

Final Performance Evaluation: Better Utilization Skills for Youth (BUSY) through Quality Apprenticeships in Kenya

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The views expressed in this report are those of the author and do not necessarily reflect those of the USDOL, the ILO, FKE, COTU, the MOLSP, the NITA, the TVETA, the SDPTSD, or any other project stakeholder interviewed.

Table of Contents

Acknowledgments	2
Acronyms	5
Executive Summary	6
Main Results	6
Lessons Learned	10
Promising Practices	11
Key Recommendations	11
Introduction	13
Evaluation Objectives and Methodology	13
Project Context and Description	17
Evaluation Results	20
Evaluation Question 1	20
Evaluation Question 2	22
Evaluation Question 3	23
Evaluation Question 4	24
Outcome 1	24
Outcome 2	26
Outcome 3	28
Evaluation Question 5	31
Evaluation Question 6	32
Evaluation Question 7	32
Evaluation Question 8	33
Evaluation Question 9	34
Evaluation Question 10	35
Evaluation Question 11	36
Evaluation Question 12	37
Lessons Learned	37
Promising Practices	38
Conclusions	38
Recommendations	39
Annex A: Performance Management Plan (PMP) Indicators and Targets	42
Annex B: Project Status on Implementation of Recommendations from the Interim Performance Evaluation	48
Annex C: Evaluation Terms of Reference	53
Annex D: List of People Interviewed	68
Annex E: List of Studies Carried Out as Part of the BUSY Project	69
Annex F: BUSY Project Theory of Change	70

Annex G: Bibliography..... 71

Acronyms

BUSY	Better Utilization of Skills for Youth
CMEP	Comprehensive Monitoring and Evaluation Plan
COTU	Central Organization of Trade Unions (Kenya)
DOSHS	Directorate of Occupational Safety and Health Services
DWCP	Decent Work Country Program
FKE	Federation of Kenya Employers
GDP	Gross Domestic Product
ILAB	Bureau of International Labor Affairs (USDOL)
ILO	International Labour Organization
ITCILO	International Training Centre of the International Labour Organization
KNBS	Kenya National Bureau of Statistics
KNQA	Kenya National Qualifications Authority
KYEOP	Kenya Youth Empowerment and Opportunities Project
MCP	Master Craftsperson
M&E	Monitoring and Evaluation
MOLSP	Ministry of Labour and Social Protection
MSEA	Micro and Small Enterprises Authority
MSME	Micro, Small, and Medium Enterprises
MSI	Management Systems International Inc.
NEET	Not in Education, Employment, or Training
NITA	National Industrial Training Authority
NSDC	National Skills Development Council
NSDP	National Skills Development Policy
OSH	Occupational Safety and Health
PAC	Project Advisory Committee
RPL	Recognition of Prior Learning
SDG	Sustainable Development Goal
SDPTSD	State Department of Post Training and Skills Development (Kenya)
TOC	Theory of Change
TOR	Terms of Reference
TPR	Technical Progress Reports
TVET	Technical and Vocational Education and Training
TVETA	Technical and Vocational Education and Training Authority
UN	United Nations
UNDAF	United Nations Development Assistance Framework
U.S.	United States
USDOL	U.S. Department of Labor
WBT	Workplace-Based Training
WBTCC	Workplace-Based Training Coordination Committee

Executive Summary

This report presents the findings of the final evaluation of *Better Utilization of Skills for Youth through Quality Apprenticeships in Kenya*, known as the BUSY Project. BUSY was a \$3 million project funded by the U.S. Department of Labor (USDOL) for four years with the goal of increasing decent job creation and employability of young people, thereby contributing to reducing unemployment, vulnerability, and poverty for vulnerable and marginalized youth.¹ It was a pilot initiative in Busia, Kilifi, and Kitui counties. The project focused on building the capacity of 1) government to improve laws and policies; and 2) employers, workers' and civil society organizations to establish and expand WBT programs, with a specific focus on vulnerable and marginalized youth aged 16 to 24.² The project has a particular focus on adolescents aged 16 and 17, at or above the legal working age, who are engaged in or are at risk of engaging in hazardous work. The fieldwork for this evaluation took place from June 14 to July 12, 2021. Consultations took place through individual interviews with 32 key informants, five focus group discussions (with a total of 60 participants), and evaluator visits to the project sites, as appropriate.

Main Results

Project Design and Theory of Change

The project'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. This was to be achieved through three key outcomes. The first outcome was the improvement of laws and policies that support quality WBT opportunities for youth in Kenya. The second was the implementation of best practices in WBT by employers, workers' organizations, and other stakeholders. The third objective was the improvement of the quality of existing public and private programs in Kenya that provide vulnerable and marginalized youth with prerequisite skills to enter WBT programs. The evaluation results indicate that the project Theory of Change (TOC) was logically consistent with a traceable linkage between activities and outputs, outcomes and the overall project goal. Furthermore, the results were categorized into medium-term outcomes and long-term outcomes, which cumulatively led to the project goal.

A review of the project strategic framework suggests that there was a logical flow from the activities to the outputs, medium-term outcomes, long-term outcomes, and the project goal. In addition, the strategic framework also shows logical links between outcomes, which implies that the outcomes complemented each other in contributing to the project impact. For example, a study of gaps in laws and policies, formulation of a National Skills Development Policy (NSDP), and establishment of a National Skills Development Council (NSDC), coupled with awareness creation targeting national stakeholders to support legal and policy reform, resulted in improvement of the technical capacity of government agencies and relevant bodies to negotiate, formulate, and implement laws on youth employment and WBT. This not only led to improvement in laws and policies, but it also contributed to improvements in attitudes toward WBT; enhanced the capacity of employers, workers, government, and relevant stakeholders to design and implement better practices; and improved coordination of government agencies. This flow established a logical and coherent link across the strategic framework and results pathway across all the outcomes. This affirms the validity of the TOC.

Relevance

Kenya has struggled with high rates of unemployment for many years, especially among youth. Recent statistics by the Kenya National Bureau of Statistics (KNBS) show that the unemployment rate

¹ (U.S. Department of Labor/Bureau of International Labor Affairs 2016)

² (U.S. Department of Labor/Bureau of International Labor Affairs 2016)

was 7.2 percent in the third quarter of 2020, compared with 5.3 percent in the same quarter in 2019,³ and that the highest proportion of unemployed was reported in the 20–24 and 25–29 age groups at 17.6 percent and 10.7 percent, respectively. The project focused specifically on youth aged 16 and 17, at or above the legal working age, who are engaged in or are at risk of engaging in hazardous work. Government reports show that the percentage of youth not in education, employment, or training (NEET) was 15.6 percent in the third quarter of 2020. Youth aged 20–24 continued to record the highest percentage of persons in NEET at 24.0 percent.⁴ Project partners and other stakeholders observed that the number of youths not accounted for in government records were likely to be in WBT and were yet to be registered with the training agencies. This suggests that the project is relevant in addressing the needs of youth.

This project spoke strongly to the United Nations Development Assistance Framework (UNDAF) for Kenya (2018–2022), whose key outcome stipulates, “by 2022, marginalized, vulnerable groups and regions in Kenya have increased access to decent jobs, income, and entrepreneurship opportunities.” It also contributed to the Sustainable Development Goals (SDGs)—specifically to SDG 8 on the promotion of sustained, inclusive, and sustainable economic growth, full and productive employment, and decent work for all,⁵ and SDG 4 on ensuring inclusive and equitable quality education and promoting lifelong learning opportunities for all. BUSY directly addresses issues of decent working conditions and (indirectly) eradication of child labor, in line with the objectives of USDOL and the Ministry of Labour and Social Protection (MOLSP) in Kenya.

Effectiveness

A review of the project design suggests that it had a deliberate and firm focus on establishing strong and sustainable links and coordination between government-led efforts and other donor-funded interventions to expand WBT opportunities for youth aged 16 and 17 years, which also contributes directly to elimination of child labor among this age category. The project worked with participants at the county level, including youth with potential to enroll for WBT and master crafts persons (MCPs) who undertake skills training, and social partners COTU and FKE,^{6, 7} and to deliver different project components, leading to increased sustainability potential, ownership of interventions, and results and effectiveness in project implementation. This coordination has had benefits. Through this project, social partners, for example, gained inroads into the informal sector, where child labor was manifest. Stakeholders noted that many children worked in the informal sector, which lacks elaborate systems to monitor, identify, and address child labor concerns. At the county level, coordination of actors was widely reported by project participants and stakeholders at that level. This notwithstanding, more could have been done to create synergy between this project and other like-minded projects.

