



FINAL EVALUATION BRIEF | NOVEMBER 2021

## BETTER UTILIZATION OF SKILLS FOR YOUTH (BUSY) THROUGH QUALITY APPRENTICESHIPS IN KENYA

SUPPORTING THE DEVELOPMENT OF NATIONAL SKILLS DEVELOPMENT LEGISLATION & BUILDING EMPLOYER CAPACITY AROUND WORKPLACE-BASED TRAINING INTERVENTIONS FOR YOUTH.

Youth trained on garment making busy at work at the Kitui County Textile Centre. Photo courtesy of BUSY Project.

### PROJECT OVERVIEW

**Project Period of Performance:** September 1, 2016 – December 31, 2021  
**Project Funding Amount:** \$3,000,000

BUSY's overall goal was to increase decent job creation and employability of young people, thereby contributing to reducing unemployment, vulnerability, and poverty for vulnerable and marginalized youth.

The project built the capacity of 1) government to improve laws and policies; and 2) employers, workers' and civil society organizations to establish and expand workplace-based training (WBT) programs, with a specific focus on vulnerable and marginalized youth aged 16 to 24. BUSY included pilot initiatives in Busia, Kilifi, and Kitui counties.

USDOL commissioned Management Systems International to conduct an independent final performance evaluation of BUSY. [Full report results and learning.](#)

### KEY RESULTS



**OUTCOME 1: LAWS OR POLICIES SUPPORTING QUALITY WORKPLACE-BASED TRAINING OPPORTUNITIES FOR YOUTH IN KENYA, INCLUDING VULNERABLE AND MARGINALIZED YOUTH, ARE IMPROVED AND/OR IMPLEMENTED BY KEY STAKEHOLDERS.**

- Outcome 1 was achieved. BUSY supported the development of a draft National Skills Development Policy (NSDP) and National Skills Development Bill (2021). The draft NSDP is awaiting cabinet approval.
- BUSY supported the State Department for Post Training and Skills Development (SDPTSD) to develop draft legislation to establish the National Skills Development Council (NSDC). At the county level, Busia County developed an apprenticeship policy to guide related programs, while Kitui County advanced in developing a county youth policy.



**OUTCOME 2: KENYAN EMPLOYERS, WORKERS' ORGANIZATIONS, AND OTHER STAKEHOLDERS IMPLEMENT BEST PRACTICES RELATED TO WORKPLACE-BASED TRAINING FOR YOUTH, INCLUDING VULNERABLE AND MARGINALIZED YOUTH.**

- BUSY completed most activities under Outcome 2. Some activities such as master craftsperson (MCP) training and certification were not completed, but the capacity of key stakeholders, including government, to deliver on their skills training mandates and support WBT interventions was enhanced.
- The evidence-based approach to identifying and responding to challenges in providing WBT was one key enabler for results seen under Outcome 2. Detailed analysis of prevailing issues and challenges preceded nearly all tools developed and other interventions implemented under this outcome.



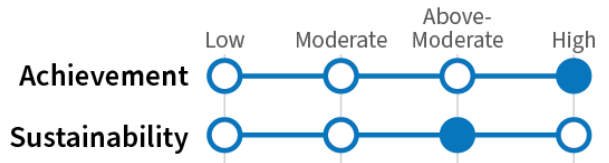
**OUTCOME 3: THE QUALITY OF EXISTING PUBLIC AND PRIVATE PROGRAMS IN KENYA THAT PROVIDE VULNERABLE AND MARGINALIZED YOUTH WITH PREREQUISITE SKILLS TO ENTER WORKPLACE-BASED TRAINING PROGRAMS IS IMPROVED.**

- Overall, BUSY achieved Outcome 3. However, pending activities, such as training of pre-apprenticeship service providers, will need to be completed in the project's extended period of performance. Consequently, results were not yet visible to people outside the project, as youth had not yet been trained and implementation of the best practices in WBT had not been actualized.
- Participant and partner ownership of intervention was the key driver of results achieved under Outcome 3. Notably, local stakeholders created coordination committees (WBTCs). Furthermore, the committees were supported through the initial governance challenges they faced, making them stronger.

