with the BUSY project, the lack of GAN physical presence in Kenya limits the effectiveness of the coordination.

GAN Networking Approach. GAN's approach to building networks of private sector actors is not effective at providing WBL programs for vulnerable and marginalized youth. The original project design assumed that building networks of private sector actors and disseminating WBL information and knowledge would be sufficient to increase the number of WBL programs benefitting vulnerable youth. The evaluator could not find evidence that, as a result of the networking efforts, the number of WBL programs for vulnerable youth increased. On the other hand, GAN's emerging platform model, which is based on the concept of diversified membership (not just employers) and the provision of value-added services and products to its membership shows promise.

Private Sector Capacity Building. GAN Argentina and GAN Costa Rica have taken important steps to build the capacity of the private sector to offer WBL programs. Both national platforms collaborated with the German Chamber of Commerce Abroad (AHK) in Argentina to conduct dual education training for companies. In addition, GAN Costa Rica collaborated with Japp.jobs to provide training to small and medium sized enterprises (SMEs) on WBL processes. While these capacity-building activities were well received, they require further follow-up and support to have an impact on companies' capacity to implement WBL programs.

Company Challenges. Companies have encountered a variety of challenges related to offering WBL programs. These include the following: gaps in academic, technical, and soft skills, especially among vulnerable youth; perception among companies that WBL programs are social initiatives without a direct business benefit; reputation among trade unions and youth that WBL programs provide a way for companies to access cheap labor; and lack of positions and resources in some companies to provide WBL programs. The project has tried to address these challenges through its research studies, training, communication strategies, and advocacy efforts.

Communication Strategy. The project operated for more than three years without a communication strategy. When the project started, GAN Global provided little direction and support to the platform coordinators who did not have backgrounds in communications. In early

2020, the platforms hired communication specialists who helped develop communication strategies.¹ While the building blocks of effective communication strategies are in place, it is too early to determine their effectiveness since they were only recently developed.

Monitoring and Evaluation (M&E) System. While the project's M&E system has evolved to reflect changes in project implementation strategies, it is not designed to capture basic information regarding the number of new WBL programs, the number of improved WBL programs, the number of vulnerable youth participating in WBL programs, and the number of vulnerable youth who acquire employment. It also is not capturing basic information on the capacity of companies to implement WBL programs.

1.3.3. Efficiency

Overall, the project operated in an efficient manner. The financial and human resources were adequate to achieve the outputs. However, several factors created inefficiencies, including an overly centralized management approach at the beginning of the project, high staff turnover, and the late hiring of the project director. The overly centralized management approach resulted in only 25 percent of project funds being allocated to project activities in Argentina, Costa Rica, and Kenya while 75 percent is allocated to GAN Global in Geneva for project-related activities.

1.3.4. Sustainability

The GAN platforms in Argentina and Costa Rica will survive in the short to medium term in the hosting employer federations. To continue to have an impact on WBL, however, the national platforms need to find creative, innovative, and entrepreneurial ways to generate revenue to fund core staff and deliver value-added services and products to its membership.

1.3.5. Lessons Learned

- Tangible WBL products and services add value for GAN members and partners, which increases their interest and engagement.
- GAN platforms require dedicated staff with a physical presence in the country to effectively advance the platform's objectives and agenda.
- Communication strategies need to be tailored to country-specific situations, including how target audiences prefer to receive messages.
- Projects require adequate upfront M&E capability to ensure the M&E system is designed to measure outcome achievement and the platforms receive on-going M&E support.
- It is important to conduct a thorough scoping exercise to help design the project and its M&E system.
- Project sustainability strategies require sufficient time to make the transition from project-funded activities to independent operations.

1.3.6. Good Practices

- GAN Costa Rica brokered an alliance between Texas Tech University and Monge Foundation where Texas Tech students mentor youth participating in Monge Foundation programs and teach them English.
- Under the Talent to Grow initiative, GAN Costa Rica, Japp.jobs, and LBA Abogados proposed an alliance to prepare and encourage SMEs to establish WBL programs while

¹ The project hired communication assistants during the first quarter of 2019 to help implement communication activities. In early 2020, the project hired communication specialists/consultants who developed the communication strategies for both Costa Rica and Argentina.

preparing vulnerable youth to participate in these programs. Parque Libertad was added to the proposed alliance.²

- TEDx Lifelong Learning Event motivated vulnerable and marginalized youth to pursue education goals.
- GAN Argentina worked with key stakeholders to advocate for the creation of a special category for interns and apprentices to facilitate providing them a legal framework to their tasks.
- GAN collaboration with AHK to conduct dual education system training leveraged AHK's dual education training capacity and resources.
- Updating and adjusting the M&E system to reflect lessons learned helped keep the M&E system, as well as the TOC, relevant.

1.3.7. Recommendations

Recommendations for the Project

1. In the remaining life of the project, GAN should focus on the platforms' emerging ability to broker strategic alliances between employers and social organizations who assist vulnerable youth.
2. The project should identify and enlist the support of a "champion" to help open doors and strategically grow the membership of the platforms in both Argentina and Costa Rica.
3. In an extension period, the project should modify its M&E system to more effectively capture the results of collaboration and coordination efforts, the communication strategy, capacity building activities, and improvements to the enabling environment.

Recommendations for GAN Global

4. GAN Global should revise its platform model based on lessons learned from implementing this project including the importance of dedicated platform staff and the provision of services and products that platform members and partners value.
5. Before establishing GAN platforms or during the design of future projects, GAN Global should conduct a proper scoping assessment to inform project design and determine the most appropriate modus operandi.

Recommendations GAN Argentina

6. GAN Argentina should partner with AHK to develop an online dual education training program to be implemented in selected provinces outside Buenos Aires.
7. GAN Argentina should further develop its capability of playing a brokering role between employers and government agencies or NGOs that have programs to prepare vulnerable youth for employment.

Recommendations for GAN Costa Rica

8. GAN Costa Rica should develop an alliance with the National Apprenticeship Institute (INA) to help implement the dual education system.

² Note that while the alliance was discussed, its implementation has been placed on hold due to the COVID-19 pandemic.

9. GAN Costa Rica should continue to pursue and formalize partnerships with SOS Children's Villages, Parque la Libertad, and other organizations that provide vulnerable youth with WBL programs in SMEs.

Recommendations for USDOL

10. USDOL should provide a no-cost extension to allow the project additional time to implement activities stalled by the COVID-19 pandemic, as well as to implement the sustainability strategy.
11. USDOL should consider providing GAN a cost extension if GAN is able to adjust the project design, including its strategies, to provide WBL opportunities to vulnerable and marginalized youth who will be affected by the COVID-19 pandemic's impact on national economies and employment.
12. USDOL should ensure that grantees, especially those with limited grant management experience, have adequate M&E capacity, including an M&E system that measures key results.
13. USDOL should avoid combining grants that have different objectives and mandates.

2. PROJECT CONTEXT AND DESCRIPTION

The Office of Child Labor, Forced Labor, and Human Trafficking (OCFT) is an office within the Bureau of International Labor Affairs (ILAB), an agency within the United States Department of Labor (USDOL). ILAB's mission is to promote a fair global playing field for workers in the United States (US) and around the world by enforcing trade commitments, strengthening labor standards, and combating international child labor (CL), forced labor (FL), and human trafficking.

OCFT works to achieve its objectives by conducting international research, policy engagement, technical cooperation, and raising awareness. Since OCFT's technical cooperation program began in 1995, the US Congress has appropriated funds annually to USDOL for efforts to combat exploitive child labor internationally. This funding has been used to support technical cooperation projects in more than 90 countries around the world. Technical cooperation projects funded by USDOL support sustained efforts to alleviate child labor and forced labor's underlying causes, including poverty and lack of access to education.

The *Promoting Apprenticeship as a Path for Youth Employment in Argentina, Costa Rica, and Kenya through Global Apprenticeship Network (GAN) National Networks* project, referred to as the GAN project, is designed to promote work-based learning (WBL) opportunities for youth as a complement to USDOL's ILAB Fiscal Year (FY) 2016 grants related to work-based training, including apprenticeships, for vulnerable and marginalized youth in these three countries. The Global Apprenticeship Network (GAN) was awarded a \$2,900,000 cooperative agreement from USDOL for this project, Grant Number IL-29557-16-75-K-1.

2.1. Context

2.1.1. Youth Employment in the Project's Target Countries

The degree of youth unemployment around the world represents one of the most important social and economic challenges of the early twenty-first century. When an economy is struggling, young people are disproportionately affected by unemployment due to their lack of experience and training. Approximately 621 million youth are not engaged in work, education, or training. In addition, 51 percent of millennials are underemployed.³ Experts agree that youth unemployment leads to marginalization and isolation, which, in turn is linked to a multitude of social issues such as higher levels of crime, violence, civil unrest, substance abuse and the rise of political extremism.⁴ The following paragraphs describe how youth unemployment has affected each of the countries included in this project.

Argentina: Argentina has the highest rate of youth unemployment in the Latin American region. As of 2018, according to World Bank estimates, the overall youth unemployment rate was 26.5 percent, including 22.2 percent for males and 29.8 percent for females between the ages of 15-24 years.⁵ Data from 2018 show that nearly 20 percent of youth between 15-24 years were not engaged in work, education, or training.⁶ Young women are nearly 40 percent more likely to be unemployed than young men. Young people are also less likely to find decent work, with almost 57 percent of salaried youth lacking access to benefits such as health insurance and paid leave.⁷

Costa Rica: The rate of youth unemployment in Costa Rica has doubled since the early 1990s and is almost 3.5 times higher than adult unemployment. In 2018, the unemployment rate for youth between the ages of 15-24 years was nearly 22 percent including 17.8 percent for males

³ <http://www.wsj.com/articles/more-than-40-of-student-borrowers-arent-making-payments-1459971348>

⁴ <https://www.ilo.org/global/topics/dw4sd/themes/youth-employment/lang--en/index.htm>

⁵ <http://wdi.worldbank.org/table/2.5>

⁶ <https://data.worldbank.org/indicator/SL.UEM.NEET.ZS?locations=AR>

⁷ http://www.ilo.org/buenosaires/publicaciones/empleo-de-jpercentC3percentB3venes/WCMS_224520/lang--es/index.htm

and 26.1 percent for females, according to data from the World Bank.⁸ In 2018, nearly 19 percent of youth between 15-24 years were not engaged in work, education, or training.⁹ Nearly 38 percent were underemployed and while another 38 percent worked in the informal sector.¹⁰ Youth unemployment is highest among those from poor families, those who live in rural areas, and particularly those with low educational attainment, which was the most important determinant of labor market outcomes in Costa Rica.¹¹

Kenya: According to 2018 World Bank data, 18.4 percent of females between the ages of 15-25 years and 18.5 percent of males were unemployed in Kenya.¹² Young people between 15-34 years (the age range defined as “youth” by the Kenyan government) comprise two thirds of the population of employment age and represent 80 percent of those who are unemployed. The United Nations Development Programme estimates that if the current trends continue, the number of unemployed youth will double between now and 2035. This disproportionately affects youth with no formal education and those who live in the Rift Valley (which has the highest crude number of unemployed youth) or the North Eastern Province (which has the highest percentage of unemployed youth).

2.1.2. GAN

According to GAN Global, quality WBL programs, based on dialogue between the public and private sectors, can help youth overcome the “no work experience” hurdle in moving from education to employment. Furthermore, obtaining an apprenticeship as a first job enables youth to benefit from “earning while learning,” which can lead to a lifetime of productive employment. Combining practical training with classroom learning also allows the employer to match employees’ training to their needs.¹³

In early 2013, the International Labour Organization (ILO) conducted a feasibility study to gather information from businesses about their WBL programs and to seek views on how an international business network on apprenticeships could add value for them. Throughout the process, the study stressed the importance of coordinating, collaborating, and cooperating to build on the initiatives already under way in the apprenticeships and work-based training arena. This served as the basis for establishing GAN.¹⁴

GAN is an alliance of private sector companies and business federations and associations that aim to alleviate youth unemployment by encouraging and linking business initiatives to develop skills and provide employment opportunities for youth through apprenticeships and other WBL programs. GAN is driven by business leaders who promote WBL programs both globally and in their respective countries and industries to alleviate youth unemployment and, at the same time, strengthen their companies' competitive strategies by investing in their workforces.¹⁵

It should be noted that when GAN was established, it focused on the concept of quality apprenticeships, which is defined by the ILO as the following:

Quality Apprenticeships are a unique form of technical vocational education and training, combining on-the-job training and off-the-job learning, which enable learners from all walks of life to acquire the knowledge, skills and competencies required to carry out a

⁸ <http://wdi.worldbank.org/table/2.5>

⁹ <https://data.worldbank.org/indicator/SL.UEM.NEET.ZS?locations=AR>

¹⁰ Ibid.

¹¹ http://www.ilo.org/employment/areas/youth-employment/kmf-yem/WCMS_302413/lang--en/index.htm

¹² <http://wdi.worldbank.org/table/2.5>

¹³ Project Document: *Promoting Apprenticeships as a Path for Youth Employment in Argentina, Costa Rica and Kenya through GAN National Networks.*

¹⁴ <https://www.gan-global.org>

¹⁵ <https://www.gan-global.org/why>

*specific occupation. They are regulated and financed by laws and collective agreements and policy decisions arising from social dialogue, and require a written contract that details the respective roles and responsibilities of the apprentice and the employer; they also provide the apprentice with remuneration and standard social protection coverage. Following a clearly defined and structured period of training and the successful completion of a formal assessment, apprentices obtain a recognized qualification.*¹⁶

Over time, GAN realized that implementing apprenticeship programs in many countries was difficult because many countries lacked the necessary regulatory frameworks, policies, and social dialogue. Instead, GAN started to use the term “work-based learning” to describe formal and informal apprenticeships as well as other modalities designed to provide work experience to youth such as internships, traineeships, and on-the-job training.¹⁷

In July 2016, the labor and employment ministers of the Group of Twenty (G20), including former US Labor Secretary Thomas Perez, met in Beijing, China and endorsed a tripartite declaration on promoting quality apprenticeships, which highlighted the work of GAN and called on national governments, employers, and workers to take steps to increase the number, quality, and diversity of apprenticeship programs in their economies.¹⁸

2.2. Project Description

The GAN project, which is implemented by GAN Global and GAN national platforms in Argentina and Costa Rica, aims to establish or improve WBL programs for vulnerable and marginalized youth. The original period of performance was September 1, 2016 to December 31, 2018.

It should be noted that the total grant amount of USD 1.4 million includes USD 100,000 provided by USDOL’s Education and Training Agency (ETA) for GAN Global to implement apprenticeship activities in the US, including efforts to establish a US GAN chapter. Although, for administrative purposes, USDOL decided to add the ETA funding to the OCFT grant, ETA and OCFT grant activities and financial reporting were separated. The activities funded by ETA were not included in this evaluation.¹⁹

On July 28, 2017, GAN received a grant modification that added USD 1.5 million, increasing the OCFT portion of the grant amount to USD 2.8 million. The modification extended the end of project date to December 31, 2019, incorporated a cross-cutting theme on women and girls, and aligned the budget to accommodate the additional funds and extension. The modification also included the original version of the Comprehensive Monitoring and Evaluation Plan (CMEP) that established a new project objective, three outcomes and their outputs, and corresponding indicators.

On November 14, 2019, GAN received a no-cost extension that extended the end of project date to June 30, 2020. This project modification also included significant project design changes. Most notably, Outcomes 2 and 3 were combined to form the current Outcome 2 while a new Outcome 3 was developed that focused on research and policy advocacy. The corresponding outputs were also modified so they supported the three outcomes.

To support the project objective, the project design includes three outcomes consisting of (1) WBL platforms functioning in Argentina and Costa Rica; (2) increased cooperation and collaboration among employers and key stakeholders regarding WBL programs for vulnerable and marginalized youth; and (3) improved enabling environment to support WBL opportunities in target countries. Based on the logic of the project design, Outcome 1, the establishment of the

¹⁶ ILO Toolkit for Quality Apprenticeships Volume I: Guide for Policy Makers, October, 2017.

¹⁷ <https://www.ilo.org/skills/areas/work-based-learning/lang--en/index.htm>

¹⁸ <http://www.g20.utoronto.ca/2016/160713-labour.pdf>

¹⁹ Based on its mandate, USDOL does not allow ILAB to implement activities in the US.

GAN platform, occurs first. Once established, the platform is responsible for coordinating and facilitating collaboration among platform members and partners (Outcome 2) and improving the enabling environment (Outcome 3). Exhibit 1 shows the project’s objective, outcomes, and corresponding outputs.

Exhibit 1: Project Outcomes

Project Outcome: New or improved WBL programs for vulnerable and marginalized youth implemented by employers and other key stakeholders.
Outcome 1: WBL platforms functioning in Argentina and Costa Rica
Output 1.1: Regional/national assessments on WBL opportunities for vulnerable and marginalized youth available
Output 1.2: Target countries (Argentina, Costa Rica) with WBL platforms established or consolidated
Outcome 2: Increased cooperation and collaboration among employers and key stakeholders regarding WBL programs for vulnerable and marginalized youth
Output 2.1: Communications strategy on WBL for vulnerable and marginalized youth implemented in each target country
Output 2.2: Improved educational and awareness-raising materials, inclusive of vulnerable and marginalized youth, are available
Output 2.3: Networking/coordination strategy for improving WBL programs for vulnerable and marginalized youth implemented in target countries
Output 2.4: US-based multinational employers sensitized on international WBL initiatives for vulnerable and marginalized youth*
Outcome 3: Improved enabling environment to support WBL opportunities in target countries
Output 3.1: New and/or improved information about WBL-related issues available in target countries
Output 3.2: Evidence-based policy advocacy on WBL-related issues conducted in target countries

**Note: This evaluation did not take Output 2.4 and its activities into consideration since it focused on apprenticeship issues in the USDOL 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.*

The direct beneficiaries of the project are employers, government agencies, social partners, non-governmental organizations (NGO), and other stakeholders. GAN works with these organizations to increase awareness and coordination and promote private sector investment in WBL programs that benefit vulnerable and marginalized youth. Unemployed or underemployed youth are indirect beneficiaries, as they often are particularly vulnerable and marginalized youth, who would otherwise be subject to CL, FL, hazardous work tasks and conditions, or situations of human trafficking.²⁰

In Argentina, the GAN platform was established in 2015 and thus existed approximately two years before the USDOL award. GAN Argentina is managed by the Industrial Organization of Argentina (UIA). The GAN Costa Rica platform was launched in December 2017 and is managed by the Costa Rican Union of Chambers and Associations of the Private Business Sector (UCCAEP).