Achievement of Outcomes

Findings from the evaluation show that overall, Outcome 1 results were achieved, most outputs under Outcome 2 were achieved (with a few key activities still pending at the time of this evaluation), and results in Outcome 3 were generally achieved (subject to completing pending activities such as training of pre-apprenticeship service providers).

Disruptions caused by the coronavirus disease 2019 (COVID-19) pandemic delayed the execution of two post-situation analyses in the two thematic areas of focus under Outcome 2, but these are expected to be carried out and completed in the project’s extended period of performance. However, much had been achieved in Outcome 2 as preparatory work for supporting the adoption of best

³ (Kenya National Bureau of Statistics (KNBS) July - September 2020)

⁴ (Kenya National Bureau of Statistics (KNBS) July - September 2020)

⁵ (United Nations 2015)

⁶ The Central Organization of Trade Unions (COTU) is the umbrella body for workers’ organizations in Kenya and a tripartite partner of the International Labour Organization (ILO).

⁷ The Federation of Kenya Employers (FKE) is the federation body representing employers in Kenya and a tripartite partner of the ILO.

practices in WBT. Many activities, such as training of MCPs and MCP awards, were not completed, but the capacity of key stakeholders—including the government—to deliver on their mandates were enhanced, and they are adequately prepared to support WBT interventions.

Regarding Outcome 3, it is noteworthy that although the project generally achieved what it intended to achieve, the results were still not visible to people who were not involved in the project activities. MCPs were waiting for the training, youth were yet to be trained, and practical implementation of best practices in WBT were yet to be actualized, but this is what the project participants and the general public can see. There is a broader understanding of the WBT concept and the need for good practices in WBT across most stakeholders, but these have largely remained concepts that were yet to be implemented and demonstrated. The key driver for the results achieved in Outcome 3 was the stakeholder ownership of interventions achieved because of the local identification of committee structures and the time they took to go through the governance challenges they faced initially.

Stakeholder Engagement

The project engaged various stakeholders at the national and county levels to implement activities and achieve outcomes. Most activities were executed through partnerships with stakeholders, most of which were mandate holders in the areas in which they were intervening. This was reflected across all the result areas.

Utilization of Recommendations from the Interim Performance Evaluation

The project documents and discussions with project staff suggest that the project team considered the recommendations and proved them necessary for the improvement of project performance. The project staff led a dissemination meeting targeting the project participants and stakeholders. To better monitor implementation of recommendations, the project included the list of recommendations in the technical progress report (TPR) as Annex D,⁸ where the project reported on progress in implementing the recommendations. The tracking table for the quarter ending April 2021 is annexed.

Effectiveness of the Comprehensive Monitoring and Evaluation Plan

For project staff, the Comprehensive Monitoring and Evaluation Plan (CMEP) and relevant tools were useful in monitoring various project activities, but the CMEP did not detail how Monitoring and Evaluation (M&E) were to be handled at the county level, leaving gaps to be addressed. Relevant sections of the CMEP were revised, following the interim performance evaluation's recommendations. Similarly, based on the proposal to better define the county-level committees' role in project monitoring, the project appointed three focal persons in each county to support M&E activities, who have been instrumental in supporting the development of county work plans and in consolidating data at the county level.

WBTCCs developed data collection tools and registers, which they used to record a database of pre-apprenticeship providers and participating youth. However, there was a gap in the extent to which data was disaggregated in the reports. Attempts were made to disaggregate data—for example, for MCPs profiled for training. Some stakeholders expressed concerns about the quality of data collected, which sometimes was inconsistent and unclear, suggesting the need to improve the data quality assurance mechanisms.

Gender Mainstreaming

The BUSY Project was generally gender aware—the main project document integrated gender-sensitive language and anticipated gender-disaggregated data across the project reports. The CMEP had similarly anticipated gender disaggregation of quantitative data, as noted in Table 4 of the CMEP

⁸ (International Labour Organization April 2021)

on modalities of presentation of quantitative data for its analysis.⁹ There were deliberate efforts to include all genders in the project activities—a bold step in the male-dominated skills and trades sector. But despite the efforts to mainstream gender issues in the project activities, gender-focused reporting was absent from the monitoring reports, including the TPRs, which did not disaggregate data by gender.¹⁰ Failure to disaggregate data prevents readers and consumers of project reports from deeply understanding and internalizing the distribution of issues and benefits across different genders.

Project Organizational Structure

The project was led by a project director, supported by a WBT specialist and a M&E specialist. The team, by design, was backed by ILO technical specialists based in Pretoria, South Africa; an employment specialist based in Dar es Salaam on all technical issues; and by the country office in Dar es Salaam on all administrative issues. The project team came on board the project at different times, a factor that resulted in delays in the early days of the project. From the interim evaluation, ILO technical skills specialists indicated that they would have required more contact time with the project. However, results from this evaluation indicate that the project operated for a while without technical backstopping from Pretoria because of staffing changes midway through the project. This notwithstanding, some partners and staff did not see the importance of retaining technical support from the skills specialists when the project moved toward implementation of activities. Although this may be true, the project has generated various skilling tools and materials over its time frame that could have benefited from the skills specialists' technical expertise.

Overall, the project governance structure was reported to be adequate for the implementation of the project interventions, being primarily a capacity-building-focused project.

Influence of the COVID-19 Pandemic

The government issued travel and work restrictions soon after the first case of COVID-19 was announced in Kenya in March 2020, requiring people to work from home and reduce unnecessary movements. This affected the project activities directly, and most field-level lined-up activities were suspended. It took time for stakeholders to get used to working virtually, which meant that most project activities were delayed. Activities began to pick up from July 2020 but at the county level and without the physical presence of the project staff, who relied on the WBTCCs to coordinate most activities. This led the WBTCCs to be more proactive on project issues and boosted the level of ownership of project interventions among the county-level stakeholders. Project staff felt that working virtually was more effective than working from physical spaces, but technological challenges often affected the effectiveness of virtual meetings, especially with the category of stakeholders with which the project worked. For example, project participants faced difficulties in maintaining their connectivity because of network challenges. In addition, many did not have access to the internet or smartphones that could support online meetings.

Project Sustainability

The BUSY Project had a sustainability strategy embedded in the project design, which was designed to address systemic issues working together with national and county government institutions and social partners and building their capacity to deliver on their mandates. As a result of this project, various agencies, including NITA, TVETA, and Directorate of Occupational Safety and Health Services (DOSHS) for example, saw the need to review the relevance of their frameworks, tools, and materials they used in implementing skills training. This led them to either update or develop more

⁹ (International Labour Organization June 2018)

¹⁰ (International Labour Organization April 2021)

contextually relevant materials. Institutions such as the NITA, DOSHS, the TVETA, and others have developed and improved key materials that they use nationally. A key informant noted:

“Key agencies such as NITA which provide skills training have through support from this project updated their training schemes and developed assessment frameworks to cover trades that were not previously assessed. This is progress that will be sustained beyond the BUSY project, as it touches on the core mandate of NITA...”

At the county level, institutions collaborating with the project representing national and county governments have expanded their collaboration networks, especially in relation to information sharing.

Overall, most project interventions, being capacity building in nature, appeared sustainable. First, the various programs, curriculums, guidelines, and frameworks developed across the project outcomes have higher sustainability potential because they were developed in response to user-identified needs. This led to a high level of acceptance of the findings from the exploratory studies and ownership of the findings and products developed by the various agencies, in response to the gaps and needs they identified from the exploratory studies.

Second, capacity building of stakeholders, including on the understanding of WBT, will live beyond this project. The studies undertaken through this project have informed and will continue to inform organizations seeking to understand the context in which WBT takes place and those that support skills development among vulnerable youth.¹¹ Third, the capacity building of MCPs on business management and best practices in WBT will continue to benefit their enterprises and the youth they continue to train. Similarly, capacity building of government officers—such as personnel of the Directorate of Occupational Safety and Health Services, youth officers, TVETA, NITA, and others—was likely to change their attitudes toward the work they do and how they did it.