## DETAILED RESULTS

### OUTCOME 1

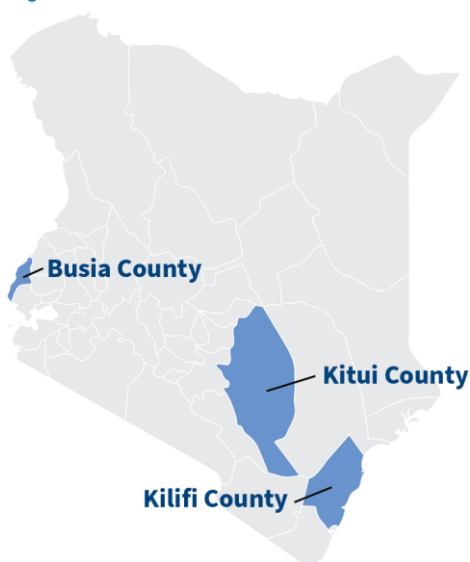
Under Outcome 1, BUSY supported development of a draft NSDP and draft National Skills Development Bill (2021) through a consultative process. The support included a study on gaps in relevant laws and policies supporting quality WBT programs in Kenya, which provided background information for the development of the policy. At the time of evaluation fieldwork, the draft NSDP policy awaited cabinet approval. The project’s target for a fully approved policy was revised to be for a draft policy following recommendations from interim performance evaluation, given the projects’ remaining time frame and experiences with policy formulation in Kenya, which was, often, a lengthy process.



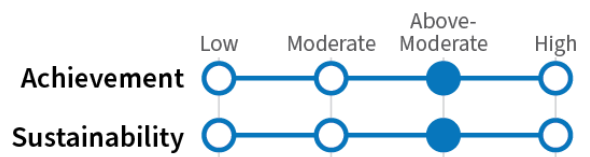
BUSY project further supported the process towards establishment of a NSDC to operationalize the policy. With project support, the SDPTSD developed draft legislation to establish the NSDC. The council, once established, will regulate and register skills development service providers.

At the county level, the project prompted Busia County to develop and finalize an apprenticeship policy. This will guide training programs on apprenticeship in the county. The project provided technical support to the development of a draft Kitui County youth policy, which includes WBT provisions. The draft county-level policy awaits finalization of the national youth policy. If all policies are implemented, WBT has a high potential for sustainability in the target counties.

### OUTCOME 2



Under Outcome 2, the project achieved most outputs with a few activities still pending at the time of the evaluation. A Pre-Situation Analysis (PSA) on the situation of formal employers, MCPs, youth and workers was carried out, focusing on attitudes and barriers to participation in WBT. This informed the project interventions. Project supported social dialogue sessions were used to disseminate results from the PSAs to stakeholders. Post situation analysis were pending at the time of the evaluation, following delays related to COVID-19 regulations. Pending activities were planned for in the project’s extended period of performance.




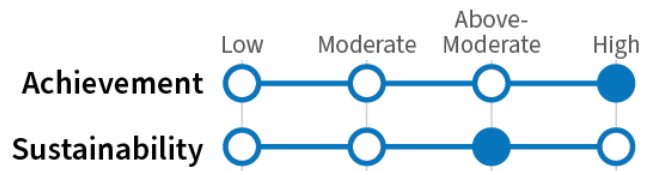
The project developed a communication strategy to enhance attitudinal change and stimulate support and commitment toward improved WBT. Each county contextualized the communication strategy to their situation and circumstances. Consequently, teams led by county WBTCC members convened 27 social marketing forums across the three counties, targeting government officers, community-level leaders, employers, and youth representatives. Approximately 50 participants attended each session, where the messages conveyed focused on opportunities and potential for WBT.

Through partners, the project rolled out plans to introduce awards and a recognition system for outstanding MCP trainers, employers, and graduates, who would then act as role models in WBT. Partners, coordinating through the WBTCC, selected 21 awardees for public recognition of achievement across several different categories. The actual awards presentation was scheduled for September 2021. To improve working conditions in the informal sector, the BUSY project supported a capacity assessment of county labor inspectors and relevant agencies on supervision of decent working conditions. The project then engaged the Department of Occupational Safety and Health Services (DOSHS) to review and enhance the occupational safety and health standards and safe working conditions manuals and protocols. The project further contracted ITC-ILO to conduct online e-coaching training of trainers on improving safety and health in small and micro enterprises. A total of 28 participants were trained between January and March 2021. Trained officers are expected to apply the new knowledge and use the materials to train officers across the target counties.

Through partnership with NITA, the project supported development of curriculum guidelines for upgrading pedagogy skills and mentorship skills for an estimated 150 MCPs. Training was scheduled to take place during the project’s extended period of performance. The project further developed guidelines and a plan for Recognition of Prior Learning (RPL) and use of the guidelines for assessment and certification of 144 MCPs. The evidence-based approach to identifying and responding to challenges identified in the provision of WBT was one of the key enablers for the results seen under Outcome 2. Sustainability of the interventions was above moderate, subject to finalization and implementation of pending activities.