In Kenya, GAN planned to launch a platform in 2018 to be hosted by the Federation of Kenya Employers (FKE). However, for a variety of reasons discussed in the evaluation report, the Kenya platform was not established. Instead, the project is providing financial and technical support to two local organizations to implement a skills anticipation activity in Mombasa County and a work-readiness training program for entry level young professionals in Nairobi.

²⁰ Project Document.

3. EVALUATION OBJECTIVES AND METHODOLOGY

3.1. Evaluation Objectives

This final performance evaluation examines the extent to which the project achieved its stated goals and objectives, assesses the effectiveness of the project's implementation and management, and makes recommendations to improve the relevance, performance, and sustainability of future USDOL-funded projects in similar contexts. This information is gleaned from a diverse range of project stakeholders who participated in and were intended to benefit from interventions in Buenos Aires, Argentina, San José, Costa Rica, and Nairobi, Kenya. As noted in the Terms of Reference (TOR), this final performance evaluation accomplishes the following:

1. Assesses if the project has achieved its objectives, identifies the challenges encountered in doing so, and analyzes the driving factors for these challenges;
2. Assesses the intended and unintended effects of the project;
3. Assesses lessons learned and emerging practices from the project and experiences in implementation that can be applied in current or future projects in Argentina, Costa Rica, and Kenya and in projects designed under similar conditions or target sectors;
4. Assesses which outcomes or outputs are sustainable.

The scope of this final evaluation includes a review and assessment of all ILAB activities carried out under the cooperative agreement. The evaluator considered all activities that have been implemented from the project's launch through the time of evaluation fieldwork.

The evaluation provides USDOL, GAN, and key stakeholders an assessment of the project's performance, its effects on the project's participants, and an understanding of the factors driving the project's results. It also is meant to inform USDOL, GAN, and stakeholders in the design and implementation of subsequent phases or future apprenticeship-related projects.

3.2. Methodology

USDOL and GAN developed a set of twelve questions to guide the evaluation based on the Organization for Economic Cooperation and Development (OECD) Development Assistance Committee (DAC) criteria. These include relevance, effectiveness, efficiency, perceived impact and sustainability.²¹ The questions were used to develop data collection guides and protocols for the document reviews, key informant interviews, and focus group discussion.

This section describes the evaluation questions, schedule, site sampling and data collection, data analysis, and study limitations.

3.2.1. Evaluation Questions

Exhibit 2: Evaluation Questions lists the 12 evaluation questions.

²¹ The OECD DAC Criteria were revised in December 2019, so were not in place for most of the project's implementation. Since the previous criteria were included in the original requirements for the contract, the evaluator will evaluate the project against those. <https://www.oecd.org/dac/evaluation/revised-evaluation-criteria-dec-2019.pdf>

Exhibit 2: Evaluation Questions

#s	Evaluation Questions
Relevance	
1	Is the project's theory of change valid?
2	Does the Network/Platform model appear to be a relevant way to promote WBL among the private sector? Why or why not?
3	What role did contextual factors play in the successes or challenges of project results in each country, and how did the project mitigate or capitalize on the effects of these contextual factors?
Effectiveness	
4	To what extent did the project implement the interim evaluation recommendations? What effect did this have on the project's achievements, if any?
5	To what extent did the project coordinate activities with the USDOL projects in Argentina, Costa Rica, and Kenya?
6	Was the GAN's approach to building networks of private sector actors effective?
7	How effective has GAN been at developing the capacity of the private sector to offer WBL? What benefits/successes have employers experienced related to offering WBL within their companies (both in general, and specifically related to vulnerable and marginalized youth)? How has the project contributed to and/or communicated these benefits?
8	What challenges have employers experienced related to offering WBL within their companies (both in general, and specifically related to vulnerable and marginalized youth)? How has the project addressed these challenges and how can it better support companies in the future?
9	How effective were the communication strategies used by GAN in raising awareness of WBL opportunities? How was the usage of strategic events and meetings as primary outreach methods received by project stakeholders?
10	Has the project's Monitoring and Evaluation (M&E) system effectively captured/communicated the project results? How might a non-direct-service project targeted to the private sector be better measured in the future, particularly related to outcomes?
Efficiency	
11	Were the project activities efficient in terms of financial and human resources in relation to its results and outputs? What factors, if any, affected efficiency?
Sustainability	
12	What are the outputs and outcomes that are most likely to be sustained?

3.2.2. Evaluation Schedule

The evaluator planned to conduct evaluation fieldwork in Argentina and Costa Rica during March 2020. The evaluation team developed interview and focus group guides and, in collaboration with the GAN Argentina, GAN Costa Rica, and GAN Geneva team, developed the site sampling criteria and field schedule. However, due to the rapid spread of Coronavirus Disease 2019 (COVID-19), USDOL, GAN, and IMPAQ decided to cancel fieldwork and conduct all interviews remotely.²² The evaluator conducted interviews using platforms such as Skype, Zoom, WhatsApp, and GoToMeetings. The evaluator conducted interviews for Kenya between March 9-13, 2020, for Argentina between March 16-20, 2020, and for Costa Rica between March 23-27, 2020. In addition, the evaluator conducted interviews with GAN staff located in Geneva during the week of March 30, 2020.

3.2.3. Data Collection Methods

The evaluator used a mixed-method approach and followed the principles described in the TOR. The following data collection methods were employed to gather primary and secondary data.

²² <https://www.cdc.gov/coronavirus/2019-ncov/about/index.html> and <https://www.who.int/emergencies/diseases/novel-coronavirus-2019>

Document Reviews: The evaluator read numerous project documents and other reference publications. These documents included the project document, CMEP, pre-situational analysis, regional assessment on apprenticeships; technical progress reports (TPRs); cooperative agreement and project modification approvals; and strategic plans, communication strategies, research reports, and other supporting project materials obtained during the fieldwork component. Appendix B shows a complete list of documents that the evaluator reviewed.

Key Informant Interviews: The evaluator interviewed project staff, platform members and partners, government representatives, youth, consultants, and other key stakeholders involved in the project. The evaluator used a purposeful, non-random sampling methodology to select beneficiaries to interview. The key informant interviews (KIIs), as described previously, were conducted remotely using Skype, Zoom, WhatsApp, and GoToMeetings.

Focus Group Discussions: The evaluator also conducted a focus group discussion (FGD) with three youth taking part in the German Chambers of Commerce Abroad (AHK) dual education system program.²³ The FGD was conducted remotely using Skype.

Exhibit 3 summarizes the stakeholder groups that the evaluator interviewed, their sample size and gender information, and characteristics of the sample. The evaluator interviewed 58 individuals. The interviews included 42 KIIs and one FGD.

Exhibit 3: Stakeholders Interviewed

Stakeholder Group	Sample Size		
	Female	Male	Total
US Government	5	0	5
Grantee and Implementing Partners	10	3	13
USDOL projects	2	3	5
Members	4	5	9
Partners	4	0	4
Youth	4	1	5
Consultants	2	4	6
Other	6	5	11
Total	37	21	58

Of the 58 persons who the evaluator interviewed, 37 were female and 21 were male.

3.2.4. Data Analysis

The evaluator analyzed qualitative data using a matrix analysis to categorize, triangulate, synthesize, and summarize the raw data captured from the interview notes. The results of the data analysis provided tangible blocks of information, which the evaluator used to write the evaluation report. The data analysis was driven by the evaluation questions in the TOR. The wealth and variety of information that the evaluator collected enabled the evaluator to obtain a more cross-cutting and comprehensive analysis of the evaluation questions using high-level reinforcement and synthesis across sources.

This evaluation used quantitative analysis to support qualitative findings to the extent that secondary quantitative data were available. The evaluator obtained quantitative data from the CMEP and other project documents and reports and incorporated these data into the analysis.

²³ Außenhandelskammer (AHK). Refer to the following resource for more information on the German dual education system: <https://www.dw.com/en/what-is-germanys-dual-education-system-and-why-do-other-countries-want-it/a-42902504>

The evaluator also triangulated quantitative and qualitative data to increase the credibility and validity of the results.

3.2.5. Limitations

Several important limitations could affect the evaluation findings. The most significant limitation was the COVID-19 pandemic. Due to the outbreak and rapid spread of COVID-19 to nearly every country in the world, including Argentina and Costa Rica, USDOL, IMPAQ, and GAN decided to cancel fieldwork and conduct all interviews remotely. The evaluator used the same interview guides and protocols that were developed for the fieldwork. In a few interviews, the signal was weak, which resulted in interference that made the conversations with stakeholders difficult to understand at times. To address this issue, the evaluator sent email messages to seek clarification to ensure that the interview notes accurately represented what the interviewee intended to communicate. It should also be noted that conducting interviews remotely limited the ability of the evaluator to assess the context in which the project was implemented, which would have been possible during fieldwork and face-to-face interviews.

The COVID-19 pandemic also affected the availability of several stakeholders. School closings and government-mandated quarantines and curfews required some stakeholders in both Argentina and Costa Rica to change interview dates and times so they could take care of their children or depart work in time to meet curfew requirements. In these cases, the interviews were rescheduled during subsequent weeks.

Another limitation is the sampling methodology. Due primarily to the availability of a sufficient number of stakeholders due to the COVID-19 pandemic and other logistical challenges, random sampling was not feasible.²⁴ Instead, the evaluator used purposive sampling to select stakeholders to interview. The sample included a mix of employers, foundations, NGOs, training institutions and government agencies who were available to be interviewed. An important limitation of using purposive sampling is potential selection bias and the inability to generalize the evaluation findings to the entire project target population. Finally, it should also be noted that this evaluation is not a formal impact assessment. The findings for the evaluation were based on information collected from background documents, the project's M&E system, KIIs, and FGDs. The accuracy of the evaluation findings is predicated on the integrity of information provided to the evaluator from these sources and the ability of the evaluator to triangulate this information.

²⁴ Random sampling implies that every unit (stakeholder) in the sample chosen would have to be interviewed. Arranging interviews with every unit in the sample, especially given the COVID-19 pandemic, would have proven to be logistically infeasible.

4. FINDINGS

4.1. Relevance

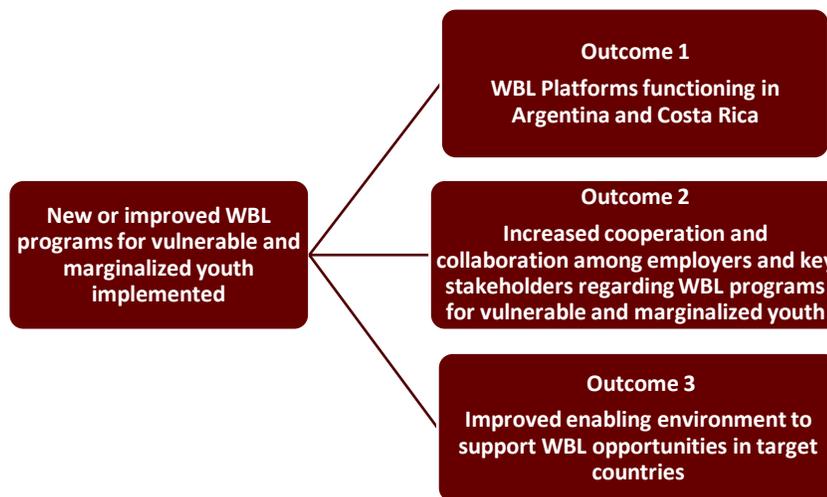
This section answers the first three evaluation questions:

1. Is the project's theory of change valid?
2. Does the network/platform model appear to be a relevant way to promote WBL among the private sector? Why or why not?
3. What role did contextual factors play in the successes or challenges of project results in each country, and how did the project mitigate or capitalize on the effects of these contextual factors?

4.1.1. Theory of Change

The project's Theory of Change (TOC) is reflected in the Results Framework (RF). Exhibit 4 shows an abbreviated version of the project's RF. The RF hypothesizes that if outcomes 1-3 are achieved, new or improved WBL programs for vulnerable and marginalized youth will be implemented by employers and other stakeholders.

Exhibit 4: Abbreviation of the Project RF



It should be noted that the project's RF has evolved since GAN was awarded the grant in 2016. In the cooperative agreement, the RF consisted of the project objective, two outcomes, four sub-outcomes, and 30 activities. The first grant modification in 2017 resulted in a revised project objective and three new outcomes and eight outputs. Based on the midterm evaluation recommendation to update the CMEP, the RF was further modified as part of the no-cost extension grant modification in 2019. Outcomes 2 and 3 were combined and a new Outcome 3, addressing the enabling environment, was added along with two supporting outputs.

Even though the RF has evolved over time to keep pace with new information, experience, and lessons, it has several inherent design weaknesses as described in the following table.

Exhibit 5: Analysis of Project Objective and Outcomes

Project Objective and Outcomes	Analysis
<p>Project Objective: New or improved WBL programs for vulnerable and marginalized youth implemented by employers and other key stakeholders.</p>	<p>The midterm evaluation noted that the project was not reaching vulnerable and marginalized youth.²⁵ GAN Costa Rica adjusted its approach to try to reach vulnerable youth by forming alliances with NGOs working with these populations. Nevertheless, the midterm evaluator was not able to find evidence that employers and other key stakeholders created new or improved WBL programs for vulnerable and marginalized youth. One of the reasons is because the project design does not include specific strategies to reach vulnerable youth with WBL programs.</p>
<p>Outcome 1: WBL platforms functioning in Argentina and Costa Rica</p>	<p>GAN Global's original approach to establishing national platforms was to embed them in employer federations that would support the platforms while providing access to federation members. After the midterm evaluation, GAN Global questioned whether working through federations is the most effective approach. The organization has started to experiment with alternative strategies in countries such as Kenya where GAN was unable to establish a platform. The evaluator agrees that establishing a GAN platform embedded in a business federation may not be the most effective approach and could weaken the TOC in some countries.</p>
<p>Outcome 2: Increased cooperation and collaboration among employers and key stakeholders regarding WBL programs for vulnerable and marginalized youth</p>	<p>This outcome is based in GAN's networking approach where GAN platforms, once established, build networks of key actors like employers, training institutions, NGOs, and government agencies (in some cases) and encourage cooperation and collaboration among network members. Much of GAN's effort is promoting WBL through its communication strategies. The TOC assumes that increased coordination and communication, including dissemination of WBL knowledge and tools, will result in an increase of WBL programs that reach vulnerable youth. In hindsight, this assumption was somewhat naïve. Over time, the project learned that to engage platform members, the project needed to provide concrete services and products that members valued such as WBL research and training. Also, as discussed above under the development objective, the project requires specific strategies to reach vulnerable youth such as partnering with NGOs or foundations who are working with vulnerable populations. The TOC can be strengthened by incorporating these lessons.</p>
<p>Outcome 3: Improved enabling environment to support WBL opportunities in target countries</p>	<p>The decision to add an outcome that addresses the enabling environment was important and correct. However, it took the project nearly three years to develop an outcome and outputs to address the enabling environment. Key stakeholders interviewed during the evaluation have been aware of the importance of the enabling environment for some time. Furthermore, an ILO study conducted in 2016-2017 and the regional assessment conducted by the project in 2018 specifically referred to the importance of legislation and regulations that support WBL programs.²⁶ Addressing the enabling environment earlier would have provided more time to influence policies and regulations negatively affecting WBL efforts with well-targeted advocacy interventions. In the future, the TOC can be further strengthened by targeting specific policies, regulations, and laws from the beginning of the project.</p>

²⁵ https://www.dol.gov/sites/dolgov/files/ILAB/CostaRica_Apprenticeships_meval.pdf

²⁶ The Future of Vocational Training in LAC, Overview and Strengthening Guidelines, ILO/CINTERFOR, 2017. Regional Assessment: Apprenticeship Systems and Work-based Learning in Latin America, October 2018.

As discussed in Section 2, USDOL, for administrative purposes, decided to add grant funds from ETA to the OCFT grant. To track the deliverables and activities related to the ETA grant, GAN incorporated an output (*Output 2.4: US-based multinational employers sensitized on international WBL initiatives for vulnerable and marginalized youth*) under Outcome 2. However, from a project design perspective, Output 2.4 does not meet TOC causal logic because this output is not designed to contribute to the achievement of Outcome 2. Furthermore, according to ETA's Office of Apprenticeships, adding the ETA funds to the OCFT grant may have limited GAN's ability to produce useful results for two primary reasons. First, the ETA funds were intended to promote apprenticeship activities in the US that provided a very different geographic target than the OCFT portion of the grant, which focused internationally on Argentina, Costa Rica, and Kenya. Second, the ETA portion of the overall grant (USD 100,000) was very small compared to the OCFT portion (USD 2.8 million) meaning that the ETA grant may have been overshadowed by the much larger OCFT grant.

If GAN and USDOL decide to extend the current project or develop a similar project in the future, they should consider the above analysis as well as other lessons and experiences from the project's implementation when developing the TOC and RF.

4.1.2. Relevancy of GAN Platforms

The GAN platform model initially used employer federations to host GAN national networks. Over time, GAN learned that employer federations are not always the most effective hosting organization. Thus, the GAN platform model has evolved using other entities to host the national networks. In Belgium and France, companies serve as the host organizations. In Bangladesh, the government hosts GAN Bangladesh while GAN Global is working directly with NGOs to conduct research or implement WBL-related initiatives in Kenya. Due to the evolution of the GAN network model under this project, the project has started to refer to the national networks as platforms instead of networks.²⁷

The membership of the GAN platform model has also evolved. Initially, GAN platforms consisted of employer federations and key companies, many of whom are GAN Global members. Particularly in Costa Rica, the composition of the GAN platform has been broadened to include universities, training institutions, and NGOs. Although not formal members, GAN Costa Rica includes government agencies in meetings and other activities.²⁸ GAN Argentina has also broadened the composition of platform membership to include chambers of commerce and NGOs.

Diversifying the composition of the national GAN platforms increases opportunities for collaboration. For example, NGOs that have programs that identify and prepare youth for employment might refer youth to those companies that are interested in providing WBL opportunities to youth. Government participation, especially education and labor ministries, is important because effective WBL programs require an enabling environment where policies, legislation, and regulations support these programs.

The majority of GAN members, partners, and other stakeholders who were interviewed believe that the GAN platform model is conceptually relevant.²⁹ The important ways that the model has evolved have increased its relevancy. However, the membership of both GAN Argentina and GAN Costa Rica believe that for the GAN platforms to remain relevant they need to define the products

²⁷ Note that GAN Global still refers to national GAN chapters as networks and not platforms.