Lessons Learned

- **National and local-level policies are important if development interventions are to be sustained, especially by governments.** This is because government work plans are developed to support specific government policy goals. Budgets are consequently allocated toward financing the developed work plan.
- **Development of a full policy document takes time, but components or sections of a policy can still be developed and implemented while the main policy is discussed at the national level.** Policy development is a highly consultative process, laden with institutional interests. It takes time to build consensus and to complete the process.
- **Policy development requires establishing a mechanism that ensures high operational standards, even in difficult administrative and highly political contexts.** This is because politics are likely to derail the policymaking process and could minimize important technical and operational gains or milestones achieved in draft policies.
- **Effective coordination is the main ingredient in the success of projects.** This was demonstrated at all levels of this project, from policy formulation interventions to the WBTCCs' role in the counties. For example, county government officers and project stakeholders at the county level reported that the social marketing forums have been effective in reaching out to community members.
- **Local-level targeted interventions generate faster impacts.** The BUSY Project demonstrated this, but it has also shown that policies can be achieved faster at the county level than at the national level, as evidenced by how quickly Busia County developed its apprenticeship policy.

¹¹ (International Labour Organization April 2021)

Promising Practices

- Working with the national government to pursue national-level goals while focusing attention on the county government and other local-level structures to address local-level challenges emerged as an effective strategy in the BUSY Project. In doing so, the project could support interventions that addressed local challenges while pursuing broader solutions at the national level.

Key Recommendations

ILO

- ILO should ensure adequate training of MCPs. Project impact should be visible to the project participants, namely MCPs and youth. This will be possible when MCPs are trained and when they can use the skills they gained to train youth. This calls for the completion of pending training for MCPs on, among others, pedagogy and Start and Improve Your Business (see page 28).
- ILO needs to fundraise aggressively 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, best practices in WBT should be put into practice. Testing and implementation of best practices in WBT remains a top priority (see pages 22, 28).
- Future programs should ensure that data disaggregation is mainstreamed across all reporting tools and documents. Any quantitative data in the project reports and documents should be disaggregated by gender and possibly location (rural and urban) to better understand the distribution of project results and impact (see page 34).
- ILO still has a responsibility to continue coordinating partners to ensure that all pending project activities are implemented as planned before the project closure (page 35).

Social Partners

- COTU and FKE are encouraged to take advantage of the networks they have built in the informal sector to aggressively promote decent work within the informal sector. This could be pursued through supporting specific decent-work-focused interventions such as improvement of working conditions through use of PPEs and general OSH promotion directly among informal sector workers and employers, and through continued lobbying and advocacy for county governments to support the same interventions more aggressively in their jurisdictions (see page 22).

National Government Agencies

NITA should ensure that assessment and certification of MCPs on prior learning is completed before the project ends. This will provide a framework for recognition of all competencies gained on the job or acquired in non-formal or informal learning and propel the MCPs to other opportunities for growth and career progression (see page 28).

- TVETA should ensure selection and training of pre-apprenticeship training providers using the pre-apprenticeship package (curriculum) they developed. This will prepare them to better address the training needs of vulnerable young men and women (see pages 30).
- The SDPTSD should continue to pursue the finalization of the NSDP and then the establishment of the NSDC. Even though the project achieved its intended objective of a draft NSDP, SDPTSD should not lose focus on the goal of an approved policy and related implementation structures (see page 25).
- The Ministry of Youth should enhance collaboration with local-level structures, including the WBTCCs, to support their youth skilling initiatives in the respective counties. For example,

WBTCs could coordinate government-led skills training programs locally, given that the WBTCs draw membership from all the relevant government and county-level stakeholders (see page 35,36).

County Governments

County governments have a responsibility to institutionalize skills development within the county government structures. Integrating skills development in broader youth development policies was inadequate to fully address the gaps in youth skilling. Relevant policies (such as Busia County's apprenticeship policy) and institutions (such as WBTCs that focus specifically on youth skills development) are better placed to address challenges related to skills training (pages 36, 37, 38).

- The Busia County government, having developed an apprenticeship policy, should move forward to institutionalize the WBTCs as the coordination structure for implementing the policy. In addition, the county government should develop strategies and allocate resources for youth skilling (see page 37).
- The Kitui County government should focus on finalizing the Kitui Youth Policy, which has integrated WBT as a precursor to county-led programs on youth skills development. This was pending the finalization and approval of the national youth policy, which has since been completed (see page 25).
- The Kilifi County government, having successfully undertaken social marketing interventions across the sub counties, should move to develop skills training policies and recognize the WBTC as the county-level coordination unit for skills training (see page 29,30).

WBTCs

- The WBTCs, as county-level structures, should continue to champion and lobby for their formal recognition and formalization by the county governments, perhaps through their respective departments and agencies. This will guarantee the sustainability of coordination on WBT issues in the counties (see page 38).
- WBTCs should continue to monitor implementation of this training within the remaining project period and ensure that target participants benefit fully from the intended training. The respective WBTCs should develop work plans with training schedules for the target trainees to ensure that people trained during trainings of trainers (ToTs) deliver their training as expected (see page 28,29).

USDOL

- USDOL should consider supporting a demonstration of best practices in WBT, which remains theoretical to most participants. Project participants have been positive about the project objective to promote best practices but have not yet seen the best practices in practice. This needs to be demonstrated (page 7).
- USDOL should consider supporting interventions on promotion of decent working conditions in the informal sector. Much remains to be done regarding awareness creation and change of practices in the informal sector towards the achievement of decent working conditions (page 20).

Introduction

BUSY is a \$3 million project funded by the USDOL over four years (2016–2020). Its goal is to increase decent job creation and employability of young people, thereby contributing to reducing unemployment, vulnerability, and poverty for vulnerable and marginalized youth.¹² BUSY included pilot initiatives in Busia, Kilifi, and Kitui counties (see Figure 1). At the national level, it also supported improvements in laws and policies and built the capacity of government, employers, workers, and civil society organizations to establish and expand WBT programs. The project had a specific focus on vulnerable and marginalized youth aged 16 to 24 and a particular focus on adolescents aged 16 and 17 years (at or above the legal working age) who are engaged in or are at risk of engaging in hazardous work. The project also works with the tripartite constituents to review relevant policies and frameworks designed to promote and mainstream the inclusion of informal apprenticeships for vulnerable youth. The project builds the skills and knowledge of relevant units of government, workers' and employers' organizations, civil society organizations, and MCPs in the informal sector so that vulnerable groups have access to quality WBT, mainly through the informal sector but also through collaboration with medium and larger enterprises in the formal sector.

Evaluation Objectives and Methodology

The final performance evaluation served the following objectives:

Establish the relevance of the project design and implementation strategy in relation to the ILO, United Nations, and national development frameworks (that is, SDGs and UNDAF, USDOL), and final beneficiaries' needs;

- Assess if the project has achieved its objectives and outcomes, identifying the challenges encountered in doing so and analyzing the driving factors for these challenges;
- Assess the project's intended and unintended effects and impacts;
- Assess the project's level of implementation efficiency;
- Assess which outcomes or outputs can be deemed sustainable;
- Assess lessons learned and emerging practices from the project (for example, strategies and models of intervention) and experiences in implementation that can be applied in current or future projects in the focus country or countries and in projects designed under similar conditions or target sectors; and
- Provide recommendations to project stakeholders to promote sustainability and support further development of the project outcomes.

Evaluation Questions

Twelve specific questions guided this evaluation, covering the entire evaluation criteria of relevance, coherence, effectiveness, efficiency, impact, and sustainability. These questions are as follows.

¹² (U.S. Department of Labor/Bureau of International Labor Affairs 2016)

Relevance and Coherence

1. To what extent was the project's theory of change valid and coherent, given the implementing environment? Were the project strategies relevant to the specific needs of project participants, communities, and other stakeholders?
2. To what extent has the project established links and coordinated with government-led efforts or other donor-funded interventions to eliminate child labor and expand workplace-based training programs?
3. How relevant were the project's expected results to the UNDAF and the development priorities of the Government of Kenya, USDOL, and ILO?