### OUTCOME 3

 Under Outcome 3, Work Based Training Coordination Committees (WBTCCs) were established and operationalized in each county and at the national level. The national-level WBTCC brought together technical staff from relevant government departments and project partners. This was replicated across target counties, where WBTCCs brought together county-level staff, officers from relevant national government ministries and departments, Jua Kali (informal sector) representatives, private sector representatives, and religious leaders. County government presence in all WBTCCs was evident, though with notable variations. In Busia County, for example, county government officials chaired and generally coordinated the WBTCC, signaling a high potential for their sustainability post project. In Kitui and Kilifi, the county governments were well represented in the WBTCCs (including county government officers chairing the committees), but the county leadership had not shown clear support to the committees. The project further collaborated with Technical and Vocational Education and Training Authority (TVETA) to conduct a rapid scoping study to determine pre-apprenticeship programs in Kenya and the service providers. From the study, concluded in July 2020, an estimated 129 pre-apprenticeship training providers were profiled in Busia, Kilifi, and Kitui counties. The project contracted TVETA to develop a curriculum for the pre-apprenticeship programs’ providers and train them. The training was expected to take place in the project extension period of performance, to equip employers, workers, government, and training providers with skills to provide pre-apprenticeships for vulnerable youth. The key results driver in Outcome 3 was the project participants and partners’ ownership of interventions, achieved through the constitution of coordination committees by the local-level stakeholders.



### PROMISING PRACTICE

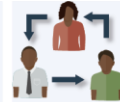
Working with the national government to pursue national-level goals, while also working with county government and other local structures to address local challenges, was an effective strategy. This approach enabled the project to pursue and achieve quicker gains at the county level, while also pursuing slower-paced interventions at the national level.

## LESSONS LEARNED

This final performance evaluation identified the following lessons learned:



Supporting national and local-level policies is important if development interventions are to be sustained, especially by governments.



Effective coordination between project partners and stakeholders is the main ingredient in the success of projects.



Developing a full policy document takes time, but components of a policy can still be more quickly developed and implemented while the full policy is discussed at the national level.



Local-level targeted interventions generate faster impacts and could be scaled nationally.



Developing policy requires establishing an inter-institutional coordination mechanism that ensures high operational standards, even in difficult administrative/political contexts.

## RECOMMENDATIONS

This final performance evaluation identified the following recommendations, organized according to the intended audience. The full report includes recommendations directed at national stakeholders:

### ILO



Ensure adequate training of MCPs as planned. Project impact should be visible to the project participants (MCPs and youth). This will be possible when MCPs are trained and when they can use the gained skills to train youth. This calls for the completion of pending training for MCPs on entrepreneurship and business management training.



Future programs should ensure that data disaggregation is mainstreamed across all reporting tools and documents. Project data in reports and documents should be disaggregated by gender and possibly location (rural and urban) to better understand the distribution of project results and impact.



Fundraise aggressively from all potential donors – international, national, local, and civil society based – in support of WBT work in Kenya. The BUSY Project laid the groundwork for more work on WBT by enhancing the capacity of relevant structures and institutions. Moving ahead, utilize best practices in WBT.



Coordinate with partners to ensure that all pending project activities are implemented as planned before the project closure.

### USDOL



Consider supporting a demonstration of the best practices in WBT that MCPs were trained on, through supporting the MCPs in their training of youth. Otherwise, the skills and knowledge gained by MCPs might remain only in theory and may not be used.



Consider supporting interventions that promote decent working conditions in the informal sector, particularly those related to raising awareness on health and safety, workers' rights and wages, as well as on changing practices around the increased manifestation of child labor in the informal sector. This includes monitoring and addressing child labor in the context of home-based economic engagements.

## EVALUATION METHODS

The evaluation adopted a qualitative approach. This involved review of project documents and other relevant literature, field visits to the project sites and observations, 33 individual key informant interviews, and five focus group discussions (with a total of 50 participants). Respondents reached were project staff, tripartite partners, other project partners at the national and county levels, and project participants at the county level.

*Funding for this evaluation was provided by the United States Department of Labor. This material does not necessarily reflect the views or policies of the United States Department of Labor, nor does the mention of trade names, commercial products, or organizations imply endorsement by the United States Government.*