²⁸ Refer to Section 4.3.2 for a deeper discussion of GAN platform members and partners.

²⁹ Note that GAN classifies membership into members who are business associations and companies and partners who are universities, training institutions, NGOs, and government agencies.

and services that members and partners value. Once defined, the GAN platforms can leverage this value proposition.

While GAN members, partners, and stakeholders in Argentina and Costa Rica believe the platform model is conceptually relevant, they also believe it is not operating effectively and faces several challenges. The platform model's challenges include low membership and limited participation of existing members and partners. In addition, they opine that GAN Global and the hosting federations should do more to help the GAN platforms increase membership and generate resources so the platforms can provide valued products and services to its membership.

These challenges, other factors that affect the effectiveness, and ideas to increase effectiveness of the GAN platforms are discussed in detail in Section 4.2.

4.1.3. Key Contextual Factors

At the time of the evaluation, the most important contextual factor affecting the project was COVID-19, which was explained previously as an important limitation in the methodology section. COVID-19 has also affected the implementation of project activities. Argentina, Costa Rica, and Kenya, like most countries in the world, introduced a range of restrictive measures to slow the infection rate of the COVID-19 pandemic. The restrictive measures included closing schools, airports, shops, and shopping centers, and practicing social distancing. These countries have also required its citizens to stay and work from home and only leave to purchase essential goods, such as food and medicine.

The restrictive measures to slow the spread of COVID-19 required GAN to postpone several key international, regional, and national events and change the way they operate. GAN staff are conducting business from home offices using email and social media to communicate with members, partners, and other key stakeholders. GAN Argentina and GAN Costa Rica are considering if and how they might provide online training courses instead of presence courses like the dual system training of trainers' initiative. At the time of the evaluation, GAN Costa Rica was in discussions with Children's Village SOS to explore the possibility of offering its YouthCan! employment course online.³⁰ In Kenya, the international travel restrictions have meant GAN project staff located in Geneva have not been able to travel to Kenya to support and supervise the activities.

As COVID-19 has spread quickly around the world, governments, businesses and families have been responding to the pandemic in unprecedented ways, massively and necessarily disrupting the economy in the process. The International Monetary Fund (IMF) expects a global recession in 2020 that will be worse than the economic downturn during the financial crisis more than a decade ago.³¹ While it is impossible to predict the economic impact of the COVID-19 pandemic at this point, a severe economic shock is expected that will severely hamper economic growth rates in most countries that, in turn, will drive up unemployment.³² Unemployment will likely influence the willingness and ability of companies to engage in WBL programs.

In addition to COVID-19, other contextual factors affected project performance. These include factors that have facilitated and hindered performance of GAN Argentina and GAN Costa Rica as well as GAN activities in Kenya. These additional contextual factors are discussed below by country.

³⁰ During the review of the evaluation report, the evaluator learned that this activity was launched in partnership with Global Shapers and Telefonica Movistar Costa Rica.

³¹ <https://fortune.com/2020/03/23/coronavirus-economic-impact-predictions-great-recession-2020-markets-imf/>

³² <https://hbr.org/2020/03/understanding-the-economic-shock-of-coronavirus>

Argentina

In 2018, Argentina was hit hard by a series of external and internal factors including a severe drought, global financial volatility in emerging markets, and market perceptions on the pace of fiscal reforms. The peso devalued significantly in 2019. The annual inflation rate exceeded 50 percent while Gross Domestic Product contracted by 2.5 percent in 2018, and another 2.5 percent in 2019. The OECD expects an economic contraction of 1.8 percent in 2020.³³ However, these estimates do not take into consideration the effect of COVID-19.

The economic difficulties contributed to job losses in 2018 and 2019. During this time period, Argentina's unemployment rate fluctuated around 10.5 percent, which is the highest rate in the past 13 years.³⁴ The country's part-time employment rate, which reflects those who are employed but would like to work longer hours, increased from 11.8 percent to 13.1 percent. In 2018, there were 2,530,000 people who worked some hours but were willing to work more compared to 420,000 in the previous year. The unemployment rate among young women increased from 21.5 percent to 23.4 percent, and among young men from 17.3 percent to 18.6 percent from 2018 to the 2019.³⁵ According to UIA researchers, very few companies have been hiring new employees. This trend not only will continue but will worsen once the economic impact of COVID-19 is felt by businesses.

In addition to the economic volatility, there is an inter-generational factor to high unemployment. For example, the project's research found that youth who grew up in poor families in marginalized neighborhoods where there is not a strong tradition of work suffer from inter-generational unemployment.³⁶

The depressed labor market has presented both challenges and opportunities. The challenge is that many companies, especially SMEs, believe that they are unable to take on apprentices or interns given the economic situation. The opportunity, on the other hand, is that WBL opportunities could help companies meet their work needs during a time when their remaining employees are being spread thin. This could be especially true once the full economic impact of COVID-19 plays out globally.

In addition to the economic challenges, it is important to note that Argentina hosted the G20 summit held in November 2018. UIA was responsible for organizing a range of meetings and events to support the summit. The effort that UIA invested in the G20 events stretched the organization thin and affected its ability to support GAN initiatives. The GAN focal person, who was a UIA employee, was especially busy with the G20 activities.

Costa Rica

While Costa Rica's economic and social achievements have been impressive over the last 30 years, economic growth has slowed recently due to fiscal reforms implemented in 2018 and 2019. The government passed a fiscal reform bill (Law for the Strengthening of Public Finances) that placed limits on government spending and changed tax structures including a new Value Added Tax (VAT).³⁷ The VAT contributed to a drop in consumer confidence that, in turn, contributed to a drop in the projected growth rate for 2019 of 2.0 percent, down from 2.6 percent in 2018, 3.4

³³ <https://www.oecd.org/countries/argentina/oecd-economic-surveys-argentina-2019-0c7f002c-en.htm>

³⁴ <https://www.macrotrends.net/countries/ARG/argentina/unemployment-rate>

³⁵ Ibid.

³⁶ "Labor Integration Practices in Marginal Neighborhoods - the CEDEL Experience".

³⁷ https://www.hacienda.go.cr/docs/5c07dd2965e11_ALCA202_04_12_2018.pdf

percent in 2017, and 4.3 percent in 2016.³⁸ The economic slow-down could have an impact on the number of companies willing to participate in WBL programs.

The fiscal reforms, noted above, divided the country and, subsequently, provoked trade union strikes. The strikes, which lasted three months, especially affected the education sector.³⁹ The union strikes delayed the implementation of some project activities. More importantly, the government issued a mandate that restricts extra activity beyond the regular school academic schedule so schools are able to recover the time lost by the strike.

According to the OECD, Costa Rica's education system has not kept pace with transformation of work, resulting in skills' shortages, especially in areas related to science and mathematics.⁴⁰ To address the skills' shortages, the government passed the Law of Education and Dual Training that regulates and promotes dual education.⁴¹ A dual education system combines apprenticeships in a company and vocational education at a vocational school. This system is practiced in several countries, notably Germany, Austria, Switzerland, Belgium, and South Korea.⁴²

The dual education law provides an interesting opportunity for GAN Costa Rica to help the government, private sector, and training institutions operationalize the dual education system and prepare youth for the modern job market. GAN Costa Rica is well positioned to identify internship and apprenticeship opportunities in companies.

Kenya

A locust infestation is ravaging Kenya and other countries in East Africa. According to the Food and Agriculture Organization, the locust infestation is decimating the agriculture sector, causing millions of dollars of damage and threatening the livelihoods of more than three million Kenyans.⁴³ The locust infestation significantly threaten Kenya's economy and employment, and the livelihoods of millions of Kenyans.

4.2. Effectiveness

This section examines the project's progress in achieving its end of project performance indicator targets listed in the CMEP. It also addresses the following seven evaluation questions related to effectiveness:

1. To what extent did the project implement the interim evaluation recommendations? What effect did this have on the project's achievements, if any?
2. To what extent did the project coordinate activities with the USDOL projects in Argentina, Costa Rica, and Kenya?
3. Was the GAN's approach to building networks of private sector actors effective?
4. How effective has GAN been at developing the capacity of the private sector to offer WBL? What benefits/successes have employers experienced related to offering WBL within their companies (both in general, and specifically related to vulnerable and marginalized youth)? How has the project contributed to and/or communicated these benefits?

³⁸ <https://revistasumma.com/ley-de-fortalecimiento-de-las-finanzas-publicas-obliga-a-las-autoridades-y-a-los-contribuyentes-a-ordenar-el-tema-de-impuestos-en-el-pais/>

³⁹ <https://news.co.cr/anep-labor-union-costa-rica-cancels-strike-after-86-days/77738/>

⁴⁰ Costa Rica was officially invited to become an OECD member in May 2020.

⁴¹ <https://ticotimes.net/2019/09/12/president-alvarado-signs-controversial-dual-education-law>

⁴² https://en.wikipedia.org/wiki/Dual_education_system

⁴³ <http://www.fao.org/news/story/en/item/1263547/icode/>

5. What challenges have employers experienced related to offering WBL within their companies (both in general, and specifically related to vulnerable and marginalized youth)? How has the project addressed these challenges and how can it better support companies in the future?
6. How effective were the communication strategies used by GAN in raising awareness of WBL opportunities? How was the usage of strategic events and meetings as primary outreach methods received by project stakeholders?
7. Has the project's M&E system effectively captured/communicated the project results? How might a non-direct-service project targeted to the private sector be better measured in the future, particularly related to outcomes?

Exhibit 6 provides a summary of the achievement of the project's five outcome level indicators. The complete project performance analysis of both outcomes and outputs using CMEP information appears in Appendix A: Summary of GAN National Platforms Performance Results. Note that the analysis is based on information provided in the April 2020 TPR, which has not yet been approved by USDOL. Although USDOL and GAN are in the process of reviewing and finalizing the TPR, USDOL expects that all data in the draft report are accurate and reliable.

Exhibit 6: Summary Analysis of Project Performance

Indicators	Progress
Project Objective: New or improved WBL programs for vulnerable and marginalized youth implemented by employers and other key stakeholders.	
No Indicators	Since the overall project objective does not include indicators, the evaluator was not able to assess its achievement. However, based on qualitative information gathered during the evaluation, the evaluator opines that the number of new or improved WBL programs implemented by employers and other key stakeholders that benefit vulnerable and marginalized youth is minimal.
Outcome 1: WBL platforms functioning in Argentina and Costa Rica.	
OTC 1. Number of member companies in the WBL Platforms ⁴⁴	The project aimed to establish GAN platforms in Costa Rica and Kenya and strengthen the existing platform in Argentina, which was established in 2015. The Argentina and Costa Rica platforms fell short of their membership targets by 29 and 7 members, respectively. GAN Costa Rica fell short of its partner target by 3, but GAN Argentina exceeded its partner target by 13. GAN was not able to establish a platform in Kenya.
OTC 2. Number of partners in the WBL Platforms	Interestingly, GAN Argentina reported 45 members and 8 partners in the 2018 and 2019 TPRs. The relatively sharp decrease in members from 45 to 21 and sharp increase in partners from 8 to 23 would suggest that members and partners were counted differently in previous TPRs. ⁴⁵ The increase in new members and partners over the past couple of years have been relatively flat in both Argentina and Costa Rica. In addition, only a core group of members and partners are actively participating in both countries. The need to increase membership and convince more members and partners to participate were mentioned as challenges by key informants during interviews. ⁴⁶
OTC 3. Number of WBL Platforms that submitted a 3-	GAN Argentina and GAN Costa Rica completed and submitted their three-year strategic plans in October 2019. A core group of members and partners participated in the strategic planning workshops helping to ensure the plans respond to the needs and priorities of members and partners.

⁴⁴ WBL platform membership is explained in Section 4.2.3.

⁴⁵ See Appendix A: Summary of GAN National Platforms Performance Results for a deeper analysis of outcome and output indicator target achievements.

⁴⁶ Ibid.

Indicators	Progress
year strategic plan	
<p><i>Additional Notes: In addition to these outcome measures, the project conducted a pre-situational and regional assessment under Outcome 1. The assessments, especially the pre-situational assessment, were not as useful as expected because they were overly general.</i></p>	
<p>Outcome 2: Increased cooperation and collaboration among employers and key stakeholders regarding WBL programs for vulnerable and marginalized youth.</p>	
<p>OTC 4. Number of companies and institutions that meet at least one of the three criteria indicating active participation with the GAN</p>	<p>The three criteria include a signed MOU, regular annual attendance of platform meetings (≥50 percent), and active participation in platform activities. GAN Argentina and Costa Rica exceeded their targets for companies/institutions participating in the platforms. In the opinion of the evaluator, a signed MOU and attending half of the GAN platform meetings do not measure active participation. The third criterion, active participation in GAN activities and projects, including ongoing communication and collaboration, measures active participation but is subjective. The project would benefit from a more tangible indicator and definition that has a relationship to vulnerable and marginalized youth.⁴⁷</p> <p>In addition to OTC 4, Outcome 2 includes eight output indicators, which focus largely on numbers of media exposure such as press releases, radio spots, and social media contacts, numbers promotional documents and videos, and numbers of events hosted or participated in by platform staff. While the project exceeded or significantly exceeded these output indicator targets, they are not especially sensitive indicators to measure Outcome 2, which is collaboration and coordination among platform membership and other stakeholders regarding WBL programs for vulnerable and marginalized youth. See Appendix A: Summary of GAN National Platforms Performance Results for a detailed analysis of the output indicators. Also refer to Section 4.2.7 for a discussion of the project’s M&E system.</p>
<p>Outcome 3: Improved enabling environment to support WBL opportunities in target countries.</p>	
<p>OTC 5. Number of WBL-related issues introduced into policy discussion</p>	<p>The project set indicator targets for OTC 5 of two for GAN Argentina and two for GAN Costa Rica. To date, GAN Argentina reported one WBL-related issue introduced into policy discussion, which is the creation of a special category for interns and apprentices to facilitate their enrollment in the national legal employment framework. It is important to note that Outcome 3 was approved in November 2019, which means that the project had three months to address an improved enabling environment before the start of the final evaluation.</p> <p>In addition, to the WBL issue introduced into policy discussion, the project achieved several important outputs related to Outcome 3. In Argentina, GAN developed two research reports: "Labor Integration Practices in Marginal Neighborhoods - the CEDEL Experience" and "Apprenticeships for Young People in Businesses ." GAN Costa Rica developed the "Level of Implementation of the Sustainable Development Goals in Costa Rica’s Private Sector." The project did not yet achieve a research report for Kenya.</p>

4.2.1. Midterm Evaluation Recommendations

Despite several bumps in the road in finalizing the evaluation report, project staff found that the midterm evaluation provided useful information and recommendations that contributed to increased project performance.⁴⁸ The current GAN project team, which came on board in late

⁴⁷ See Appendix A: Summary of GAN National Platforms Performance Results for a deeper analysis of outcome and output indicator target achievements.

⁴⁸ According to the April 2019 TPR, the initial draft of the evaluation report did not reflect a full understanding of the role of GAN Global in the project. Thus, the evaluator conducted additional interviews with GAN staff and was sent a more complete set of project documents. The draft report was revised accordingly.

2018, especially appreciated the evaluation report, including the recommendations, because it helped them make important adjustments that improved performance.

Exhibit 7 provides an analysis of the midterm evaluation recommendations that includes the status of implementing the recommendations and the effect that the recommendations had on project achievements. In several cases, the evaluator was not able to assess the effect of the implementation of the recommendations on the project's achievements because they were only recently implemented or are in the process of being implemented.

Exhibit 7: Analysis of the Midterm Evaluation Recommendations

Recommendations	Status of Recommendation	Effect of Recommendation
<p>1. Allocate a budget for execution of the agreement between GAN and host organizations that can be used to execute a two-year operative plan based on a progressive co-financing scheme.</p>	<p>Although the project rejected the recommendation to execute a two-year plan based on a progressive co-financing scheme, it has taken concrete steps to allocate resources to pay GAN national staff and implement activities. These steps include signing activity grant agreements with UIA and UCCAEP for GAN national staff and activities, fund transfer procedures, and concrete job descriptions for GAN coordinators and communication assistants.</p>	<p>The steps the project has taken to allocate resources to pay GAN national staff, improve job descriptions, and implement activities have helped ensure that GAN national staff are available and committed to implement project activities and produce WBL-related products and services required for each of the project's outcomes. Overall, the implementation of this recommendation has helped increase project performance.</p>
<p>2. Propose additional activities to expand the knowledge base about WBL programs for vulnerable youth that would address questions and concerns of the stakeholders about how to reach vulnerable youth.</p>	<p>To address this recommendation, the project funded several key research projects in both Argentina and Costa Rica. In Argentina, the research included employment programs in marginal neighborhoods, research on training policy for vulnerable youth in formal employment, and mapping technical and vocational training in the country. In Costa Rica, the project collaborated with 5 companies to co-finance an assessment of the progress that a small sample of companies have made in achieving the 17 Sustainable Development Objectives (SDO). LEAD University conducted the assessment. The project is especially interested in SDO # 8 (decent work) and intends to use the assessment to open a dialogue on WBL programs with companies. GAN Costa Rica also supported a perception study on science, technology, engineering, and mathematics (STEM).</p>	<p>At the time of the evaluation, GAN Argentina completed two research reports: "Labor Integration Practices in Marginal Neighborhoods - the CEDEL Experience" and "Apprenticeships for Young People in Businesses." The evaluator was not able to ascertain precisely how the studies will be used. At the time of the evaluation, the SDO assessment report in Costa Rica was completed but had not been officially released.⁴⁹ Thus, it was not possible for the evaluator to determine whether the SDO contributed to the project's achievements.</p>

⁴⁹ The SDO study was supposed to be officially launched in an event planned for April 14, 2020 but had to be cancelled due to the COVID-19 pandemic.