Effectiveness and Efficiency

4. To what extent has the project achieved its expected outcomes? What were the key internal or external factors that limited or facilitated the achievement of project outcomes?
5. How effectively has the project engaged with various stakeholders at the national and county levels (via agreements or other arrangements) to implement activities and achieve its outcomes?
6. To what extent were the recommendations from the interim performance evaluation implemented, and what were the results?
7. How effectively has the project implemented its monitoring and evaluation systems (CMEP, pre-situational analysis, and so on)? To what extent are these systems being used to identify trends and patterns, adapt strategies, and make informed decisions?
8. To what extent has gender mainstreaming been addressed by the project? Has the project integrated gender equality as a cross-cutting concern throughout its methodology and all deliverables?
9. How effective were the project organizational structure and governance in supporting delivery of results?
10. How has the COVID-19 [coronavirus disease 2019] pandemic influenced project results and effectiveness, and how has the project adapted to this changing context?

Sustainability

11. To what extent are the project's plans for sustainability adapted to the local level, national level, and capacity of implementing partners?
12. Which project outcomes and key outputs are likely to be sustainable after the project ends? What factors affected their likelihood of sustainability?

Ethical Considerations and Confidentiality

The evaluation process guaranteed confidentiality of information shared by various stakeholders. Because this was an independent evaluation, no ILO staff accompanied the consultant to the field, and they were not included in WBTC meetings during the evaluation consultations. Notably, the evaluation process emphasized the evaluation's objective and the need for open discussions. The evaluator sought all stakeholders' individual consent to participate before the interviews. Overall, the evaluation complied with the USDOL's evaluation policy.¹³

Limitations

Virtual interviews limited the capture of facial expressions that offer nonverbal details on issues. In most cases, internet connectivity would not support video calls. Given the COVID-19 restrictions, the number of project stakeholders met was reduced deliberately, and so was the extent of field-level

¹³ (U.S. Department of Labor 2013)

interactions. Therefore, the evaluator could not meet with many project participants from the social marketing forums, which would have been ideal, and thus a sample of participants was picked randomly from each county. Pending activities, such as training of MCPs on best practices, limited the full assessment of project results at the time of this evaluation. For example, MCPs' perspectives on best practices learned would have added value to the evaluation. Several activities were ongoing at the same time this study was under way, including training of project participants. Government staff were also rushed to meet the financial year deadlines, a situation that the prolonged closures and suspension of activities after the COVID-19 outbreak in 2020 exacerbated. Thus, the evaluation team spent more time making follow-up calls to target stakeholders to find available time slots for interviews, which prolonged the time spent undertaking field consultations.

Methodology

The evaluation adopted qualitative analysis approach. This involved review of project documents and other relevant literature, field visits and observations, individual interviews, and focus group discussions. Key among the documents and other information sources reviewed are the Project Document, the CMEP, technical progress reports (TPRs), BUSY's comprehensive work plan, the terms of reference (TOR), and inception reports, findings of the pre-situation analysis reports, and research study reports carried out as part of this project, and internet sites with information relevant to this evaluation.

Targeting diverse project partners and local-level participants allowed the evaluator to triangulate the data and findings. Consultations took place through individual interviews with 33 key informants, five focus group discussions (with a total of 50 participants), and evaluator visits to the project sites, as appropriate. Respondents reached were project staff, tripartite partners, other project partners at the national and county levels, and project participants at the county level. The evaluator also met and held consultations with the national and county-level WBTCCs and the PAC Meetings with the WBTCCs served as the county-level stakeholder workshops, in which the evaluator sought clarification on field findings. Finally, the evaluation team held consultations with a sample of project participants in the social marketing forums.¹⁴ Feedback from the national and county governments' staff and county-level project participants augmented and complemented findings from project reports and other relevant documents. The evaluation's participatory nature contributed to the project partners and project participants' feelings of responsibility for the process and outcomes.

Fieldwork took place between June 14 and July 12, 2021. The evaluator used virtual and in-person interviews while observing all COVID-19 protocols and regulations. The selection of respondents was both random (for project participants) and purposive (for key informants). Annex E contains a list of all respondents. Table 1 summarizes the interviewees by respondent category and type of interview.

¹⁴ "Social marketing" refers to the subcounty-level sensitization forums that the WBTCCs and county governments carried out in each of the three counties. These forums targeted government officials, local leaders, religious leaders, master crafts persons, and youth representatives at the subcounty level. The forums' objective was to create awareness of the opportunities for skills training, in line with the project's communication strategy.

Table 1: Summary of Interviews

Stakeholder Category	Individuals Interviewed	Group Interviews: No of Groups	Group Interviews: Participants	Sample Description
ILO national project staff	3	NA	NA	National Project Director, BUSY Project; WBT Specialist, BUSY Project; Monitoring and Evaluation Officer, BUSY Project
ILO technical experts	3	NA	NA	ILO backstopping staff at the regional offices
USDOL staff	2	NA	NA	USDOL technical staff supporting the project
Social partners	3	NA	NA	Ministry of Labour and Social Protection, Central Organization of Trade Unions (COTU), Federations of Kenya Employers
National government project partners	8	1	7	Officers from the national government's state departments and other state agencies: Labor Officers, National Industrial Training Authority (NITA), Department of Youth (DOY), State Department of Post-Training and Skills Development (SDPTSD) (Ministry of Education), Quality Assurance and Standards Officer
County government staff	7	NA	NA	Representatives from Busia, Kilifi, and Kitui county governments
Jua Kali Association	2	NA	NA	Representatives from the Jua Kali sector
Project Advisory Committee	5	0	0	Members of the Project Advisory Committee
Kilifi County Workplace-Based Training Coordination Committee	NA	1	12	Members of the county WBTC
Kilifi training and capacity-building beneficiaries	NA	1	4	Beneficiaries of WBT and pre-apprenticeship or vocational training

Stakeholder Category	Individuals Interviewed	Group Interviews: No of Groups	Group Interviews: Participants	Sample Description
Kilifi social marketing beneficiaries	NA	1	3	Beneficiaries of social marketing interventions
Kitui County Workplace-Based Training Coordination Committee	NA	1	10	Members of the county WBTC
Kitui training and capacity-building beneficiaries	NA	1	3	Beneficiaries of WBT and pre-apprenticeship or vocational training
Kitui Social marketing beneficiaries	NA	1	2	Beneficiaries of social marketing interventions
Busia County Workplace-Based Training Coordination Committee	NA	1	4	Members of the county WBTC
Busia training and capacity-building beneficiaries	NA	1	3	Beneficiaries of WBT and pre-apprenticeship or vocational training
Busia social marketing beneficiaries	NA	1	2	Beneficiaries of social marketing interventions
Total	33	10	50	

Project Context and Description

Macroeconomic Growth

Kenya's real gross domestic product (GDP) growth has averaged above 5 percent for the last decade.¹⁵ Since 2014, Kenya has been ranked as a lower-middle-income country, with its per capita GDP crossing the World Bank threshold.¹⁶ Kenya has a growing middle class and witnessed steady growth, but weak governance and corruption have impaired the country's economic development.¹⁷ In 2019, Kenya's GDP was estimated to have grown by 5.4 percent from a 6.3 percent growth registered in 2018. The growth was spread across all sectors of the economy but was more pronounced in service-oriented sectors.¹⁸ The agriculture, forestry, and fishing sector accounted for a sizable proportion of the slowdown, from 6.0 percent growth in 2018 to 3.6 percent in 2019. The manufacturing sector grew by 3.2 percent in 2019 compared with 4.3 percent growth in 2018. Despite

¹⁵ Gross domestic product (GDP) is the total value of goods and services produced in a country.

¹⁶ Lower-middle-income countries are those with a gross national income of \$1,036–\$4,045 as of July 2020.

¹⁷ (CIA World FactBook 2021)

¹⁸ (Kenya National Bureau of Statistics (KNBS) 2020)

most sectors recording decelerated growths, the economy was supported by accelerated growths in financial and insurance (6.6 percent) and real estate activities (5.3 percent).¹⁹

Statistics for 2020 are yet to be published, but the performance of Kenya's economy in 2020, like most economies all over the world, was largely determined by how long the COVID-19 pandemic disrupted life and economic activities. The African Development Bank, for example, estimates that GDP growth would decelerate to 1.4 percent in 2020 from 5.4 percent in 2019.²⁰ Most economic activities slowed since the first case of COVID-19 was confirmed on March 12, 2020, after which precautionary and preventive measures were increasingly implemented to mitigate the pandemic's impact on the population. These include movement restrictions, the nationwide curfew, and stoppage of international passenger travel.²¹

Employment

Unemployment in Kenya stood at 2.65 percent in 2020,²² a slight increase that could be attributed to COVID-19's effects. An estimated 800,000 youth enter the labor market annually. The total new jobs generated in the economy in 2019 were 846,300, of which 78,400 were in the modern sector and 767,900 in the informal sector. This shows that the informal sector continued to provide more job opportunities.

Wage employment in the private sector increased by 2.3 percent from 2,017,000 persons in 2018 to 2,063,100 persons in 2019. Within the public sector, wage employment increased from 842,900 persons in 2018 to 865,200 persons in 2019. When the project launched in 2016, private sector employment stood at 1,817,200 compared with 737,000 in the public sector.²³ The micro, small, and medium enterprises (MSME) sector employs 15 million Kenyans and contributes 29 percent of GDP. In 2016, the informal sector employed an estimated 13 million Kenyans. The Government of Kenya has consistently flagged high unemployment—especially among the youth—as a critical issue and challenge in its blueprint documents.²⁴ In its third medium-term plan, the government sought to undertake measures to support this sector by improving the enabling environment, including implementing the National Credit Guarantee Scheme to facilitate access to affordable credit. The MSMEs were also to be supported through skills development and explicit links to domestic and external opportunities.

Education and Training

The total number of technical and vocational education and training (TVET) institutions increased by 10.3 percent to 2,191 in 2019, but the number of universities remained constant at 63 between 2018 and 2019. TVET institutions stood at 1,300 in 2016.²⁵ Enrollment of teacher trainees decreased by 25.1 percent to 31,737. This is a significant decline from 2016, when the enrollment stood at 41,707. In 2019, enrollment in TVET institutions increased by 19.7 percent to 430,598 compared with 2018. This is a major increase compared with 2016, when enrollment stood at 202,556. University enrollment is expected to decline by 1.9 percent to 509,473 in 2019/20. In 2016, the enrollment in universities was estimated at 564,507. The total number of candidates who sat for the Kenya Certificate of Primary Education in 2019 increased by 2.7 percent to 1,088,989 in 2019, and those who sat for the Kenya Certificate of Secondary Education increased by 6.1 percent to 693,770 in 2019. The number of candidates who scored C+ and above grew by 38.4 percent to 125,835 in 2019.

¹⁹ (Kenya National Bureau of Statistics (KNBS) 2020)

²⁰ (African Development Bank Group 2021)

²¹ (Kenya National Bureau of Statistics (KNBS) 2020)

²² (Statista 2021)

²³ (Kenya National Bureau of Statistics (KNBS) 2017)

²⁴ See for example, Third Medium-Term Plan 2018–2022.

²⁵ (Kenya National Bureau of Statistics (KNBS) 2017)

The trend shows that a smaller number of youth progress to higher levels of education, and many are laid off from the system. The government, in its Medium-Term Plan 2018–2022,²⁶ plans to implement measures to develop skills and align them to market requirements. These include realigning the education curriculum, including increasing budgetary resources to expand TVET and youth polytechnics in all parts of the country. This was also in line with Vision 2030's social pillar priority on skills training, in which the government plans to support technical training by training a high number of artisans to meet the high demand, especially in the construction industry.²⁷

Child Labor

Data from the 2019 housing and population census indicates that Kenya's child labor has dropped by 26 percent since 2009. The number of children aged 5–17 years who were reported to be working/engaged in an economic activity in 2019 was 1.35 million out of 15.9 million children in that age bracket. This indicates that 8.5% of children are at risk of child labor, down from 34.5 percent reported a decade ago in the 2009 population census.²⁸ These gains were attributed to policy interventions such as the 100 percent transition from primary to secondary school education, which obligated caregivers to ensure that learners transition to secondary schools, and rolling out of day secondary schools, which are less costly and accessible to more learners. However, the numbers could have changed. The ILO's 2020 child labor global estimates indicate that after the COVID-19 pandemic, the number of children in child labor increased to 160 million, up from 8 million in 2016.²⁹

Data from the Kenya National Bureau of Statistics (KNBS) further shows that arid and semi-arid counties reported the country's highest child labor rates. Samburu led with a child labor prevalence of 38.4 percent. Wajir, Mandera, Turkana, Marsabit, and Garissa counties reported child employment rates of more than 30 percent. Notably, Nairobi and Kiambu counties recorded the lowest child labor rates at 1.6 percent and 1.8 percent, respectively. Most metropolitan counties reported less than 6 percent child employment rates. Mombasa was at 2 percent, Kisumu 2.4 percent, and Nakuru 3.5 percent.

The 2020 report, "List of Goods Produced by Child Labor or Forced Labor,"³⁰ indicates that coffee, fish, gold, khat/miraa (stimulant plant), rice, sand, sisal, sugarcane, tea, and tobacco were among the goods produced by child labor in Kenya. No goods were listed as being produced by forced labor. Other reports indicate that children in Kenya engage in child labor in domestic service and commercial sexual exploitation, sometimes because of human trafficking.³¹ Based on the goods produced by child labor, the assumption still stands that more children in rural areas in Kenya are more susceptible to child labor than those in urban areas.

Project Design

The overall BUSY project goal is to increase decent job creation and employability of young people, thereby contributing to reduced unemployment, vulnerability, and poverty among vulnerable and marginalized youth. The project builds the capacity of government, employers, and workers' and civil society organizations to establish and expand WBT programs with a specific focus on vulnerable and marginalized youth aged 16 to 24. There is a particular focus on adolescents aged 16 and 17, at or above the legal working age, who are engaged in or are at risk of engaging in hazardous work. The project also works with the tripartite constituents to review relevant policies and frameworks designed to promote and mainstream the inclusion of informal apprenticeships for vulnerable youth. The skills and knowledge of relevant units of government, workers' and employers' organizations, civil society

²⁶ (Republic of Kenya 2018)

²⁷ (Kenya Vision 2030 2008)

²⁸ (Kenya National Bureau of Statistics (KNBS) 2019)

²⁹ (UNICEF & ILO 2021)

³⁰ (U.S. Department of Labor: Office of Child Labor, Forced Labor, and Human Trafficking 2020)

³¹ (U.S. Department of Labor: Bureau for International Labor Affairs 2020)

organizations, and informal sector MCPs are built so that vulnerable groups have access to quality WBT, mainly through the informal sector but also through collaborating with medium and larger enterprises in the formal sector.

Project Implementation Strategy

The project's implementation strategy featured three main outcome areas or objectives, each with several activities that complimented each other toward achieving the project's immediate objective and the overall project goal.

A review of the Project Document shows that the overall project goal was to increase decent job creation and employability of young people, thereby contributing to reduce unemployment, vulnerability, and poverty for vulnerable and marginalized youth. The immediate objective was to improve the capacity of Kenyan government employers' and workers' organizations and civil society organizations to establish and expand WBT programs, with a focus on vulnerable and marginalized youth. The three objectives, which were the core focus for project interventions were: Laws or policies supporting quality WBT opportunities for youth in Kenya, including vulnerable and marginalized youth, are improved and/or implemented by key stakeholders.

1. Kenyan employers' and workers' organizations and other stakeholders implement best practices related to WBT for youth, including vulnerable and marginalized youth.
2. The quality of existing public and private programs in Kenya that provide vulnerable and marginalized youth with prerequisite skills to enter WBT programs is improved.

Beyond these long-term outcomes, the strategy included medium-term outcomes for each long-term outcome. Different activities were designed to deliver several outputs, which further contributed to medium term outcomes. The results pathway was well mapped and illustrated in the project TOC.³² The project team formulated critical assumptions and monitored them closely during the project implementation.