Recommendations	Status of Recommendation	Effect of Recommendation
3. Consider employers expressed needs not currently addressed including 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.	To ensure employers' needs are addressed, the GAN platforms in Argentina and Costa Rica involved core groups of members and partners in the development of work plans, strategic plans, and communication strategies. The GAN platforms also developed and shared catalogues of WBL models and good practices. The project has not developed analytical tools to measure efficiency and replicability of WBL models.	The participatory approach to involving some members and partners should help ensure that employer needs are being met. Nevertheless, the implementation of these plans and strategies are in the early stages making it difficult for the evaluator to assess the effect they have had on project achievements.
4. Coordinate with International Organization of Employers (IOE) to identify the most appropriate host organizations (for future GNNs).	It should be noted that the hosting organizations, UIA (Argentina) and UCCAEP (Costa Rica) are IOE members. In addition, the intended host organization in Kenya was the FKE who is an IOE member. GAN was not able to establish a platform within FKE due to a lack of interest among other reasons. IOE was not able to influence FKE.	It is not entirely clear to the evaluator how helpful IOE has been in assisting GAN identify host organizations and encouraging them to help GAN grow membership. Thus, the evaluator does not believe this recommendation had an effect on project achievements.
5. Develop participatory strategic plans.	The GANs in Argentina and Costa Rica conducted participatory strategic planning workshops in September 2019 that culminated in three-year strategic plans. The strategic plans (2020-2022) are intended to provide strategic direction to the GAN platforms.	Although the strategic plans have been completed, they have not been fully implemented. Therefore, the evaluator was not able to assess the effect they have had on project achievements.
6. Emphasize the recruiting of SMEs that are a part of the value chain of GNN partner companies.	The project has decided not to accept this recommendation. Nevertheless, the platforms in Argentina and Costa Rica have taken steps to recruit SMEs. In Argentina, GAN worked with the AHK to include SMEs in dual education system training. In Costa Rica GAN worked with Japp.jobs to train SMEs on WBL concepts and tools. SMEs were also invited to the dual education training. In addition, GAN Costa Rica is in discussions with Parque la Libertad to provide WBL opportunities to vulnerable youth in SMEs.	Attempts to reach SMEs with WBL capacity building activities and begin WBL programs is still in the early stages in Costa Rica and Argentina. Thus, it was not possible for the evaluator to determine the effect these efforts have had on project's achievements.
7. Assess (conduct studies) of public WBL programs to understand, company involvement, results, obstacles and achievements.	The project addressed this recommendation by conducting research described under Recommendation #2 on WBL knowledge base. Since this recommendation focuses on public WBL programs, the most relevant	As noted under Recommendation No. 2, it is too early to assess the effect that the research has had on project achievements.

Recommendations	Status of Recommendation	Effect of Recommendation
	research so far is the research conducted in Argentina.	
8. Review the allocation of human and financial resources of the project.	To address this recommendation, the project developed concrete job descriptions for country coordinators and communication assistants including competencies for communication assistants and recruited personnel for these positions based on the needs of the project. The project also extended the GAN Argentina coordinator contract until the end of project and increased the GAN Costa Rica coordinator's salary to reflect actual workload. Finally, the budget was realigned to reflect priorities.	The new job descriptions, communication assistant competencies, and budget realignments have helped ensure that the GAN platforms have dedicated staff focused on GAN objectives and workplans. In turn, dedicated platform staff have made it possible to implement concrete activities and projects that platform members and partners value. ⁵⁰
9. Update the CMEP including designing a tool capable of identifying progress made by the GNNs that could be conceptually based on the eight steps proposed in the document National Network Toolkit 2017 and establish an indicator to measure the extent to which the project has integrated gender considerations.	The project did not design a tool to identify project progress using the eight steps in the GNN toolkit or develop an indicator to measure gender integration as recommended by the evaluation. The project did, however, update the CMEP that combined Outcomes 2 and 3 and added a new Outcome 3 focused on research, policy, and advocacy. The corresponding outputs and indicators were also revised.	The revision of the CMEP, especially the addition of Outcome 3 and the corresponding outputs and indicators, has helped the project achieve an important policy change in Argentina where GAN worked with members and other stakeholders to create a special category for apprentices and interns that facilitated enrolling them in the national insurance plan. Under Outcome 3, the project also produced several research studies but, as noted above, the evaluator was not able to determine the effect on project achievements.
10. Consider a one-year extension to develop GNNs institutional capacity in the three countries.	The project determined that it did not have sufficient funds remaining to operate an additional year. Therefore, the project requested, and USDOL approved, a six-month no-cost extension in November 2019 that extended the project through June 2020.	The six-month no-cost extension has allowed the project to complete and consolidate several important initiatives and focus on its sustainability strategy.

4.2.2. Coordination with Other USDOL Projects

The project was designed to complement and create synergies with other WBL projects funded by USDOL in Argentina, Costa Rica, and Kenya. These other WBL projects include the Noemi project in Argentina implemented by a consortium consisting of Desarrollo y Autogestión, SES

⁵⁰ It should be noted that platform staff are not employed by the GAN. Rather, they are either employees or consultants of the host federations.

Foundation, and La Salle Foundation; the Youth Pathways project in Costa Rica led by YouthBuild International and implemented by Paniamor Foundation; and the Better Utilization of Skills for Youth (BUSY) project in Kenya, which is led and implemented by the ILO.⁵¹

GAN has coordinated and collaborated with these USDOL-funded WBL projects with varying levels of effectiveness as described below.

Noemi Project. In the early stages of the project, GAN Argentina and the Noemi project coordinated closely. Both organizations collaborated on activities and maintained frequent communication. The Noemi project provided financial and technical resources for organizing roundtables with companies, drafting guidelines to facilitate roundtables, and preparing communication materials. GAN Argentina, on the other hand, provided grant funds to the Noemi project to develop videos and communication materials and provided the Noemi project access to companies to understand their opinions regarding WBL programs. Noemi project staff also participated in GAN Argentina's strategic planning workshop.

In March 2019, the Noemi project changed project directors. According to GAN staff, the level of coordination and collaboration decreased after the change in directors. Noemi project staff, on the other hand, noted that the relationship with GAN Argentina only resulted in two alliances with companies where Noemi had placed interns. Noemi staff would have liked to have had relationships with more companies, especially SMEs, who operate in areas where its targeted youth live so they could have benefited from WBL programs.

Youth Pathways Project. When the project started implementing activities in Costa Rica, the relationship between GAN Costa Rica and Paniamor Foundation, as documented in the midterm evaluation, was not close.⁵² The two projects had not developed joint workplans and were not coordinating activities. After the midterm evaluation, USDOL conducted a virtual meeting with both projects to determine how they might improve collaboration and coordination. Both GAN Costa Rica and Paniamor staff commented that the relationship improved. The Youth Pathways project has shared WBL best practices and other information with GAN Costa Rica and the projects invite each other to key events.

Youth Pathways project staff note that a limiting factor that impedes closer collaboration is that Youth Pathways is implemented in Limon and works with local companies who can provide WBL opportunities to vulnerable youth. GAN Costa Rica, on the other hand, is focused on large companies based in San Jose. GAN Costa Rica staff acknowledge that the relationship with the Youth Pathways project has improved since the midterm evaluation. Although the projects share information and invite each other to events, GAN Costa Rica would like to have more technical collaboration on WBL products such as toolkits.

BUSY Project. According to both GAN and BUSY project staff, the relationship started poorly. Apparently after an initial meeting to discuss coordination, GAN did not follow up with BUSY project staff. Furthermore, the BUSY project understood that an output in its RF to assist in establishing the GAN platform was taken out along with resources, which caused a misunderstanding. According to USDOL, the BUSY project was asked to change the output, to help establish a GAN platform, to an activity during the CMEP revision, which was later removed through a project modification.

After a change in both projects' leadership in 2018, GAN and BUSY staff met to discuss how the project might improve relationships and strengthen collaboration. GAN and the BUSY project decided to collaborate on several initiatives including identification of WBL best practices,

⁵¹ The Noemi project is also known as the *Project to Promote Workplace-Based Training for Vulnerable Youth in Argentina*.

⁵² https://www.dol.gov/sites/dolgov/files/ILAB/CostaRica_Apprenticeships_meval.pdf

development of a communication strategy to disseminate WBL practices to employers at the national level and three counties where BUSY is working, and a review of work-based training methodology for employers and worker organizations that BUSY is preparing for FKE. GAN also invited the BUSY project director to participate in the 2019 WorldSkills conference in Kazan, Russia.

GAN and BUSY project staff agree that the level of coordination and collaboration has improved. BUSY project staff note that while overall collaboration is satisfactory, it would be more effective if GAN had been able to establish a local platform like it has in Argentina and Costa Rica. The lack of the local platform or any physical presence makes coordination and collaboration more challenging.

4.2.3. Effectiveness of GAN Networking Approach

The project document calls for GAN to use a network approach where GAN promotes WBL and tries to motivate companies to take action to implement or improve WBL programs that benefit vulnerable and marginalized youth. According to GAN staff, the network approach required an organic development of country-level activities where the networks would evolve, make connections, and prioritize their activities. In hindsight, however, the assumption that GAN networks that promote WBL and “network” with companies would result in new and improved WBL programs that benefit vulnerable and marginalized youth seems somewhat naïve.

Over time, GAN learned that the GAN networks required strategic direction, dedicated staff, and resources to be effective and to provide services and products that members and partners value. GAN also learned that employer federations may not be the most effective hosting mechanism and that the concept of formal GAN network membership limited the participation of potential companies and other organizations. The latter led GAN to change the name from GAN *networks* to GAN *platforms*. Finally, the lack of a specific strategy to reach vulnerable youth with WBL programs is a weakness of the networking approach. These challenges are discussed below.

*GAN leadership, dedicated national staff, and budgets.*⁵³ Deficiencies in GAN Geneva’s leadership, and the lack of dedicated national staff paid by the project, and allocation of resources to the initial GAN networks to implement activities, diminished their effectiveness during the first two years of the project. GAN Argentina and GAN Costa Rica explained that they were not certain what was expected of them once the project started. They received little direction and support from GAN

“GAN has improved since it was established. At the beginning, GAN did not have many concrete activities. With the USDOL grant, GAN undertook concrete actions and projects that provided value added services to member companies like training and research studies. This was a major improvement.”

GAN Argentina member

Geneva. In addition, the midterm evaluation documented the need for at least a part-time national coordinator dedicated to the project and funds to implement activities to increase effectiveness.⁵⁴

With the changes in both GAN Global and project management in late 2018, leadership of the project significantly improved. Clear job descriptions were created for national coordinators and communication assistants and resources were allocated so both GAN Argentina and GAN Costa Rica could implement their workplans and produce products that its membership valued such as research studies, trainings, and WBL events. They developed strategic plans and communication strategies, which according to staff, provide an important strategic focus that was missing during the first two years of the project.

⁵³ As noted previously, GAN platform staff are employees or consultants of the hosting federations.

⁵⁴ https://www.dol.gov/sites/dolgov/files/ILAB/CostaRica_Apprenticeships_meval.pdf

Host federation support. The original GAN network model called for the networks to be hosted by employer federations. While the original GAN Global network model has evolved to include other mechanisms of operation, GAN Argentina and GAN Costa Rica are hosted by employer federations. The rationale is that in addition to providing office space and administrative support, the employer federations provide ready access to member chambers of commerce and their member companies that should facilitate networking and increase access to funding to promote and implement WBL programs. During interviews, a range of key stakeholders expressed concern that the federations were ineffective at providing access to chambers and companies. Furthermore, without funding from a donor like USDOL, the federations either were unable or unwilling to provide financial support.

Membership and participation. According to the CMEP, a member is a company while a partner is a training or educational institution, NGO, foundation, or government agency. Both members and partners initially were required to sign MOUs with GAN. Over time, the project learned that members and partners were willing to collaborate with GAN but did not want to sign a MOU because it might signal a formal arrangement or commitment to the GAN platform. As noted previously, this led GAN to change the name from a *network* to a *platform* to reflect a less formal relationship. However, over time, the lines between members and partners blurred so it is not clear how useful it is to continue to count members and partners.

Based on the CMEP data, GAN Argentina consists of 21 members and 23 partners while GAN Costa Rica consists of 13 members and 5 partners.⁵⁵ The number of members and partners of GAN Argentina have remained about the same while GAN Costa Rica membership increased moderately. GAN stakeholders in both Argentina and Costa Rica believe that one of the major challenges facing the platforms is to expand membership, especially of companies, so more participate and offer WBL opportunities. They note that many influential companies decline to participate. These stakeholders also opined that the employer federations should play a more active role in helping the national platforms increase membership. Key stakeholders in both countries suggested that the national platforms would benefit from having a *champion* who is a respected business person and who can open doors for GAN.

"I think GAN needs a champion. The champion should be a business person who is well connected to a range of companies. The champion should not be too senior. Maybe at the level of human resource managers. Also, about the same age. The champion can help GAN open doors and recruit more members interested in WBL programs."

GAN member

The other challenge is to increase the participation of existing members. GAN Argentina members estimated that there are only about seven or eight active members. In Costa Rica, GAN members also noted that there is only a small core group of companies who actively participate. The reasons given for why members do not participate more actively range from being too busy with company priorities to a lack of interest in some GAN platform activities.

While it may not be useful to track the number of members and partners as noted above, it is important for GAN to have a diverse group of actors including companies, training institutions, NGOs, foundations, and government agencies who are committed to WBL and who are willing and able to participate in WBL-related activities including programs that benefit vulnerable youth. The extent to which GAN can increase the number of these collaborators will increase the likelihood of increasing the number of WBL programs that benefit vulnerable youth.

⁵⁵ Note that GAN Costa Rica reports that 16 companies and 10 institutions meet the criteria defined in the project CMEP indicating active participation.

Reaching vulnerable youth. The midterm evaluation found that the national platforms in Argentina and Costa Rica were not reaching vulnerable and marginalized youth. Similarly, this final evaluation could not find evidence that the project was responsible for increasing the number and quality of WBL programs that benefit vulnerable and marginalized youth. The evaluator concluded that this largely was because the original GAN network model focused exclusively on private sector members and did not include specific strategies to provide WBL programs to vulnerable populations.⁵⁶

It should be noted that there appears to be a general consensus among key stakeholders that to effectively reach vulnerable youth with WBL programs, there needs to be strong collaboration between the appropriate government agencies (i.e., labor, education, economic) that provide the enabling environment, training institutions that can provide training, companies that are able and willing to offer WBL opportunities to vulnerable youth, and civil society organizations that have mandates and programs to help vulnerable youth develop required competencies so they can participate in WBL programs.⁵⁷ This reinforces the notion that GAN platforms should consist of a diverse group of dedicated actors and have clear strategies to link organizations that can prepare these youth with employers who are willing to provide WBL opportunities.

4.2.4. Effectiveness of Capacity Building Efforts

“Our dual system offers seven technical and commercial areas of training. Our students are high school graduates, usually about 18 years old. The program lasts two years. It combines classwork in a training institute with practice in a company. Approximately 30 percent is classwork and 70 percent is practice. Once we choose companies where the students will conduct the practicum, we train mentors who will assist the students. To date, most of our companies are German because they know and respect the dual system.”

GAN partner representative, Argentina

The project’s efforts to build the capacity of companies to implement WBL programs focused primarily on training events. In Argentina, GAN collaborated with AHK to train mentors in the dual education system. The training events were conducted over three days in August 2019 and three days in December 2019. Each training consisted of 18 participants representing companies, business associations, training and educational institutions, and foundations. The participants received certification in the dual education system. A third training event, which was planned for May 2020, had to be postponed due to the COVID-19 pandemic.

In Costa Rica, GAN organized two trainings as part of the *Talent to Grow* program. *Talent to Grow* is a collaborative effort between GAN Costa Rica, Japp.jobs, and LBA Abogados that aims to guide SMEs in providing opportunities for interns and apprentices and to serve as a platform for young people interested in applying for WBL opportunities in SMEs. The first training, which was conducted in April 2019, focused on general principles of WBL initiatives; both large and small companies presented their WBL programs. The second training was held in June 2019 and focused on human talent management and insurance for interns and apprentices.

⁵⁶ The cooperative agreement and project documents refer to GAN network members being employers who can provide apprenticeship opportunities to youth. This is because GAN is a private sector led organization.

⁵⁷ Vulnerable and marginalized youth often lack academic competencies, including English, as well as soft skills.

In addition to the training provided under the *Talent to Grow* program, GAN Costa Rica collaborated with GAN Argentina and AHK Argentina to bring an expert trainer in the dual education system to Costa Rica to provide training to seven organizations including six companies and the Ministry of Public Education. Like the training provided in Argentina, the dual education system certificate training in Costa Rica focused on training participants in how the dual system functions and the role of mentors.

“To effectively include vulnerable youth in WBL programs, someone has to prepare them to make sure they have basic academic competencies and soft skills. In most cases, this someone is an NGO or a government program. We cannot expect companies to do this.”

GAN Partner

The training was offered during the morning over a five-day period. The training was especially relevant because the government recently passed the Law of Education and Dual Training.⁵⁸

The training provided under the *Talent to Grow* program in Costa Rica and the collaboration with AHK to provide training on the dual education system in Argentina and Costa Rica was well received by participants. However, it is difficult to assess its effectiveness and whether it actually increased the capacity of companies for a couple of reasons. First, the project’s M&E system does not include indicators to track increased capacity to implement WBL programs. This is discussed in more detail in Section 4.2.7. Second, the training was recently conducted so participants who were interviewed explained that they have not had time to apply what they learned, such as conducting training or disseminating information to colleagues.

“I can’t really say if the training helped build the capacity of our company. As a company we need more training. Our management is older. We could use more training on how to address this conflict of cultures between management and youth. Also, I think we need more information on the dual education system and how to implement it.”

Dual Education System Training Participant

Based on anecdotal information from interviews, training participants opine that the training was an important start to building the capacity of companies to implement WBL programs in both countries. These participants also noted that one training is not enough to build capacity. More training and follow-up are required to truly build capacity to implement WBL programs like apprenticeships, internships, and the dual education system.

The evaluator could not find evidence that the GAN trainings in Argentina and Costa Rica have benefited vulnerable and marginalized youth. Although SMEs in Costa Rica were trained in WBL programs under the *Talent to Grow* program, the evaluator was not able to determine whether companies started WBL programs that benefited vulnerable youth. According to the INA in Costa Rica, incorporating vulnerable and marginalized youth in apprenticeship programs, especially the new dual education system, will be very difficult because these youth lack required competencies.

⁵⁸ <https://ticotimes.net/2019/09/12/president-alvarado-signs-controversial-dual-education-law>

In Argentina, the evaluator conducted an FGD with three youth who were participating in the AHK dual education system program. One individual is fulfilling the practice component in one of the small companies that participated in the dual education system training. These youth, as well as their cohorts who are participating in the AHK dual system, are high school graduates who are not considered vulnerable and marginalized. They are participating in the dual system because it provides them both the academic training along with practical experience that is required by most employers.