Evaluation Results

This section presents an analysis of the project results based on a review of project documents and consultations with project staff, partners, and stakeholders. The analysis triangulates results from different sources and presents them along with the main evaluation questions. It is important and relevant to understand from the onset that the project was slow to start implementation of activities, which only began from the second quarter of project year 2. In addition, after the disruptions caused by COVID-19, the project sought and was granted a nine-month no-cost extension from September 2020 to June 2021. Another six-month no-cost extension was sought covering the period from July to December 2021. However, this analysis is based on results generated to June 2021.

Evaluation Question 1

To what extent was the project's theory of change valid and coherent, given the implementing environment? Were the project strategies relevant to the specific needs of project participants, communities, and other stakeholders?

The project's theory of change (TOC) was well thought out and well placed to address the identified issues and challenges. For example, key outputs contributing to Outcome 1 were identification of gaps in relevant laws or policies on quality WBT and of opportunities for vulnerable and marginalized youth, formulation of a national skills development policy, establishment of a national industrial skills

³² See Annex F: Busy Project Theory of Change (TOC).

development council, and implementation of a national and county-level stakeholders' awareness creation strategy to support legal and policy reform. The resulting medium-term outcome from these outputs was improved technical capacity of key government agencies and other relevant bodies to negotiate, formulate, and implement laws on youth employment, WBT, and protected employment for youth. The long-term outcome from the activities and outputs was laws and policies supporting quality WBT opportunities for youth in Kenya, including vulnerable and marginalized youth, are improved and or implemented by key stakeholders. This contributed directly to the project goal of increased decent job creation and employability of young people, thereby contributing to reduced unemployment, vulnerability, and poverty for vulnerable and marginalized youth. A review of the results pathway across the three outcomes suggests a logical flow from the interventions to outputs to medium-term outcomes to long-term outcomes and finally to the impact.

Evaluation results confirm the extent of the TOC's validity and coherence. The project was implemented in the context of weak laws and policies that did not address WBT's needs adequately. An NSDP was nonexistent, trainers were unregulated and did not implement best practices in their training, training was conducted in insecure and indecent working conditions, and an institutional mechanism to coordinate quality WBT programs was lacking. The project sought to address these issues.

Results also indicate that the project strategies were relevant to the specific needs of project participants, communities, and other stakeholders. The evaluation noted that Kenya has been struggling with high rates of unemployment for many years, especially among youth. Recent KNBS statistics show that the rate of unemployment was 7.2 percent in the third quarter of 2020, compared with 5.3 percent in the same quarter of 2019.³³ The report also indicates that the highest proportion of unemployed was reported in the 20–24 and 25–29 age groups at 17.6 percent and 10.7 percent, respectively.

However, it was also reported that the project's geographical scope was limiting some government agencies. According to the agencies holding this view, this project led them to explore gaps in some areas under their mandates, but the project covered only three counties, which they felt were too few to generate information that affects the entire country. Despite this shortcoming, issues generated from the three counties were generally noted to be representative of issues the country is facing and therefore quite relevant to the country's needs. This is why the government agencies felt confident to develop frameworks and guidelines for use nationwide. This was the case, for example, regarding the Pre-Apprenticeship Package that the TVETA developed. TVETA relied substantially on data collected in the three counties.

Although the design was well thought out, it failed to provide for clear modalities on how the developed guidelines, frameworks, and other outputs would be tested before their rollout. The COVID-19 pandemic exacerbated this and slowed project activities. Therefore, the developed frameworks' efficacy was not yet established because most had not been rolled out at the time of this evaluation. Discussions with stakeholders further observed that the project tended to rely considerably on assumptions that might not necessarily come to fruition. These included the assumption that all the county governments would readily embrace the project. This was not to be the case (as noted under evaluation question 4 of this report). For example, the project faced challenges during the establishment of WBTCCs because of competing political interests within the counties, where officers sought to position themselves in the WBTCCs along their political lines. This brought internal conflicts and delays in the counties. Furthermore, staff turnover in some counties, such as Kitui, slowed the speed at which WBTCCs were able to commence work. A key informant noted:

“We expected the county governments to run with the project, given that it was addressing challenges they would wish to also address. But ILO will tell you the

³³ (Kenya National Bureau of Statistics (KNBS) July - September 2020)

difficulties they have faced in some counties...” Key informant interview with project partner

Finally, pandemic-related regulations affected the design, which led to delays in the execution of most activities in 2020. As noted under evaluation question 10, the pandemic led to restricted movement and interaction, which halted most project activities. The evaluation established that the project had sought and been granted a no-cost extension of six months, which should enable the completion of pending activities and interventions.

Evaluation Question 2

To what extent has the project established links and coordinated with government-led efforts or other donor-funded interventions to eliminate child labor and expand workplace-based training programs?

A review of the project design suggests that the project had a deliberate and strong focus on establishing strong and sustainable links and coordination between government-led efforts and other donor-funded interventions to eliminate child labor and expand WBT programs. The project document, for example, identifies various government agencies as project participants. As a strategy, the project worked with participants and social partners to deliver different project components, leading to increased sustainability potential, ownership of interventions and results, and effectiveness in project implementation. This coordination has had its benefits—for example, through this project, social partners gained inroads into the informal sector, where child labor was manifest.

At the county level, project participants reported improved coordination in sharing information and, to some extent, undertaking joint activities. According to people interviewed, this resulted from joint meetings within the WBTCCs. For example, coordination in sharing data and in undertaking community-facing activities was reported within government agencies, between government agencies and ILO social partners, and government agencies and other nonstate actors. The social marketing interventions are a good example of national and county-level officers coordinating efforts to sensitize the community on WBT. This gave each office that was represented a stronger voice. The WBTCCs brought county governments and national government departments together, including (but not limited to) departments and agencies such as the Department of Youth, the Micro and Small Enterprises Authority (MSEA), MOLSP, Ministry of Education (MOE), DOSHS, the NITA, and State Department of Trade, among others. A focus group discussion participant for example, noted:

“...Today, I do not have to write an official letter to ask for some simple information on youth, for example, which was the norm in the past. I just pick up my phone and request for what I need, and I get it fast. As a result of the Busy Project, which brought us together, we now work very closely, and things move very fast...” WBTCC participant

The project also developed links with other skills development programs and other relevant programs, such as the Kenya Youth Employment Opportunities Project (KYEOP), implemented through NITA; ILO’s Prospects Project; and with the International Training Centre of the ILO (ITC-ILO). Besides sharing lessons that benefited the project (including, for example, on engagement of MCPs), the links and collaboration have created a new approach for capacity building using virtual platforms, such as the training targeting labor and occupational safety and health (OSH) officers that ITC-ILO delivered.

Through the project, county governments have also established new links with non-state actors to benefit youth. Although no actual collaboration was reported, the Kitui County Government had established contacts and consultations with Generations Kenya on youth skills training, and Busia County did the same with World Vision. These links can potentially benefit youth in the target counties and beyond. In Busia, for example, World Vision planned to support youth skills training through the trained MCPs, which could have tested the model and benefited youth by providing them with skills.

Generations Kenya was actively involved in skills training interventions in Kenya, and any of the three target counties is a candidate for their interventions.

Internally, the project enabled the social partners (FKE and COTU) to gain a better understanding of the informal sector, where child labor was manifest. Previously, FKE and COTU focused more on the formal sector. Thus, this project gave the social partners an opportunity to understand and engage with the informal sector more closely.

Nevertheless, more could have been done to create synergy between this project and other related projects, including (but not limited to) KYEOP and the Kenya Youth Employment and Skills Program (KYES).³⁴ The BUSY project's focus strongly mirrored these two programs' focus, yet no synergy or direct collaboration was reported. For example, BUSY could have explored the possibility of testing the TOC and the overall model through trainees and MCPs supported by KYEOP. These could have been completed with financing support from KYES and others. However, this should not be interpreted as a project failure because this was not anticipated in the design, nor were the other projects reported to have had the flexibility to offer such support or interaction with the BUSY project. This collaboration could be sought through NITA in the remaining project period, under which tools and best practices adopted can be tested in practice where possible.

Evaluation Question 3

How relevant were the project's expected results to the UNDAF and the development priorities of the Government of Kenya, USDOL, and ILO, including the Decent Work Country Program (DWCP)?

The BUSY project contributed directly to Strategic Objective 3 of the UNDAF for Kenya (2018–2022), whose key outcome stipulates, “by 2022, marginalized vulnerable groups and regions in Kenya have increased access to decent jobs, income, and entrepreneurship opportunities.” The project targeted marginalized youths aged 16–24 directly and sought to build the capacity of WBT service providers to deliver quality training to the youth and enhance their employability and job creation potential. The project contributes further to the SDGs and specifically to SDG 8 on promotion of sustained, inclusive, and sustainable economic growth, full and productive employment, and decent work for all (8.2.1, 8.3.1, 8.6.1, 8.5.1, and 8.5.2),³⁵ and SDG 4 on ensuring inclusive and equitable quality education and promoting lifelong learning opportunities for all (4.3.1, and 4.4.1).³⁶ This implies that the project objectives to improve the policy and legal framework for WBT, integrate best practices in the delivery of WBT, and enhance the quality and coordination of WBT programs delivered by the private and public actors strongly mirrored the UNDAF objectives of increasing access to decent jobs for marginalized and vulnerable groups.

The project contributed to addressing the Decent Work Country Program objectives for Kenya, especially on priority 1 on enhancing social protection through policies and actions that promote social assistance, social security, and health insurance, and on priority 2 on promotion of employment creation and employability.

The project contributed directly to Kenya Vision 2030, implemented through the Medium-Term III Plan (2018–2022). The plan prescribes that the government is committed to creating 1.03 million new jobs annually to address the pressing problem of youth unemployment. Furthermore, the percentage of youth not in education, employment, or training (NEET) was recorded at 15.6 percent in the third quarter of 2020. Youth aged 20–24 years continued to record the highest percentage of persons in NEET at 24.0 percent.³⁷ If youth are not in education, employment or in training, then the question is:

³⁴ (Kenya Youth Employment and Skills (K-Yes) Program 2021)

³⁵ (United Nations 2015)

³⁶ (United Nations 2015)

³⁷ (Kenya National Bureau of Statistics (KNBS) July - September 2020)

where are they? This category of youth is unaccounted for, and no one knows what exactly they do for a living. Discussions with stakeholders and reports from studies conducted during this project indicate that WBT was the most viable option for youth who dropped out of school.³⁸ This suggests that some youth in the NEET category were likely to be in WBT, where they are attached to an artisan but are yet to be registered by authorities as youth in training.

Data from the PSA report, for example, indicate that an estimated 74 percent of youth who were participating in WBT programs had not gone beyond the primary school level. Training that took place in WBT programs was generally unregulated, uncoordinated, and non-standardized,³⁹ meaning that its impact toward supporting youth to transition into decent jobs was limited. Within USDOL and ILO, the need to support decent jobs for vulnerable youth and combat child labor were central in this project. This was to be achieved through self-sustaining capacity enhancement of actors to deliver quality WBT, which would provide youth with opportunities for skills training and thus improved potential for trained youth to transition to decent employment. Ultimately, this was expected to break the cycle of vulnerability in their respective households and reduce incidences of children falling into child labor. Therefore, the project speaks strongly to the priorities of the Kenyan government, the ILO, and the UN (as detailed in the UNDAF and DWCPs).

Evaluation Question 4

To what extent has the project achieved its expected outcomes? What were the key internal or external factors that limited or facilitated the achievement of project outcomes?

To respond to this question, the evaluation sought to explore the project results by the three outcome areas.

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.

According to the Project Document,⁴⁰ BUSY planned to offer technical support to key government agencies, constituents, and other relevant bodies regarding the negotiation, formulation, and implementation of laws (and other specific measures that complement the legal framework) on WBT for adolescent men and women. Although NITA was tasked with this result area in the initial project document, executive order No. 1 of 2018 from the presidency created the SDPTSD,⁴¹ whose functions include management of skills and post-training policy,⁴² harmonization of skills training at all levels of training and overseeing skills training among actors, and establishment of sector-specific skills councils. This effectively shifted outputs 1.1.2 and 1.1.3 from NITA to the SDPTSD. Besides changing the lead agency in the policy's development, this change did not affect the delivery of Outcome 1 in any way.

Results from the evaluation show that overall, this outcome was achieved. A draft NSDP and draft National Skills Development Bill (2021) were developed after a consultative process that the project supported. 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 and other legal frameworks. The consultant finalized the report in August 2019. The draft NSDP policy is

³⁸ See, for example, the Pre-Situation Analysis on Youth Attitudes and Barriers to Participate in WBT in Kilifi, Kitui, and Busia Counties of Kenya.

³⁹ (U.S. Department of Labor/Bureau of International Labor Affairs 2016)
(U.S. Department of Labor/Bureau of International Labor Affairs 2016)

⁴¹ (Republic of Kenya 2018)

⁴² The Draft National Skills Policy defines post-training as the process of re-skilling, upskilling, in-service, and or workplace learning. A post-training policy means a system of guidelines to guide post-training management.

reported to be awaiting cabinet approval. Note that the target for a completed policy was revised after the interim performance evaluation recommended revising the target to a draft policy, considering the time frame the project had then and the experience with policy formulation in Kenya, which was a lengthy process.⁴³ Project partners have similarly stated the importance of policies, noting that they are the basis for budgetary allocation in government, development of work plans, and, by extension, performance targets for officers.

Another key project objective, after the adoption of an NSDP, was the establishment of the equally important National Skills Development Council, which ideally would operationalize the policy. To this end and with technical and logistical support from the project, the SDPTSD developed a draft bill for an Act of Parliament to provide for establishing the National Skills Development Council. The council would regulate and register skills development service providers, assure standards, and other connected purposes.⁴⁴

Similarly, Busia County developed and finalized an apprenticeship policy to guide in the implementation of training programs on apprenticeship in the county.⁴⁵ The project interventions prompted the county government to develop this policy. The county also encountered partners who needed the presence of such a policy to support skills training interventions. This includes organizations such as World Vision. The project guided the policy development.

Highlight from Gap Analysis Report

“From the gap analysis of core policies, laws, and strategies, it was found that two legislations and one policy were outstanding in terms of being able to effectively anchor quality work-based learning systems for practical skills development. The laws and policy under this category were characterized by inclusion of the key building blocks for a successful quality apprenticeship. These included: Technical Vocational Education and Training (TVET) Policy (2014); the Kenya National Qualifications Framework Act (2018); and the Micro and Small Enterprise Act (2012). From the gap analysis of complementing policies, laws, and strategies, it was found that one legislation and one strategy were outstanding in terms of being able to effectively anchor quality work-based learning systems for practical skills development...It is suggested that a new policy formulation to specifically anchor as a National Skills Development Policy or Apprenticeship Policy should be drafted in order to streamline the key building blocks for quality workplace-based training systems under one umbrella policy...”

Kitui County has been working on a youth development policy for most of the BUSY project period. As noted in the interim report, the BUSY project provided technical inputs to the proposed youth policy, which led to the integration of WBT issues into the draft policy.

Finalization of the Kitui Youth Development Policy was pending. The county needed to await the completion of the national youth development policy so it could align its policy with the national policy. The national youth policy has since been finalized, paving the way for the county-level policy's completion.

The partner institutions developed or revised several frameworks, guidelines, and tools to guide skills training to make them more relevant to the current context. These include the National Occupation Standards and Apprenticeship schemes, the Framework for Recognition of Prior Learning (RPL) for MCPs, and certification of apprentices, among others.

The stakeholders interviewed believed that the stage at which the draft policy now stands is a major achievement for the project because the draft policy had been through all the technical processes, and all that remained to be addressed were issues relating to administration and government bureaucracy. When asked which factors could have contributed to the gains made under Outcome 1, a majority of stakeholders noted that the technical discussions were free of politics and institutional

⁴³ (Kiura 2018)

⁴⁴ (Ministry of Education and Ministry of Labour & Social Protection - Kenya 2020)

⁴⁵ (County Government of Busia - Kenya 2020)

interests, which helped push the policy ahead. This was credited partly to ILO's role under the BUSY project. ILO stood out as a neutral stakeholder that guided the technical discussions without political and institutional interests. One national-level key informant noted:

“With ILO’s presence, it was easy to move the process faster because their presence ensured that we only focused on technical issues on the policy and not any other interests...” Key informant interview

Other stakeholders also noted that the ILO's tripartite nature and, by extension, the multistakeholder approach to the project implementation worked well in pushing the policy agenda forward. This is because it was possible for partners to lobby from different perspectives, which gave the policy development initiative a diversity of voices. Externally, some stakeholders noted that institutional interests within government had slowed the policy's completion.