“The dual system is a good way for youth to get experience because companies always ask for experience. I spend 70 percent of my time in the company working and 30 percent of my time in the training institute studying. This is a good mix. Many of my friends who participated in the dual system were offered jobs once they finished the program. I hope I have the same opportunity because I like the company.”

Dual Education System Student

4.2.5. Challenges Faced by Employers

Employers face a range of challenges when implementing WBL programs. In turn, the project has attempted to address these challenges with varying degrees of success. Below, the evaluator summarizes these challenges, the project’s responses, and how the project might better support companies in the future.

Competencies Gap

An important challenge faced by companies is finding youth who possess basic academic competencies and soft skills required to participate in a WBL program. This is especially true for vulnerable and marginalized youth who often have dropped out of school. These youth need to work hard to develop missing competencies, including soft skills that traditional training institutions usually do not provide.

Project response. GAN Costa Rica is attempting to address the competencies gap for vulnerable and marginalized youth through proposed alliances with NGOs that focus on disadvantaged populations like SOS Children’s Village and Parque la Libertad. While these NGOs help youth develop missing competencies, GAN Costa Rica can play an important role by finding WBL opportunities among member or even non-member companies. The match-making role that GAN Costa Rica is trying to play could be a model for other national platforms in the future if successful in Costa Rica. In Argentina, GAN intends to use the Barrio 31 study finding that facilitating organizations like NGOs are key to help link youth to employment opportunities.

“We have to show the business case and this is difficult with WBL programs with a social cause. In other words, how does an internship or apprenticeship program benefit the company and how do we justify the cost?”

GAN member

Perception

Many companies believe that WBL programs are a social contribution to assist youth, especially vulnerable youth, that does not provide value to the company. With this in mind, companies also note that they are not designed to provide WBL programs especially those that focus on vulnerable youth. This is particularly true for SMEs who have limited budgets and little or no investment in corporate social responsibility initiatives.

Project response. The project has attempted to address perception issues by supporting research studies and disseminating the results. In particular, GAN Argentina provided support to the study referred to as the *Labor Integration Programs in Marginal Neighborhoods – The Experience of CeDEL*. This study examined the return on investment of WBL programs in Barrio 31, one of the poorest neighborhoods in Buenos Aires. Several key stakeholders interviewed during the evaluation emphasized the importance of making a compelling business case for why a company should invest in WBL. They believe GAN is well positioned to play this role.

Reputation

Some WBL initiatives, such as apprenticeships, have a questionable reputation in Argentina and Costa Rica. The public, including youth, view them as a way for companies to acquire cheap labor. In Argentina, trade unions are especially critical of some WBL programs. One particular concern expressed by companies is that providing WBL programs to youth could expose them to accusations that they are fostering child labor.

“Many companies are not aware of the regulations that govern WBL programs. Company lawyers recommend not to provide internships or apprenticeships because labor inspectors might interpret them as child labor. We investigated to find cases where internships were confused with child labor but we could not find any. So we believe it is a matter of educating companies.”

GAN staff

Project response. GAN Argentina has attempted to address the reputation of WBL programs in a few ways. First, GAN Argentina stopped using the term apprenticeship and started to use the term WBL.⁵⁹ Second, GAN Argentina facilitates visits by legislators to WBL programs in companies through its *Congress Visits the Industry* initiative.⁶⁰ Third, the platform provides information to companies about rules and regulations that govern WBL programs.

Legal Framework

The legal frameworks that govern WBL programs present an important challenge. In Argentina, the labor law states that a company can register interns or apprentices using their National Identify Document. However, many companies are not sure if their insurance covers students as it does employees. In Costa Rica, government, private sector, and civil society actors are concerned about the weak legal framework governing WBL initiatives. In Kenya, the government does not provide incentives like tax breaks or stipends to encourage WBL programs. In the absence of incentives, companies prefer to recruit workers with skills they require rather than train them.

Project response. GAN Argentina, together with stakeholders, convinced the Federal Administration of Public Revenue to create a new category with relevant and applicable regulations for WBL initiatives to address concerns about insurance, including facilitating the enrolment of these youth in the national insurance plan. GAN Costa Rica worked with stakeholders to advocate for the new dual education system law that provides a strong legal framework for WBL programs.⁶¹

Time

As explained above, many companies are not designed to accommodate WBL programs, especially those that aim to provide opportunities to vulnerable youth. Company staff who would be responsible for WBL programs, such as human resource managers, are busy with a myriad of other responsibilities that compete with time they would have to dedicate to WBL. SMEs often do not have full-time human resource managers or available managers to oversee WBL programs.

Project response. To encourage participation in GAN national platform activities, staff have tried to minimize meetings and combine activities and events. Nevertheless, time constraints were mentioned by GAN members as one of the major challenges that impeded their participation in the national platform activities, and their successful implementation of WBL programs. This is why

⁵⁹ It should be noted that the overall project stopped using the term apprenticeship

⁶⁰ *Congress Visits the Industry* is an initiative where congressmen and women visit various companies in order to create a channel of dialogue between representatives of the National Congress and leaders of the main Argentine production centers to learn and support relevant changes in the legal framework to support WBL.

⁶¹ The debate on dual education in Costa Rica has been ongoing for approximately eight years, long before GAN Costa Rica was established. Nevertheless, GAN Costa Rica provided important advocacy support over the past two years that culminated in passing the Law on the Dual Education System.

it is important for the GAN national platforms to clearly define the value proposition and business case for WBL programs.

Space and Resources

Many companies face challenges in implementing WBL programs because of their inability to absorb interns or add more employees. Some companies do not have the resources. Other companies do not have the structures, including positions as well as policies, to support WBL programs. A Kenyan stakeholder noted that companies are reluctant to invest in training workers who are likely to move to another company once trained, which is common in Kenya.

“We simply don’t have the capacity to absorb youth at this point. We don’t have positions or resources.”

GAN member

Project response. The project has tried to address these challenges by its research studies, such as the return on investment study in Barrio 31 in Buenos Aires. Developing a strong and compelling business case for investing in WBL is one of the most effective ways to convince companies to implement WBL even when space and resources are limited. This could be an important focus of GAN national platforms in the future. If GAN decides to remain engaged in Kenya, it might work with local partners to develop creative and effective ways to incentivize interns or apprentices to remain with companies because losing newly trained staff is clearly a disincentive for companies to invest in WBL.

Standards

In Kenya, the lack of a certification process undermines the quality of WBL programs. In the absence of a clear certification process and consistent standards, employers implement their own training programs based on what they believe their own company needs. Another challenge is the lack of intern and apprentice contracts with concrete learning objectives and metrics, supervision, reimbursable expenses, working hours, working conditions, and occupational safety and health standards.

Project response. Apparently, the Kenya Technical and Vocational Education and Training (TVET) Authority is in the process of standardizing technical training so uniform standards exist in Kenya and other countries in the region. According to stakeholders, the standardization process should be finished soon and become policy. If GAN decides to remain in Kenya, it might consider how to promote the new standards as well as WBL contracts.

4.2.6. Effectiveness of Communication Strategies

The GAN national platforms in Argentina and Costa Rica operated nearly three years without a clear communication strategy. In the early years of the project, project staff described efforts to communicate as ineffective. GAN Global encouraged the national platforms to use social media but provided little guidance. The national platform coordinators, as they note, were not communication assistants and thus struggled with what and how to communicate with GAN membership and other key audiences. They learned over time that social media was not always the most effective way to communicate. The GAN platform teams make the point that the communication channels should be determined by the message and the most effective way to reach the target audience that, in turn, depends on local contexts.

In early 2020, GAN hired communication specialists/consultants in Argentina and Costa Rica who worked closely with the GAN platform assistants to develop communication strategies that were finalized in March 2020. The communication strategies include the target audiences, messages to be communicated to the audiences, and the communication channels. The communication

strategies are based on the respective strategic plans and appear to be appropriate and comprehensive.

“GAN needs to improve its communication. I meet with many companies who do not know about GAN and its work on WBL programs. I think the GAN brand is still weak. The members should help build the GAN brand.”

GAN member

Since the communication strategies have only recently been completed, the evaluator was not able to assess their effectiveness. However, national platform members, partners, and other stakeholders believe that GAN’s communication efforts need to be improved. Some stakeholders note that GAN is not well known and needs to do more to build a strong brand. One member explained that GAN

needs to define its competitive advantage, what it does that no one else does better, and communicate that to potential members and partners.

Finally, the US Embassy in Costa Rica would like to have more information about GAN activities and achievements. This can be accomplished by GAN sharing project reports and scheduling short meetings to discuss progress, issues, and ways the US Embassy can help. According to one US Embassy official, the US Ambassador likes to have information about US-funded projects so he can promote them during meetings with Costa Rica government officials.

4.2.7. Effectiveness of the Project’s M&E System

Exhibit 8 provides an assessment of the project’s M&E system that examines whether the system effectively captured project results under the development objective and each outcome. The assessment also provides suggestions for how the M&E system might be improved in the future. For reference, the complete set of output and outcome indicators for each outcome is listed in Appendix A: Summary of GAN National Platforms Performance Results

Exhibit 8: Assessment of Outcome Measures

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

The project objective does not include indicators to ascertain whether new or improved WBL programs for vulnerable and marginalized youth were implemented. Without basic data on the number of new or improved WBL programs, GAN and USDOL do not have empirical evidence to demonstrate that the project benefited vulnerable and marginalized youth. Minimally, to assess the TOC, a WBL project targeting vulnerable and marginalized youth should measure the number of new WBL programs, the number of improved WBL programs, the number of vulnerable and marginalized youth trained in WBL programs, and the number of vulnerable and marginalized youth employed after completing WBL programs.

Outcome 1: WBL platforms functioning in Argentina and Costa Rica

The current set of outcome and output of indicators for Outcome 1 focus on the number of platform members and partners, completion of strategic plans, regional assessment report, and number of platforms established. Based on the analysis of project performance in Appendix A: Summary of GAN National Platforms Performance Results, there appears to be a data quality issue of how members and partners are defined and counted. Furthermore, over time, the lines between a member and partner have blurred.⁶² Rather than count members and partners, the project might consider developing an indicator or two that measures the performance or “functioning” of the platforms. To a certain extent this is captured under the Outcome 2 indicator that attempts to measure the participation of members (OTC 4) using three criteria (signed MOU, participation in GAN meetings, and active participation). In the future, the project might consider revising and moving OTC 4 under Outcome 1. In

⁶² It should be noted that there was a shifting expectation about whether or not “partners” should make financial or in-kind contributions.

the opinion of the evaluator, the revised indicator should focus only on the third criterion, which is active participation and expand it to capture both numbers of organizations participating and the level of their participation.

Outcome 2: Increased cooperation and collaboration among employers and key stakeholders regarding WBL programs for vulnerable and marginalized youth

The outcome and output indicators for Outcome 2 focus on participation of members, media (press releases, interviews, radio spots), social media exposure (measured by shares and comments), communication strategies, promotional documents or videos shared, and WBL events attended or conducted. With the exception of the member participation indicator, which should be moved to Outcome 1, these are largely output and process indicators that aim to measure the effectiveness of GAN promoting WBL.⁶³ Instead of promoting WBL, a future project might focus this outcome on providing concrete services and producing products that platform membership values, such as brokering alliances, training, research studies, tool kits, and WBL knowledge events. The idea of playing a brokering role to form alliances between employers and NGOs or training institutions to establish WBL programs that reach vulnerable youth is especially interesting. Indicators would have to be developed to measure the use of these services and products (i.e., behavior changes at the effect level) and whether they contribute to new or improved WBL programs that benefit vulnerable youth.

Outcome 3: Improved enabling environment to support WBL opportunities in target countries

The outcome and output indicators for Outcome 3 focus on WBL issues introduced into discussion, number of WBL research products, and number of WBL policy issues advocated. These are all appropriate indicators. To more rigorously measure an improved enabling environment, a future project might include an indicator or two that specifically targets laws, policies, and regulations that should be modified or developed, and track progress to modify or develop them. These laws, policies, and regulations could be identified during a problem analysis exercise.⁶⁴

When assessing the project's M&E system, it is important to note that the GAN platform model employs a network approach that seeks to promote WBL and motivate companies to implement these programs. According to project staff, when the project was designed, GAN did not know whether the network concept would actually function, whether member companies would join and participate in a GAN platform, and the kinds of activities members would decide to collaborate on. Thus, the network approach required an organic development of country level activities rather than to prescribe the platforms' activities, which could have been perceived as an agenda set by GAN Global.

The nature of a networking project, according to project staff, made it difficult to establish concrete indicators to measure project performance. Unlike a typical direct services delivery project that has a defined set of beneficiaries that can be tracked, this project targeted platform members and partners that varied, as well as their activities. Another factor that complicated establishment of indicators and collection of data is the perception that companies are reluctant to share information about their WBL programs because they view the information as a competitive advantage that they cautiously guard.

The perception that companies are unwilling to share information about their WBL programs should be challenged. During interviews with platform members in both Argentina and Costa Rica, the evaluator specifically asked if these members thought companies would be willing to share information about their WBL programs, including the number established, improvements to

⁶³ Note that the original Outcome 2 focused on sharing WBL information and tools with stakeholders where these indicators were more relevant. When Outcomes 2 and 3 were combined to form the new Outcome 2, which focuses on collaboration and cooperation among stakeholders, the WBL promotional types of indicators lost relevance in terms of measuring Outcome 2 as currently worded.

⁶⁴ A problem analysis exercise consists of defining the problem and identifying the direct and indirect causes and consequences.

existing programs, and number of vulnerable and marginal youth trained and employed. Every member interviewed opined that platform members and other companies benefiting from GAN services, such as training, should be willing to share this information.

One stakeholder noted that if a company has a WBL program in place to recruit workers with scarce skills, like certain technologies, these companies might be reluctant to share information for competitive reasons. But the majority of companies with general WBL programs, especially those designed to reach vulnerable youth, would be willing to share information about their programs. Based on information gleaned from interviews with members, the perception that companies are unwilling to share information about their WBL programs should be challenged in future projects.

The evaluator opines that if GAN Global had conducted a thorough scoping exercise during the design of the project, it could have gleaned sufficient information from the existing national platforms and the experiences of other international networks that would have helped it better design the project, including establishing indicators to measure platform performance and their contribution to WBL programs that benefit vulnerable and marginalized youth.⁶⁵ For example, the Argentina national platform, which was established in 2015, consisted of more than 30 members who could have provided valuable input to the project design and M&E system. Nevertheless, with more than three years of implementation experience, GAN now has a strong M&E knowledge base to help it design a robust M&E system in the future.

Another factor that decreased the effectiveness of the M&E system is the lack of M&E capacity in the first years of the project. According to the original project document, GAN Global intended to hire an M&E officer as part of the project's staff structure in Geneva. Nearly three months after the project started, GAN contracted an M&E consultant based in the United States to revise the project document. GAN provided three additional short-term contracts to the M&E consultant between 2017 and early 2018. The contracts, ranging from 3 to 12 days, focused on participation in the CMEP workshop and preparing CMEP-related documents and data collection tools.

According to several key informants, the M&E consultant was underutilized and was not used effectively to help design and develop the M&E system or to help build the capacity of GAN, including national platform staff, to manage the M&E system. The situation improved after the project's new management took over in late 2018. In early 2019, the project provided a retainer contract (10 days per month) to the M&E consultant to help revise the CMEP, prepare the TPRs, prepare GAN annual reports, and support the platforms in Argentina and Costa Rica to collect data and prepare draft reports.⁶⁶

While the M&E system has several weaknesses that should be addressed in the future, it should be noted that the project took the initiative, with support from USDOL, to update the M&E system's outcomes, outputs, and indicators, at several key points based on lessons learned. These adjustments helped keep the M&E system, as well as the TOC, relevant. After the CMEP was approved in October 2017, the project learned that some indicators could not be measured as anticipated so two indicators were dropped while two more were reworded to facilitate measurement. The project also used this opportunity to reorganize the outcomes and outputs to improve the internal causal logic.

⁶⁵ The national platforms consisted of Indonesia, Argentina, Colombia, Mexico, Turkey, and Spain. Spain later withdrew from the GAN network. <https://www.gan-global.org/networks>

⁶⁶ According to GAN, the M&E consultant helped prepare those parts of the GAN annual report with information about the USDOL funded activities.

To an attempt to improve the initial CMEP, the project removed the establishment of GAN Kenya and an indicator tracking “clicks” to measure social media exposure.⁶⁷ It also changed language in another indicator from the platforms developing three to five-year workplans to the development of strategic plans. In October, 2019, the project revised the CMEP again as part of a formal project revision process. This time, the term GAN networks was changed to GAN platforms, Outcomes 2 and 3 were combined under a new Outcome 2 to address platform coordination, a new Outcome 3 to address the enabling environment was added along with two outputs. As a result of modifying the outcomes and outputs, four indicators were dropped, two new indicators were added, and four were combined into two indicators. In addition, three new indicators were added to Outcome 3.

4.3. Efficiency

This section answers the evaluation question:

1. Were the project activities efficient in terms of financial and human resources in relation to its results and outputs? What factors, if any, affected efficiency?

To assess efficiency, the evaluator analyzed expenditure rates and allocation of human and financial resources. The evaluator also examined the project’s cost efficiency to determine whether the project was implemented in the most cost-effective manner. Factors affecting efficiency are also discussed in this section.

4.3.1. Expenditure Analysis

Exhibit 9 shows the project’s expenditure rates for GAN Global, the three outcomes, subgrants, M&E, and indirect costs.⁶⁸ Note that the expenditures include actual expenditures through March 2020. The GAN Global line item includes project management staff salaries and benefits, some GAN Global staff salaries and benefits who support the project, travel, and office expenses. The three outcome line items are the amounts allocated to achieving the outcomes including country level activities. Subgrants include amounts allocated to the three target countries for platform staff salaries and to carry out a range of activities related to the outcomes.⁶⁹ The M&E line item includes the M&E consultant fees, travel, and evaluation costs.

Exhibit 9: Expenditure Rates

Line Item	Budget	Expenditures	Percent
GAN Global	1,502,750	1,293,959	86%
Outcome 1	231,413	182,121	79%
Outcome 2	142,212	42,707	30%
Outcome 3	75,558	13,481	18%
Subgrants	292,407	155,973	53%
M&E	276,630	177,729	64%
Indirect/VAT	279,030	184,579	66%
Total	2,800,000	2,050,549	73%

The original life of the project was 27 months (September 1, 2016 to December 31, 2018). In July 2017, the project received a 12-month cost extension that increased the life of the project to 39 months. In November, the project received a six-month no-cost extension that increased the life

⁶⁷ As noted earlier in the report, the evaluator believes the target to establish the GAN Kenya platform should not have been removed because the project tried but was unsuccessful

⁶⁸ The indirect costs line item includes VAT for Switzerland.

⁶⁹ It was not possible to allocate the subgrant amounts to the specific outcomes. Therefore, the subgrants amounts are presented as a separate line item.

of the project to 45 months. Through March 2020, the project had spent 73 percent of its total budget over a 42-month period or about 93 percent of the project's life of 45 months meaning that the project is underspent by approximately 20 percent.⁷⁰ However, USDOL is considering extending the project through September 2020 due to delays caused by the COVID-19 pandemic. The extension would increase the life of the project to 48 months, thus decreasing the underspending to about 15 percent.

Based on the project's average monthly expenditure rate of USD 48,822, the project would need 15 months to spend the remaining budget, nearly 12 months more than the end of project date of June 30, 2020 and nine months more than the proposed extension date of September 30, 2020.⁷¹ Although the project has developed budget scenarios for the end of July and the end of September, it would be prudent for GAN and USDOL to review the budget scenarios to determine whether the project can actually expend its resources by the end dates proposed in the two scenarios.

4.3.2. Allocation of Project Resources

Exhibit 10 shows the allocation of budgetary resources to Argentina, Costa Rica, Kenya, and GAN Global. It also shows the allocation of resources to the three outcomes and the subgrants line item as well as the "other" category for GAN Global. The vast majority of resources, 75 percent, are allocated to GAN Global, which can be explained, in part, because the staffing structure in Geneva includes the project director, junior project manager, and the project's finance officer, as well as related office expenses and overhead costs, including executive staff salaries. Nevertheless, the allocation of 75 percent of resources to headquarters is high compared to other global projects that the evaluator has evaluated, which ranged from 45 to 50 percent of the overall project budget.⁷²

It is important to note that GAN Global did not allocate resources to the platforms in Argentina and Costa Rica to implement their workplans until early 2019 when the project implemented the midterm evaluation's recommendation to provide resources to UIA and UCCAEP to implement a two-year operational plan including hiring staff dedicated to the national platforms. It was not until early March 2019 when GAN Global decided it was not feasible to establish a national platform in Kenya when it allocated resources to two NGOs to implement WBL-related activities. The decision not to allocate resources to the three target countries until late in the life of the project also helps explain why the allocation percentages are low.

Exhibit 10: Allocation of Resources by Outcome and Country

Operating Item	Total	Argentina	Costa Rica	Kenya	Global
Outcome 1	9%	4%	4%	1%	0%
Outcome 2	2%	1%	1%	0%	0%
Outcome 3	2%	0%	0%	2%	0%
Subgrants	12%	6%	6%	0%	0%
Other ⁷³	75%	0%	0%	0%	75%
Total	100%	11%	11%	3%	75%

⁷⁰ It should be noted that the expenditure rate during the first three years of the project was lower than the last two years.

⁷¹ The average monthly expenditure was calculated by dividing the amount expended as of March 2020 (2,050,549) by the number of months in the project's life used as of March 2020 (42 months).

⁷² For example, *Safe Youth@Work Project* funded by ILAB/OCFT and implemented by ILO in eight countries in Asia, Africa, and Latin America; 2014-2019.

⁷³ The "Other" category for GAN Global consists of Geneva-based project staff, GAN Global staff who are supporting the project, and other operational costs.

Approximately 25 percent of the total budget is allocated to the three outcomes and the subgrants line item. Of these resources, nine percent have been allocated to Outcome 1, which is the establishment and functioning of the national platforms in Argentina and Costa Rica. Two percent of the resources are allocated to Outcome 2 and another two percent to Outcome 3. The subgrants line item consisting of staff salaries and other country level activities accounts for 12 percent of the resources.

Finally, approximately 11 percent of the resources are allocated to Argentina and another 11 percent are allocated Costa Rica that have national platforms while three percent have been allocated to Kenya, which does not have a national platform.

4.3.3. Factors Affecting Project Efficiency

Overall, the project operated in an efficient manner. It produced outputs and achieved outcomes with the planned amount of human and financial resources. However, GAN Global encountered an unusually high degree of staff turnover that created inefficiency. The project director who was hired in February 2017, resigned in August 2018 after nearly two months of sick leave. The current project director was hired four months later in November 2018, while the junior project manager was hired in December 2018. During the project director's sick leave, beginning in May 2018, until the hiring of the current project director in November 2018, the project director's responsibilities were shared between the chief operating officer (COO) and a GAN Global trainee.

The COO left GAN Global in January 2019. The executive director (ED), who was instrumental in establishing GAN and designing the project, left GAN in January 2019. A new ED was hired in March 2019 but did not begin work until August 2019 due to the time taken to process work permits. During this time gap, the director of strategic partnerships and development served as acting ED. Furthermore, according to GAN staff, approximately 31 GAN staff and trainees left during this period, which further contributed to inefficiencies.⁷⁴

In addition to high staff turnover, the late hiring of the project director caused delays that contributed to inefficiency. Although the project officially started in September 2016, the project director was not hired until February 2017, nearly six months later. The late hiring of the project director delayed the CMEP workshop and development of the M&E system, pre-situational analysis and regional assessment, and country level activities.

4.4. Sustainability

The following section examines the project's sustainability strategy as well as the sustainability of key outputs and outcomes, which responds to the following evaluation question:

1. What are the outputs and outcomes that are most likely to be sustained?

4.4.1. Sustainability Strategy

Typically, ILAB grantees are expected to submit a sustainability strategy nine months after the cooperative agreement is signed and include a sustainability strategy update in each October TPR submission. Interestingly, the GAN cooperative agreement does not include the requirement of a sustainability strategy. The project submitted a summary of fundraising activities and ideas in Annex 7 in the October 2018 TPR. In the October 2019 TPR, the project submitted a note stating that a sustainability strategy was in the process of being developed.

The project's sustainability strategy, which was submitted in March 2020, provides a strong framework based on research sponsored by the United States Agency for International

⁷⁴ When the project started, GAN Global in Geneva relied heavily on young professional trainees who received stipends.

Development (USAID).⁷⁵ The research, which was conducted by Tufts University, consisted of a post-project impact study that evaluated the sustainability of 12 USAID funded projects in four countries. The study found that key elements associated with sustainability included the identification of replacement resources, linkages to institutions and other supporting structures, capacity building, and motivation. The study also found that gradual transition from project supported activities to independent operation was important to achieve sustainability.

The project's sustainability strategy discusses these key sustainability elements and provides a sustainability framework that analyses the sustainability of each outcome in terms of conditions required to sustain the outcome, required future actions, monitoring process, and status of the sustainability elements. The project has incorporated sustainability activities into its workplans, which should facilitate implementation.

In hindsight, it would have been more effective if the sustainability strategy was developed and implemented earlier in the life of the project. One of the key findings in the USAID post-project impact study was that a gradual transition from project funded activities to independent operation facilitates sustainability. The chances of sustaining the project's outcomes would have benefited from a longer transition period.

4.4.2. Likelihood of Sustaining Outcomes

Based on the logic of the project design, Outcome 1, the establishment of the GAN platform, occurs first. Once established, the platform is responsible for coordinating and facilitating collaboration among platform members and partners (Outcome 2) and improving the enabling environment (Outcome 3). In this way, the sustainability of Outcomes 2 and 3 depends on the sustainability of the GAN platforms.

GAN Platforms in Argentina and Costa Rica

With USDOL funds, the GAN platforms have evolved to the point that they are providing services and products valued by their members and partners as well as other key stakeholders. Project funds have also allowed GAN to pay the platform coordinator and communication assistant salaries so these staff are dedicated to the objectives of the platforms. Project funds have also allowed the GAN platforms to provide services such as training, WBL knowledge events, WBL research reports, dissemination of WBL information, and advocacy for changes in WBL-related policies, regulations, and laws. Having dedicated staff and funds to provide valued services and products are key to the success of the national platforms. The main sustainability question or challenge is what will happen to the platforms when the project ends and funds are no longer available to produce these kinds of outputs.

The hosting employer federations in both Argentina and Costa Rica have agreed to provide office space and minimal administrative support once the project ends. However, both federations have also made it clear that they do not have the resources to pay salaries and fund the kinds of activities that were financed with USDOL funds. Without funds to pay platform staff and implement activities that provide services and products to members and partners, GAN Argentina and GAN Costa Rica run the risk of stalling and eventually becoming irrelevant.

GAN has decided that charging platform members additional fees to pay platform staff and fund activities is not feasible since they already pay membership fees to the employer federations. Potential revenue generation ideas include charging members for other services, such as training, leveraging funds that NGOs and foundations have for youth employment projects, or accessing funds available from government agencies for employment programs including TVET initiatives. For example, INA in Costa Rica will have approximately USD 2.5 million available to implement

⁷⁵ <https://www.fantaproject.org/research/exit-strategies-ffp>

the dual education system. GAN Costa Rica is positioned to play an important role in linking students to companies for WBL programs, which is a competency that INA does not possess.

In summary, the GAN platforms in Argentina and Costa Rica will survive in the short term in the hosting employer federations. However, to continue to coordinate and collaborate with members and partners (Outcome 2) and to advocate for improvements in the enabling environment (Outcome 3), the platforms in both countries will need to find creative, innovative, and entrepreneurial ways to generate revenue to fund core staff and deliver value-added services and products to its membership.

GAN Activities in Kenya

As noted earlier in the report, GAN was not able to establish a platform in Kenya. Instead, it provided funds to AMI to conduct the Thrive@Work program that provides essential skills training to entry level youth and to GDI to implement the Skills and Participation Study in the Creative Sector in Mombasa County project that provides research on skills anticipation for the creative sector. GAN is also collaborating with the BUSY project to identify and disseminate WBL best practices, through a communication strategy put together by BUSY, and by providing technical advice on Workplace Based Training for Employers and Workers Organisations. While GAN expects these activities to have an impact on WBL in Kenya, without a physical presence, such as a platform or other mechanism, it will be difficult for GAN to work on sustainable initiatives like the ones in motion in Argentina and Costa Rica.

5. LESSONS LEARNED AND PROMISING PRACTICES

Based on the findings, this section lists and discusses lessons learned and good practices that could benefit similar projects.

5.1. Lessons Learned

- **Tangible WBL products and services add value for GAN members and partners.** The project was designed with the assumption that building networks, promoting collaboration and coordination, and communicating information about WBL programs would result in an increase of WBL programs that benefit vulnerable and marginalized youth. The project learned that promoting collaboration and sharing WBL information was not adequate to sustain the engagement of platform members. They wanted the platform to provide services and produce products that helped them understand how to implement effective WBL programs. Once the project started to provide WBL services and products that members valued, engagement improved.
- **GAN platforms or other operating mechanisms require dedicated staff with a physical presence in the country.** When the project started, GAN Argentina operated with a coordinator provided by UIA who did not have clear roles and responsibilities. The lines between UIA and platform responsibilities were blurred, which can partially explain an overall lack of progress early in the project. Based on this lesson, the project decided to ensure that platform coordinators, even though part-time, would have a clear job description and be dedicated to platform objectives. In Kenya, where GAN was unable to establish a platform, the project learned that some sort of dedicated physical presence is required to effectively operate and advance a WBL agenda.
- **Communication strategies need to be tailored to country situations including how target audiences prefer to receive messages.** The project operated more than three years without a clear communication strategy. Platform coordinators were expected to share information and promote WBL primarily through social media platforms like Facebook, Twitter, and WhatsApp. Social media proved not to be the most effective communication channel in many cases. The project learned that platforms require communication strategies based on how to most effectively communicate WBL messages to different target audiences. While social media may be an effective channel in some situations, other channels, such as face-to-face meetings, conferences, and workshops, are more effective in other situations.
- **Projects require adequate upfront M&E capability to ensure the M&E system is designed to measure outcome achievement.** Although, according to the cooperative agreement, the project intended to hire an M&E officer as part of the project management team, it opted for providing a range of short-term contracts to an M&E consultant based in the US to produce specific products, such as the revised project document and CMEP documents and data collection tools. The M&E consultant was not used to provide on-going M&E support to the project including the platforms in Argentina and Costa Rica. The project learned that on-going M&E support is important to support country-level data collection and reporting to ensure data quality and usefulness.
- **It is important to conduct a thorough scoping exercise to help design the project and its M&E system.** GAN Global, which was established in 2013, is a relatively young organization with little experience implementing development projects. In fact, the USDOL grant was its first cooperation project funded by a bilateral donor. Given this lack of experience, the project design and M&E system would have benefited from a scoping exercise to help determine the appropriateness of the GAN network model and whether

companies would want to join and participate and whether they would be willing to share WBL information with other companies. The scoping exercise would have also helped GAN develop specific strategies to reach vulnerable youth with WBL programs. Finally, a thorough scoping exercise could have helped GAN assess the state of WBL and TVET in Kenya and determine how it might have proceeded in what local NGOs call a very crowded space.

- **Project sustainability strategies require sufficient time to make the transition from project funded activities to independent operations.** The project has developed a comprehensive sustainability strategy based on research identifying key sustainability elements or factors. The project has also incorporated specific sustainability actions into its workplan. These are important steps towards achieving sustainability. However, the sustainability strategy was developed in the last several months of the project's life. Based on the same research, the chances of sustaining outcomes and results are increased if there is a sufficiently long transition period to work on identifying replacement resources, building capacities, and creating linkages with organizations that can support project gains once funding ends.

5.2. Promising Practices

- **GAN Costa Rica brokered an alliance between Texas Tech University and Monge Foundation.** GAN Costa Rica brokered an alliance between Texas Tech University Costa Rica and the Monge Foundation where Texas Tech students mentor low-income youth in English language under Monge Foundation's "Soy Cambio" initiative. "Soy Cambio" provides scholarships and mentoring to vulnerable youth between 15 and 20 years of age so they complete high school and have skills to find employment. The alliance between Texas Tech and Monge, which is referred to as InspiRED, could be expanded to include other subjects such as mathematics and computing. The brokering role that GAN Costa Rica played in this alliance provides an example of the role GAN might play not only in Costa Rica but other countries to bridge the supply and demand sides of WBL programs.
- **GAN Costa Rica proposed WBL alliance.** GAN Costa Rica is discussing an alliance with Parque la Libertad, Japp.jobs, and LBA Abogados, that would prepare and encourage SMEs to establish WBL programs while preparing vulnerable youth to participate in these programs. On one side, Japp.jobs and LBA Abogados would train SMEs in the legal, human resource, and other aspects of WBL programs. On the other side, Parque la Libertad would train vulnerable youth in required hard and soft skills necessary to participate in the WBL programs. This proposed alliance demonstrates the potential role that GAN Costa Rica might play to build alliances that prepare SMEs to establish WBL programs while preparing vulnerable youth to participate in these programs.
- **TEDx Lifelong Learning Event.** GAN Costa Rica hosted a TEDx event on lifelong learning that featured nine national and international motivational speakers. The audience was largely youth from vulnerable and marginalized communities. The evaluator considers the TEDx event a good practice due to the impact it had on youth who attended the event. The evaluator interviewed one of the youth who presented. She noted that listening to the other speakers has motivated her to continue her education and start her own consulting business. The evaluator also interviewed a young mother who is staying at one of the SOS Children's Villages' shelters. She said that listening to the speakers motivated her to continue working on her high school diploma, learn English, and participate in the SOS Children's Villages "Youth Can" internship program.
- **GAN Argentina WBL insurance advocacy.** GAN Argentina worked with other key stakeholders to advocate for the creation of a special category for interns and apprentices

to facilitate enrolling them in a national insurance plan. The Federal Administration of Public Revenue created a category that makes relatively easy for companies to enroll their interns and apprentices in its insurance plan. The advocacy effort was based on a study funded by GAN Argentina that examines WBL policies for vulnerable youth in formal employment. The evaluator considers this a good practice because it demonstrates how GAN might support research that can be used to advocate for improvements in the WBL enabling environment.

- **GAN collaboration with AHK to conduct dual education system training.** GAN Argentina and GAN Costa Rica collaborated with AHK Argentina to conduct several dual education training of trainers workshops in Argentina and Costa Rica. The collaboration leveraged AHK's dual education training capacity and resources. In Argentina, GAN used the opportunity to train both member companies and other SMEs and place youth in some of those companies who received the training. In Costa Rica, GAN used the opportunity to orient and prepare companies as well as the education ministry for the implementation of the new dual education law. The evaluator considers the collaboration with AHK as a good practice because it demonstrates the potential role GAN might play in establishing strategic partnerships that leverage WBL competencies and resources that get concrete results.
- **Updating and adjusting project strategies and the M&E system to reflect lessons learned.** The project, with concurrence and support from USDOL, updated and adjusted project strategies and the M&E system (CMEP) at least four times during the life of the project. For example, when the project learned that certain indicators were not accurately measuring outcomes and outputs, they were reworded or removed or new indicators added. When the project learned that the enabling environment affects uptake of WBL programs, a new outcome and corresponding outputs to address the enabling environment were added along with indicators. During these revisions, the project also reorganized outcomes and outputs to improve internal causal logic. The evaluator considers the on-going updating of project strategies and the M&E system as effective adaptive management and a good practice because the adjustments helped keep the CMEP, as well as the TOC, relevant.

6. CONCLUSIONS

In this section, the evaluator presents conclusions about the project's performance with regard to each of the evaluation criteria.

6.1. Conclusions

The discussion of conclusions is divided into four components: relevance, effectiveness, efficiency, and sustainability.

6.1.1. Relevance of Project Design

The project's TOC remains relevant. The fact that project staff adjusted the TOC and RF as part of the CMEP updating process, based on lessons and new knowledge, has helped keep the TOC relevant. For example, project staff added a new outcome to address the enabling environment that helps facilitate the implementation of WBL programs. However, the TOC/RF has several inherent design weaknesses including effective strategies to reach vulnerable and marginalized youth with WBL programs.

The original GAN *network* model was not a relevant mechanism to promote WBL programs among private sector actors. The original GAN *network* model was not a relevant mechanism to promote WBL programs among private sector actors. Over the life of the project, GAN learned the importance of having a diverse mix of organizations participating in the platform in addition to member companies. It also learned that the platforms require access to resources to pay staff salaries and implement concrete activities that produce services and products that members and partners value. The current *platform* model also acknowledges that employer federations may not be the most effective hosting mechanism. **Therefore, the current GAN *platform* model is a relevant mechanism to promote WBL programs.**

The primary contextual factor that affected the project at the time of the evaluation was the COVID-19 pandemic. The pandemic caused the project to postpone a variety of activities and delay deliverables. It also caused the project to operate using a variety of online communication platforms, such as Zoom, Skype, and WhatsApp, and move some training to virtual formats. The pandemic also will have serious economic consequences that likely will affect companies' willingness and ability to engage in WBL programs.

6.1.2. Effectiveness

The project's midterm evaluation recommendations helped the project make several mid-course corrections that increased its focus and effectiveness. While it is too early to determine the effects of all the recommendations, the recommendation to provide budgets to the employer federations to pay dedicated GAN platform staff and fund concrete activities in the GAN platform workplans increased the project's effectiveness.

While the project coordinated activities with the USDOL-funded projects in Argentina, Costa Rica, and Kenya, the results of the coordination are mixed. In Argentina, GAN effectively coordinated with the Noemi project on a variety of communication activities and events at the beginning of the project. The collaboration recently declined after the Noemi project changed project directors. In Costa Rica, GAN and the Youth Pathways project implemented by Paniamor experienced difficulties coordinating activities in the early stages of the project. Over time, coordination has improved and is considered satisfactory by both organizations. In Kenya, GAN is coordinating activities with the BUSY project. Despite a difficult start due to misunderstandings about roles and responsibilities, both projects are collaborating on documenting and disseminating best practice WBL programs. However, GAN's lack of physical presence limits the coordination.

GAN's approach to building networks of private sector actors is not effective at providing WBL programs for vulnerable and marginalized youth. The original project design assumed that building networks of private sector actors and disseminating WBL information and knowledge would be sufficient to increase the number of WBL programs benefitting vulnerable youth. While GAN has made some progress in expanding its membership, the number of active organizations participating in activities is relatively small. Furthermore, the evaluator could not find evidence that, as a result of the networking efforts, the number of WBL programs for vulnerable youth increased. On the other hand, GAN's emerging platform model, which is based on the concept of diversified membership (not just employers) and the provision of value-added services and products to its membership shows promise.

GAN Argentina and GAN Costa Rica have taken important steps to build the capacity of the private sector to offer WBL programs. Both national platforms collaborated with AHK Argentina to conduct dual education training for companies. In addition, GAN Costa Rica collaborated with Japp.jobs to provide training to SMEs on WBL processes. While these capacity building activities were well received, they require further follow-up and support to have an impact on companies' capacity to implement WBL programs.

Companies have encountered a variety of challenges related to offering WBL programs. Challenges include the following: gaps in academic, technical, and softs skills, especially among vulnerable youth; perception among companies that WBL programs are social initiatives without a direct business benefit; reputation among trade unions and youth that WBL programs provide companies to access cheap labor; and lack of positions and resources in some companies to provide WBL programs. **The project has tried to address these challenges through its research studies, training, communication strategies, and advocacy efforts.**

The project operated for more than three years without a communication strategy. When the project started, GAN Global assumed that the platforms would use social media to promote WBL and communicate with both employers and youth. However, GAN Global provided little direction and support to the platform coordinators who did not have backgrounds in communications. Over time, the platform coordinators learned that social media was not the most effective way to communicate. In 2018, the platforms in Argentina and Costa Rica hired communication assistants who helped developed communication strategies that were completed in 2019. **While the building blocks of effective communication strategies are in place, it is too early to determine their effectiveness since they were only recently developed.**

While the project's M&E system has effectively evolved to reflect changes in project implementation strategies, it is not designed to capture basic information regarding the number of new WBL programs, the number of improved WBL programs, the number of vulnerable youth participating in WBL programs, and the number of vulnerable youth who acquire employment. It is also not capturing basic information about the capacity of companies to implement WBL programs. In the future, the M&E system should be able to collect information that can be used to measure the effectiveness of the platforms, changes in companies' capacities to implement WBL programs, improvements in the WBL enabling environment, and the eventual impact on vulnerable youth.

6.1.3. Efficiency

Overall, the project operated in an efficient manner. The financial and human resources were adequate to achieve the outputs. However, several factors created inefficiencies. These inefficiencies include an overly centralized management approach at the beginning of the project, which caused delays. Furthermore, GAN Global experienced high staff turnover of key staff including the executive director, chief operating officer, project director, and more than 40 trainees who were supporting the project at different times. The project director was not hired until six

months after the project started, which contributed to delays in the CMEP, implementation of the pre-situational assessment and regional study, and country-level activities.

6.1.4. Sustainability

The project developed a sustainability strategy in March 2020. The strategy, which is based on post project sustainability research, is conceptually sound and provides a clear roadmap for sustaining project outcomes. However, sustaining the outcomes will be difficult if replacement resources are not identified. The GAN platforms in Argentina and Costa Rica will survive in the short to medium term in the hosting employer federations. **To continue to have an impact on WBL, however, the national platforms need to find creative, innovative, and entrepreneurial ways to generate revenue to fund core staff and deliver value-added services and products to their membership.**

7. RECOMMENDATIONS

In this section, the evaluator makes recommendations based on the evaluation findings presented in Section 4, and the lessons learned and promising practices presented in Section 5.

7.1. Recommendations for the Project

1. In the remaining life of the project, GAN should focus on the platforms' emerging ability to broker strategic alliances between employers and social organizations that assist vulnerable youth. One of the GAN platforms' most important competitive advantages is its emerging ability to broker collaboration and alliances between government and civil society actors that are able to prepare vulnerable youth for WBL programs and employers that can provide internship and apprenticeship opportunities. GAN Costa Rica's experience brokering the alliance between Texas Tech and Monge Foundation and proposed collaboration with Parque la Libertad and SOS Children's Villages can serve as models.

2. The project should identify and enlist the support of a "champion" to help open doors and strategically grow the membership of the platforms in both Argentina and Costa Rica. The champion should be a respected business leader who is influential in the area of WBL programs. The champion should be able to help the GAN platforms present a compelling case to participate in the platforms. The effort to grow should be strategic in terms of recruiting large companies interested in establishing and improving WBL programs and with SME suppliers that could be interested in WBL programs. A strong and vibrant membership base will serve as one of the platforms' competitive advantages in the future. Human resource managers, human talent managers, or corporate social responsibility managers would be strong candidates to champion the project.

3. In an extension period, the project should modify its M&E system to more effectively capture the results of collaboration and coordination efforts, communication strategy, capacity building activities, and improvements to the enabling environment. Minimally, the project should collect data to measure any increases in the number of WBL programs, their quality, the number of vulnerable youth trained, and the number of vulnerable youth who acquire employment. The project should also identify specific policies, regulations, or laws in the enabling environment that would be feasible to address during an extension period and measure achievements. While a modified M&E system might include revisions to quantitative indicators, it should also include qualitative methods, including case studies, that can help GAN measure achievements and, at the same time, inform future projects.

7.2. Recommendations for GAN Global

4. GAN Global should revise its platform model based on lessons learned from implementing this project. GAN Global has learned that embedding platforms in employer federations, depending on the country context, is not always the most effective strategy. Lessons learned from implementing this project should also be used to further revise the platform model. These should include the importance of having a physical presence in countries, staff dedicated to platform objectives and activities, resources to provide services and products valued by platform members and partners, and effective strategic plans and communication strategies based on the local context. In addition, GAN Global should decide, based on the experience implementing this project, whether it has the mandate and interest of its governing board to focus on vulnerable populations in future projects. If so, the revised model should also consider the emerging competitive advantage of GAN in brokering alliances between organizations that prepare vulnerable youth for employment and employers that could provide WBL opportunities.

5. Before establishing GAN platforms, or during the design of future projects, GAN Global should conduct a proper scoping assessment to determine the most appropriate modus

operandi. The scoping assessment should help GAN determine whether there is an appropriate hosting organization, such as an employer federation, another business association, or a large company. If not, the scoping assessment should help determine if GAN might work in partnership with other organizations focused on WBL initiatives. The scoping exercise should also help GAN determine the willingness and ability of both employers and civil society organizations to participate in activities and develop strategies to increase WBL programs that benefit youth, including those who are vulnerable and marginalized, if GAN decides to continue to work with these populations.

7.3. Recommendations for GAN Argentina

6. GAN Argentina should partner with AHK to develop an online dual education training program to be implemented in selected provinces outside Buenos Aires. AHK is interested in converting its dual education training to an online format so it can be offered to youth living in provinces outside of Buenos Aires. This could present an interesting opportunity for companies that operate in these provinces to provide WBL opportunities to vulnerable youth. The dual education online training also would provide an opportunity for the project to share WBL information with parents and teachers who often directly influence youth. If a partnership with AHK can actually reach vulnerable youth in provinces, especially those affected by the COVID-19 pandemic, GAN should consider this initiative in an extension period.

7. GAN Argentina should further develop its capability of playing a brokering role between employers and government agencies or NGOs that have programs to prepare vulnerable youth for employment. GAN Argentina has collaborated with the Noemi project to help link it to companies that provide WBL opportunities to vulnerable youth targeted by the Noemi project. While the actual number of alliances that GAN Argentina has been able to broker is limited, the potential is high. The first step to strengthen its brokering capability would be to recruit both government and NGOs that prepare vulnerable youth for employment. GAN Argentina should also increase the number of platform member companies that might offer WBL programs (see Recommendation 1).

7.4. Recommendations for GAN Costa Rica

8. GAN Costa Rica should develop an alliance with INA to help implement the dual education system. INA has resources to implement the dual education system but is looking for employer partners that would be willing to provide the practicums. GAN Costa Rica is well positioned to help INA identify platform members, as well as other companies for which youth can carry out the work experience component of the dual education system approach. GAN Costa Rica can also bring NGO partners to the alliance to help INA build the competencies of vulnerable youth so they are able to participate in the dual education system. An alliance with INA, employers, and NGOs helping prepare vulnerable youth for employment could be a focus if the project is extended.

9. GAN Costa Rica should continue to pursue and formalize partnerships with SOS Children's Villages, Parque la Libertad, and other organizations that provide vulnerable youth with WBL opportunities in SMEs. At the time of the evaluation, GAN Costa Rica had entered into discussions with SOS Children's Village to provide online WBL training to vulnerable youth within SOS Children's Village's YouthCan! program and with Parque la Libertad and other partners to prepare vulnerable youth and place them in WBL programs with SMEs. Due to the COVID-19 pandemic, the collaboration with Parque la Libertad may have to be moved to virtual format. Nevertheless, these proposed alliances show potential to reach vulnerable youth with WBL programs that could serve as models for how GAN platforms can play a brokering role to prepare and place vulnerable and marginalized youth in WBL programs.

7.5. Recommendations for USDOL

10. USDOL should provide a no-cost extension to allow the project additional time to implement activities stalled by the COVID-19 pandemic, as well as to implement the sustainability strategy. The project has had to postpone and reschedule events such as conferences, trainings, and studies. It is also in the process of moving some events to virtual formats. The no-cost extension will provide the project sufficient time to reschedule and implement these activities. The project recently has developed a sustainability strategy. The no-cost extension will provide necessary time to implement the sustainability strategy's activities while extending the transition time from the project's funded activities to independent operations of the platforms.

The project has developed two no-cost extension scenarios. The first scenario assumes a one-month no-cost extension until July 31, 2020. The second scenario assumes a three-month no-cost extension until September 30, 2020. However, based on the expenditure analysis in Section 4.3.1, the project has sufficient funds to extend the project until June 30, 2021 (12 months).⁷⁶ GAN should review the no-cost extension scenarios, including budgets, to determine how long it will take to expend the remaining grant funds and negotiate this projected end date with USDOL.

11. USDOL should consider providing GAN a cost extension if GAN is able to adjust the project design, including its strategies, to benefit vulnerable and marginalized youth affected by the COVID-19 pandemic with WBL programs. USDOL should consider providing a cost extension to GAN to implement platform-based strategies because they may have the potential to be effective at reaching vulnerable and marginalized youth. The project is well positioned to assist vulnerable youth with WBL programs assuming that the project design is modified. Minimally, the following modifications should be made in a cost-extension proposal:

- Define and elect the most effective and sustainable country-level operating mechanisms, which may or may not be platforms embedded in employer federations.
- Develop specific strategies to reach vulnerable and marginalized youth with WBL programs with particular attention to women (i.e., gender equity) and priority sectors for the countries.
- Define and propose those services and products valued by platform members, partners, and other stakeholders.
- Identify policies, regulations, and laws to be addressed by advocacy, including research activities.
- Focus primarily on Argentina and Costa Rica, where the project has the strongest presence and deepest experience, while considering Guatemala, Colombia, Uruguay, and Paraguay, where GAN has a substantial presence (this would have to be discussed and agreed upon with USDOL). A cost extension should not include Kenya because the youth employment space is crowded and highly competitive.
- Higher amount of financial resources allocated to countries rather than GAN Global in Geneva.

12. USDOL should ensure that grantees, especially those with limited grant management experience, have adequate M&E capacity including a M&E system that measures key results. While GAN committed to hiring an M&E officer as part of the project's management staff based in Geneva, it ended up providing a series of short-term contracts to an M&E consultant for

⁷⁶ Note that based on recent expenditure rates, the project believes it has enough funds to operate for up to eight months instead of the 12 months resulting from the analysis conducted by the evaluator.

specific tasks. Due to the nature of the short-term contracts, the M&E consultant was not available to provide project staff with on-going M&E support until late in the project's life. The lack of M&E capacity also affected the initial design of the M&E system including indicators to measure the extent to which vulnerable and marginalized youth benefitted from WBL programs, as well as the effectiveness of its networking strategies. A full-time M&E officer could have worked with project staff, including platform staff, to develop indicators to measure outcome effect level achievements and, at the same time, challenge staff's perceptions that platform members are unwilling to provide information to measure results. A full-time M&E officer could have helped build the M&E capacity of staff as well as GAN Global to help ensure data quality.

13. USDOL should avoid combining grants that have different objective and mandates. For administrative efficiency purposes, USDOL decided to add a relatively small ETA grant to the OCFT grant. To track the deliverables under the ETA grant, an output for the ETA grant was added as an output to the project funded by OCFT. From a project design point of view, the ETA output does not logically belong in the OCFT project's theory of change. From an accountability point of view, the ETA grant, to some extent, got lost in the much larger OCFT grant that likely decreased its effectiveness. In the future, USDOL should avoid combining grants when they have different objectives, mandates, and strategies and when effectiveness might be decreased. For example, the OCFT grant aimed to provide WBL programs for vulnerable and marginalized youth in Argentina, Costa Rica, and Kenya while the ETA grant aimed to promote (and help establish) general apprenticeship programs in the US.

APPENDIX A: SUMMARY OF GAN NATIONAL PLATFORMS PERFORMANCE RESULTS

The following analysis of the project's performance focuses on the project's progress in achieving the project's outcome and output indicator targets. Since the overall project objective does not include indicators, the evaluator was not able to assess its achievement. However, based on qualitative information gathered during the evaluation, the evaluator opines that the number of new or improved work-based learning (WBL) programs implemented by employers and other key stakeholders that benefit vulnerable and marginalized youth is minimal.

Appendix Table 1: Performance of Outcome 1 shows Outcome 1 and its indicators (OTC), its output and indicators (OTP), end of project (EOP) indicator targets, achievements against the indicator targets as of April 2020, and the variance or overall performance status.

Outcome 1 has three indicators. The first two are the *number of member companies in the WBL platforms* and the *number of partners in the WBL platforms*. The project set a target of 50 members and 10 partners for Global Apprenticeship Network (GAN) Argentina and 20 members and 8 partners for GAN Costa Rica.⁷⁷ When the targets were set, GAN Argentina, which was established in 2015, had approximately 37 members. Since the project established GAN Costa Rica, it did not have any members when the project started. In the April 2020 technical progress report (TPR), GAN Argentina reported 21 members while GAN Costa Rica reported 13. The Argentina and Costa Rica platforms fell short of their membership targets by 29 and 7 members, respectively. On the other hand, while GAN Costa Rica fell short of its partner target by 3, GAN Argentina exceeded its partner target by 13.

Interestingly, GAN Argentina reported 45 members and 8 partners in the 2018 and 2019 TPRs. The relatively sharp decrease in members from 45 to 21 and sharp increase in partners from 8 to 23 while the overall number of members and partners remained about the same suggests that members and partners were counted differently in previous TPRs. The deviation could be explained by the fact that GAN hired a new country coordinator in early 2020 who counted members and partners differently than the previous country coordinator.

The increase in new members and partners over the past couple of years has been relatively consistent in both Argentina and Costa Rica. In addition, only a core group of members and partners are actively participating in both countries. The need to increase membership and convince more members and partners to participate were mentioned as challenges by key informants during interviews.

It should be noted the original GAN network model required members and partners to sign a memorandum of understanding (MOU). Over time, the project learned that some members and partners that elected to collaborate with GAN preferred not to sign formal MOUs. Thus, the project decided to change the name to a WBL platform to reflect a less formal relationship. Along these same lines, the GAN platforms are moving away from the concept of formal membership and not requiring collaborating organizations to sign MOUs.

The third indicator is the *number of WBL platforms that submitted three-year strategic plans*. Both GAN Argentina and GAN Costa Rica completed and submitted their finalized three-year strategic plans in October 2019. The GAN Argentina strategic plan focuses on three broad areas including promoting the link between education and work, strengthening the WBL legal framework, and improving internal and external communications. The GAN Costa Rica strategic plan focuses on policy and advocacy to support the dual education law; promoting science, technology,

⁷⁷ Note that the project differentiates between a member and partner. A platform member is a company while a partner is NGO, foundation, or educational institution that collaborates with the platform.

engineering, and mathematics (STEM) education; WBL certifications; and training the workforce over 40 years of age in new skills required by the modern labor market. Interestingly, the focus on the over 40-year-old workforce is quite different than GAN Global's focus on youth apprenticeships.

Appendix Table 1: Performance of Outcome 1

Objectives and Indicators	EOP Target	Achieved April 2020	Variance
Outcome 1: WBL Platforms functioning in Argentina and Costa Rica			
OTC 1. Number of member companies in the WBL Platforms			
▪ Argentina	50	21	-29
▪ Costa Rica	20	13	-7
OTC 2. Number of partners in the WBL Platforms			
▪ Argentina	10	23	+13
▪ Costa Rica	8	5	-3
OTC 3. Number of WBL Platforms that submitted a 3-year strategic plan	2	2	0
Output 1.1: Regional/national assessments on WBL opportunities for vulnerable and marginalized youth available			
OTP 1. Number of national/regional assessments completed	2	2	0
OTP 2. Number of WBL Platforms established	2	2	0

The project has two output indicators that include the *number of national/regional assessments completed* and the *number of WBL platforms established*. The project completed the pre-situational assessment and the regional assessment in October 2018. According to project staff, the pre-situational assessment and regional assessments were not useful because they were too broad and general. Furthermore, the pre-situational assessment included a survey that had a very low response rate.

Regarding the OPT 2, the project initially intended to establish GAN platforms in Costa Rica and Kenya and strengthen the existing platform in Argentina. For a variety reasons, including a perceived lack of interest from the Federation of Kenyan Employers (FKE) that was the intended host organization, GAN was not able to establish a platform in Kenya. During the revision of the Comprehensive Monitoring and Evaluation Plan (CMEP) in 2019, the target was reduced from three to two platforms established. In the opinion of the evaluator, the original target of three platforms should not have been changed because the project attempted, unsuccessfully, to establish the platform.

Appendix Table 2 shows Outcome 2 and its indicator, its four outputs and their indicators, end of project indicator targets, achievements against the indicator targets as of April 2020, and the overall performance status. The indicator for Outcome 2 is the *number of companies/ institutions that meet at least one of the three criteria indicating active participation with the GAN*. The three criteria include a signed MOU, regular annual attendance of platform meetings (50 percent), and active participation in platform activities. The project set a target of 10 for both Argentina and Costa Rica. Both countries exceeded the target. Argentina reported 22 companies or institutions actively participating while Costa Rica reported 25 active participating companies and institutions. The overachievement of the indicator targets can be explained by the fact that some companies and organizations, such as foundations and non-governmental organizations (NGO), are willing to participate in the platforms but are not willing to sign MOUs.

Of the three participation criteria noted above, the most useful to gauge active participation is the third. In the opinion of the evaluator, that a participant signed an MOU and attended half of the GAN platform meetings does not indicate active participation. However, active participation in GAN activities and projects, including ongoing communication and collaboration, is subjective and, thus, would benefit from a more tangible indicator and definition. As noted previously, the project is moving away from formal membership because some companies that are willing to collaborate are not willing to sign MOUs. Within this context, the project might consider replacing OTC 1 and 2 with OTC 4 to measure how the platforms function under Outcome 1. In the opinion of the evaluator, counting the number of members and partners (OTC 1 and 2) because they signed MOUs is less useful than counting the number of companies and organizations that actively participate and contribute to the platform's objectives.

Outcome 2 includes three outputs and eight output indicators that are focused largely on promoting WBL programs.⁷⁸ Output 2.1 has two indicators. OTP 3 measures the amount of media exposure while OTP 4 measures the completion of the communication strategy. GAN Argentina exceeded its media exposure target by 54 while GAN Costa Rica exceeded its target by 725.⁷⁹ The majority of GAN Costa Rica media exposure achievements were Facebook post-engagements (1,034) stemming from the TEDx Lifelong Learning event. Both GAN platforms in Argentina and Costa Rica finished their communication strategies in early 2020.

Appendix Table 2: Performance of Outcome 2

Objectives and Indicators	EOP Target	Achieved April 2020	Variance
Outcome 2: Increased cooperation and collaboration among employers and key stakeholders regarding WBL programs for vulnerable and marginalized youth			
OTC 4. Number of companies/institutions that meet at least one of the three criteria indicating active participation with the GAN			
▪ Argentina	10	22	+12
▪ Costa Rica	10	25	+15
Output 2.1: Communications strategy on WBL for vulnerable and marginalized youth implemented in target countries			
OTP 3. Number of instances of PR media exposure			
▪ Argentina	510	564	+54
▪ Costa Rica	523	1,248	+725
OTP 4. Number of countries with a communication strategy developed	2	2	2
Output 2.2: Improved educational and awareness-raising materials, inclusive of vulnerable and marginalized youth, are available			
OTP 5. Number of promotional documents and/or videos shared with employers and other stakeholders			
▪ Argentina	12	21	+9

⁷⁸ The project's results framework includes Output 2.4: *US employers sensitized on international WBL initiatives for vulnerable and marginalized youth* and OTP 11, *number of participants representing US employers that attended a GAN event*. This output and output indicator refer to a grant provided to GAN by the USDOL Employment and Training Administration that is not part of this evaluation.

⁷⁹ Social media disaggregation for Argentina: Twitter (301 engagements); Facebook (68 post-engagements); LinkedIn (4 comments, 1 share and 188 follows). Social media disaggregation for Costa Rica: Twitter (176 engagements); Facebook (1,034 post-engagements); LinkedIn (2 comments and 36 follows).

Objectives and Indicators	EOP Target	Achieved April 2020	Variance
Outcome 2: Increased cooperation and collaboration among employers and key stakeholders regarding WBL programs for vulnerable and marginalized youth			
▪ Costa Rica	11	15	+4
Output 2.3: Networking/coordination strategy for improving WBL programs for vulnerable and marginalized youth implemented in target countries			
OTP 6. Number of representatives from companies or partners that attended an event conducted in one of the target countries			
▪ Argentina	100	316	+216
▪ Costa Rica	130	1,794	+1,664
▪ Kenya	50	39	-11
OTP 7. Number of GAN or Platform events related to WBL conducted in one of the target countries			
▪ Argentina	8	22	+14
▪ Costa Rica	9	19	+10
▪ Kenya	1	1	0
OTP 8. Number of non-GAN events related to WBL topics in which target WBL Platforms participated or attended			
▪ Argentina	16	25	+9
▪ Costa Rica	16	51	+25
▪ Kenya	4	7	+3
OTP 9. Number of events by a different WBL Platform in which target countries participated in or attended			
▪ Argentina	3	3	0
▪ Costa Rica	3	0	-3
▪ Kenya	1	0	-1
OTP 10. Number of times representatives from one of the target countries attended an event conducted by GAN Secretariat			
▪ Argentina	5	16	+11
▪ Costa Rica	5	21	+16
▪ Kenya	4	1	-3

Output 2.2, which is the availability of improved educational materials that include vulnerable and marginalized youth, has one indicator. OPT 5 is the *number of documents and videos shared with employers and stakeholders*. GAN Argentina exceeded its target by nine while GAN Costa Rica exceeded its target by four.⁸⁰ The documents and videos included WBL informational and educational themes.

Output 2.3 refers to the networking and coordination strategy to involve vulnerable youth and has five output indicators. OPT 6 is the *number of representatives from companies or partners that attend an event conducted in one of the target countries*. GAN Argentina and GAN Costa Rica exceeded their indicator targets by 216 and 1,664, respectively. The project set an indicator target of 50 and reported an achievement of 39. The significant over achievements of the targets by the project in Argentina and Costa Rica can be explained, in part, because the project set

⁸⁰ The project reported that the *Mythbuster Booklet* developed by GAN Costa Rica was completed but has not been formally released.

conservative targets for attendance and the events drew more attendees than expected. This was especially true for the events in GAN Costa Rica, including the SQL Saturday Conference Side Event, Vocational Fair with the National Technical University, TEDx Lifelong Learning, and the Latinity Conference.

OPT 7 is the *number of GAN or platform events related to WBL conducted in one of the target countries*. GAN Argentina and GAN Costa Rica exceeded their indicator targets by 14 and 10 events, respectively. In Argentina, the events included dual education trainings, communication strategy workshops, strategic planning workshops, and congressional visits to WBL programs. In Costa Rica, the events included WBL training for small and medium sized enterprises (SME), dual education training, strategic planning workshops, communication strategy workshops, employment fairs, and STEM related activities. The project planned and conducted one event in Kenya, which was the GAN kick-off event. However, since the platform was not established, the anticipated launch of the GAN platform was not conducted.

OPT 8 is the *number of non-GAN events related to WBL topics in which target WBL platforms participate or attend*. The project set targets for the number of events that GAN staff would attend as a way to help measure collaboration and coordination. GAN Argentina exceeded its target of 16 events by 9 while GAN Costa Rica also exceeded its target of 16 by 25.

OPT 10 is the *number of times representatives from one of the target countries attend an event conducted by GAN Secretariat*. This indicator tracks participation in GAN Global events by platform staff. The project set targets for Argentina, Costa Rica, and Kenya of five, five, and four, respectively. GAN platform staff in Argentina and Costa Rica attended more events than initially anticipated and planned while the project underachieved the target in Kenya due primarily to the fact that GAN was unable to establish a platform and, thus, did not have a physical presence in the country.

In summary, the majority of Outcome 2 indicators focus on media exposure, promotional documents and videos, organizing events, and attending events. In most cases, the project exceeded or significantly exceeded the indicator targets. While it may be important for the project to track these kinds of output indicators to assess the effectiveness of its communication strategy, these indicators do not really measure Outcome 2, which is *increased cooperation and collaboration among employers and key stakeholders regarding WBL programs for vulnerable and marginalized youth*. A similar future project would benefit from a set of concrete indicators to measure this outcome, such as the number of alliances brokered by GAN that prepare and provide WBL opportunities to vulnerable youth (i.e., alliance between Texas Tech and Monge Foundation and potential alliances with SOS Children's Villages and Parque la Libertad in Costa Rica).

Appendix Table 3 shows Outcome 3 and its indicator, its two outputs and their indicators, end of project indicator targets, achievements against the indicator targets as of April 2020, and the overall performance status. OTC 5 is the *number of WBL-related issues introduced into policy discussion*. Both GAN Argentina and Costa Rica set a target of two policy issues each. As of April 2020, Argentina achieved one while Costa Rica has yet to achieve its target of two policy issues introduced into discussion. The achievement in Argentina was the creation of a category for interns or apprentices to facilitate enrolling them in the national insurance plan.

Appendix Table 3: Performance of Outcome 3

Objectives and Indicators	EOP Target	Achieved April 2020	Variance
Outcome 3: Improved enabling environment to support WBL opportunities in target countries			
OTC 5. Number of WBL-related issues introduced into policy discussion			
▪ Argentina	2	1	-1
▪ Costa Rica	2	0	-2
Output 3.1: New and/or improved information about WBL-related issues available in target countries			
OTP 12. Number of research products related to WBL issues produced			
▪ Argentina	4	2	-2
▪ Costa Rica	2	1	-1
▪ Kenya	1	0	-1
Output 3.2: Evidence-based policy advocacy on WBL-related issues conducted in target countries			
OTP 13. Number of WBL-related policy issues advocated in target countries			
▪ Argentina	2	1	-1
▪ Costa Rica	2	2	0

Output 3.1 refers to new or improved WBL information to facilitate changes in the enabling environment. OPT 12 is *number of research products related to WBL issues produced*. The project set research targets of four, two, and one for Argentina, Costa Rica, and Kenya, respectively. As of April 2020, GAN Argentina reported two research reports including the "Labor Integration Practices in Marginal Neighborhoods - the CEDEL Experience" and "Apprenticeships for Young People in Business." GAN Costa Rica reported the completion of one research report, "Level of Implementation of the Sustainable Development Goals in Costa Rica's Private Sector." While the project did not achieve a research report for Kenya as of April 2020, the Global Development Incubator (GDI) is in the process of conducting research on the creative sector in Mombasa that is funded by the project.

Output 3.2 is *evidence-based policy advocacy on WBL-related issues conducted in target countries* and its indicator, OPT 13, is *the number of WBL-related policy issues advocated in target countries*. The project set a target of two policy issues advocated in each platform country. As of April 2020, GAN Argentina reported one while GAN Costa Rica reported two. The advocacy activity for Argentina is the "Proposal to Develop a Better System of Educational Practices" that was used to help create a separate category for interns and apprentices to facilitate their enrollment in the national insurance plan.⁸¹ In Costa Rica, GAN conducted activities to promote STEM careers and provided content and ideas toward the creation of regulations associated with the new dual education law.

Appendix Table 4 shows the evaluator's ratings of the achievement of the project's objective and outcomes. The rating scale consists of low, moderate, moderate high, and high achievement

⁸¹ The document, which identified obstacles and challenges faced by companies and youth related to WBL as well as limitations of the legal framework, is a collaboration between GAN Argentina and Education and Policy Department at UIA.

categories. The data points for the ratings include the project’s TPRs (narrative and Annex A), interviews with key stakeholders, and the evaluator’s professional opinion.

Project Objective. The evaluator rated the achievement of the project objective low because the evaluation was not able to find evidence that, as a result of project interventions, employers and other stakeholders increased the number of new or improved WBL programs for vulnerable and marginalized youth. As noted in Section 4.2.7 of the main evaluation report, the project’s CMEP (Theory of Change) did not include indicators to measure whether WBL programs for vulnerable and marginalized youth increased. Thus, empirical evidence was not available to the evaluator to assess achievement.

Based on qualitative information gathered during interviews, the evaluator opines that the number of new or improved WBL programs implemented by employers and other key stakeholders that benefit vulnerable and marginalized youth is minimal. As described in Section 4.1.1 of the evaluation report, this can be explained by the fact that the project’s design did not include specific interventions to reach vulnerable populations. While GAN Costa Rica has laid the groundwork to reach vulnerable and marginalized youth through a proposed alliance with Parque la Libertad and other key actors, the alliance has yet to be implemented.

Appendix Table 4: Evaluator Ratings of Project Objective and Outcome Achievements

Project Objective: New or improved WBL programs for vulnerable and marginalized youth implemented by employers and other key stakeholders	
Achievement	
Outcome 1: WBL Platforms functioning in Argentina and Costa Rica.	
Achievement	
Outcome 2: Increased cooperation and collaboration among employers and key stakeholders regarding WBL programs for vulnerable and marginalized youth.	
Achievement	
Outcome 3: Improved enabling environment to support WBL opportunities in target countries.	
Achievement	

Outcome 1. The evaluator rated the achievement of Outcome 1 as moderately high because the project established a GAN platform in Costa Rica and strengthened the existing GAN platform in Argentina as planned. While GAN was not able to establish a GAN platform in Kenya, it is collaborating with local organizations to implement WBL training and research activities, which represents an alternative modus operandi for GAN to pursue in countries where establishing a GAN platform may not be feasible.

As explained in Section 4.1.2, the original GAN *network* model was not a relevant mechanism to promote WBL programs among private sector actors. In time, GAN learned the importance of

having a diverse mix of organizations participating in the platform and that the platforms require access to resources to pay staff salaries and implement concrete activities that produce services and products that members and partners value. The GAN network model evolved into the GAN *platform* model. While the current GAN platform model appears to be an effective mechanism to promote WBL programs, it should be evaluated in the future to determine its effectiveness.

Outcome 2. The evaluator rated the achievement of Outcome 2 as moderate. The moderate rating is based on the fact that the platforms in Argentina and Cosa Rica have been able to implement a few activities that increased cooperation and collaboration among employers and key stakeholders. These include the alliance between the University of Texas Tech Costa Rica and the Monge Foundation and the collaboration with AHK to provide dual education training to employers and other stakeholders in both Argentina and Costa Rica. In addition, the proposed alliances with SOS Children's Villages and Parque la Libertad show promise in Costa Rica. One of the major challenges, however, is for the GAN platforms to increase the number of organizations who are actively participating.

Outcome 3. The evaluator rated the achievement of Outcome 3 as moderate. The project conducted three important research projects and is in the process of finishing three additional research projects aimed at advocating for improvements in the enabling environment. In particular, the GAN supported research on a better system of educational practices that led to the creation of a separate category for interns and apprentices to facilitate their enrollment in the national insurance plan. Nevertheless, at the time of the evaluation, the only major advocacy achievement was the creation of the separate category for interns and apprentices to facilitate access to insurance in Argentina.

APPENDIX B: LIST OF DOCUMENTS REVIEWED

- Cooperative Agreement Grant Award IL-29557-16-75-K--1
- Project Revisions (#1 through #4)
- Project Document “Promoting Apprenticeships”
- Comprehensive Monitoring and Evaluation Plan (CMEP)/Annexes and Tools
- Technical Progress Reports/Annexes (April 2017 through April 2020) with Annexes including workplans
- Project Budget and Expenditure Report, March 2020
- Project midterm evaluation report
- GAN National Networks Toolkit 2017
- Pre-situation Assessment Report for GAN Argentina and GAN Costa Rica
- Regional Assessment: Apprenticeship Systems and Work-based Learning in Latin America
- GAN Sustainability Strategy
- GAN Argentina Strategic Plan (2020-2022)
- GAN Costa Rica Strategic Plan (2020-2022)
- GAN Argentina Communication Strategy
- GAN Costa Rica Communication Strategy
- Practicas de Aprendizaje Laboral de Jovenes en Empresas
- Memorandum of Understanding between GAN Global and UIA
- Memorandum of Understanding between GAN Global and UCCAEP
- Argentina: Apprenticeship Good Practices Catalogue
- Argentina: Programa de Integración Laboral (PIL) llevado a cabo por el Centro de Desarrollo Emprendedor y Laboral (CEDEL)
- Argentina: Investigación sobre la política de Acciones de Entrenamiento para el Trabajo de jóvenes en situación de vulnerabilidad dentro del empleo formal, en el marco de la Secretaría de Empleo de la Nación.
- Argentina: Diseño de una propuesta para hacer un mapeo de la Educación Técnica Profesional en todo el territorio argentino, que incluya a cada institución, junto a su oferta y sus normativas
- Costa Rica: Apprenticeship Good Practices Catalogue
- Costa Rica: Procedural Manual for Professional Internships
- Costa Rica: Objetivos de desarrollo sostenible (ODS): Alineamientos y avance de empresas con presencia en Costa Rica
- Costa Rica: Propuesta de apoyo formativo en tiempos de crisis (COVID-19) YouthCan! - GAN Costa Rica
- Costa Rica: Proyecto Feria de empleabilidad

- Costa Rica: Propuesta de proyecto para promover pasantías en las pequeñas empresas a través de mentorías
- Costa Rica: TEDx Lifelong Learning Event Report
- Costa Rica: Study for Science, Technology, Engineering, and Mathematics

APPENDIX C: SCHEDULE OF MEETINGS

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APPENDIX D: LIST OF INTERVIEWEES AND FGD PARTICIPANTS

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APPENDIX E: STAKEHOLDER WORKSHOP AGENDA AND PARTICIPANTS

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APPENDIX F: INTERVIEW AND FOCUS GROUP GUIDES

APPENDIX G: TERMS OF REFERENCE