Outcome 2

Kenyan employers, workers' organizations, and other stakeholders implement best practices related to workplace-based training for youth, including vulnerable and marginalized youth.

Under Outcome 2, the project sought to support and enhance employers and workers' organizations to integrate WBT for youth—including vulnerable and marginalized young women and men—into their policy priorities. The project further aimed to support development of a communication strategy that would guide information sharing with employers, MCPs, and the general public in the target counties. The objective was to improve knowledge and thus influence attitudinal and behavioral change toward WBT. This was also expected to stimulate support for and commitment to the project from employers and MCPs. Additionally, the project intended to build the capacity of labor inspectors, youth officers, and small enterprise associations at the county level to promote safe working conditions and decent work.

Most of the outputs under this result are achieved, with a few key activities still pending at the time of this evaluation. Before conducting the interim performance evaluation, FKE conducted a pre-situation analysis among formal employees and MCPs and conducted another on youth attitudes and barriers to participation in WBT. FKE and ILO then disseminated the analysis results to stakeholders in social dialogue sessions that the project supported. However, COVID-19-related regulations delayed execution of the two post-situation analyses in the two thematic areas of focus. These should be carried out and completed in the project's extended period of performance.

After the findings and recommendations of the pre-situation analysis, ILO with support from a consultant developed a communication strategy to enhance attitudinal change and stimulate support and commitment toward improved WBT for vulnerable young men and women by all relevant stakeholders at national and target counties.⁴⁶ Subsequently, teams led by county WBTTCC members convened 27 social marketing forums across the three counties that targeted government officers, community-level leaders, employers, and youth representatives. Approximately 50 participants attended each session, including the governor of Busia County (who attended one forum) and the ministers of education in the other two counties, who attended some of the forums. During the forums, each county developed its own communication strategy in line with the project's communication strategy, which allowed them to contextualize key information and messages to make them more relevant to their county.

Discussions with a random sample of forum participants indicated that the sessions were informative, especially in creating awareness of the opportunities and potential for WBT. Notably, the social marketing campaigns were initially scheduled to take place from March to April 2020, but after the COVID-19 outbreak, the project partners deferred these to July and August 2020.

⁴⁶ (International Labour Organization April 2020)

The project partners (with FKE leading) 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. WBTCCs across the counties reported that recipients of the first round of awards (scheduled to be an annual event) had been identified. Project partners, led by the WBTCC, selected 21 awardees (one overall winner, two runners-up, three county winners, three county runners-up, six sectoral winners, and six sectoral runners-up) for public recognition of achievement across several different categories. The actual awards presentation is scheduled for September 2021. An official had this to say about the awards:

“We are looking forward to the awards as these will motivate the MCPs and the graduates. This will also be sustained beyond this project...” Key informant interview

Busy project hired a consultant to carry out interagency research and establish knowledge on WBT to identify international best practices. ILO disseminated the research findings in all three counties in November 2019. The project hired another consultant to review local initiatives in Kenya on WBT for vulnerable and marginalized youth and to identify and document best practices and lessons learned from their implementation. According to project staff and partner organizations, these studies informed the design of FKE training programs targeting employers, government, and stakeholder organizations to enhance knowledge and skills on quality and effective formal and informal apprenticeships for vulnerable young men and women. To this end, in the quarter ending April 2021, FKE designed a curriculum targeting policymakers, employers, and youth. Each category has a training manual divided into the following modules: policymakers (three modules), employers (four modules), and youth (five modules).⁴⁷ FKE and COTU’s training of employers, policymakers, and youth had begun as of the time of this evaluation.

Through MSEA, the project identified and profiled potential MCPs involved in providing WBT programs and informal apprenticeships in Busia, Kilifi, and Kitui counties. This profiling aimed at identifying information that would guide delivery of pedagogy, business management, and mentorship skills to MCPs already offering training and to those who have potential or are willing and can collaborate to offer pre-apprenticeship training. MSEA first submitted a report on the profiling in December 2020, containing an estimated 549 profiled MCPs in the three counties.

To improve working conditions within the informal sector, the project supported a capacity assessment of county labor inspectors and relevant agencies on supervision of decent working conditions and conducted a validation workshop virtually in August 2020. Based on the assessment’s findings, the project engaged the Department of Occupational Safety and Health Services to review and enhance the occupational safety and health standards and safe working conditions manuals and protocols. This was completed in early 2021. Furthermore, the project contracted ITC-ILO to conduct online e-coaching training of trainers on improving safety and health in small and micro enterprises. ITC-ILO trained and awarded certificates to 28 participants between January and March 2021. The trained officers are expected to use the reviewed and enhanced materials to train officers across the target counties.

A key takeaway from the training (based on interviews with some of the trainees) was the need to adopt a more supportive approach to inspections rather than the previous top-down punitive approach. This implies that instead of government officers making visits with an objective to reprimand those not complying with the set regulations, they would focus on supporting the employers to comply or progress toward compliance. This would entail, for example, suggesting basic procedures such as rearranging the physical layout of workspaces to ensure that exits, for example, are unobstructed, provide designated spaces for tools and strategic placement of fire extinguishers, and encourage the use of personal protective equipment based on clear understanding of their importance. Previously, OSH inspections were punitive, focusing mostly on reprimanding

⁴⁷ (International Labour Organization April 2021)

noncompliance. Achieving full compliance remains a challenge, especially for the informal sector because enforcement of OSH regulations was mostly focused on the formal sector.

FKE conducted a rapid assessment of skills demand, placements, and employment opportunity in the target counties to facilitate selection of sectors and trades in which to promote WBT for vulnerable young men and women. FKE disseminated the findings between February and March 2021. This report is likely to inform decisions relating to viable skills in each county. With the report findings, interested stakeholders can map skills in demand and employment opportunities along most prominent trade sectors in the counties to inform decision-making for skills programs for vulnerable and marginalized youth in the counties.

Through the partnership with NITA, the project supported development of curriculum guidelines for upgrading pedagogy skills and mentorship skills for an estimated 150 MCPs and conducted a validation. Training was scheduled to take place in the project's extended period of performance. In addition (and through collaboration with NITA), the program developed guidelines and a plan for RPL and use of the guidelines for assessment and certification of 144 MCPs and released a report. The assessment and certification were however still pending A national consultation process involving NITA, Kenya National Qualifications Authority (KNQA), and other stakeholders, including ILO, is ongoing. A training-of-trainers training, Start and Improve Your Business, was under way in Machakos County at the time of this evaluation. This was to prepare for MCPs training (by those who attended training of trainers) before the project closure.

Much was achieved under Outcome 2 as preparatory work for supporting the adoption of best practices in WBT. Even though several activities, such as training of MCPs, MCPs certification and awarding, had not been completed, the capacity of key stakeholders—including the government—to deliver on their mandates had been enhanced, and they were adequately prepared to support WBT interventions. Although the tools developed had been piloted and validated, the tools, guidelines, curriculum, and other materials needed more rigorous testing before being rolled out large scale.

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. Detailed analysis of the issues and challenges to be addressed preceded nearly all the tools developed and other interventions in this outcome. In addition, the mandate holders spearheaded the interventions, thus the interventions are highly likely to have contributed to addressing the needs the respective sectors. This aligns well with the institutions' objectives.

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.

Under Outcome 3, the project intended to strengthen WBT programs by enhancing the pre-apprenticeship providers' coordination and capacity to provide quality and relevant prerequisite skills programs. This was to be achieved through developing and enhancing institutional mechanisms for quality WBT, training of pre-apprenticeship providers, and knowledge generation through rapid labor market assessments in each county. The project intended to support coordination mechanisms of workplace-based apprenticeship training programs at the national and county levels through the establishment and operationalization of coordination structures at the national level and in the three targeted counties.

Evaluation findings indicate that WBTCCs were established and operationalized in each of the three counties and at the national level. This was achieved in 2019 according to the work plan. The national-level WBTCC brought together technical staff from relevant government departments and project partners. This was replicated across the target counties, where county-level 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. The project provided counties and national-level stakeholders with technical guidance on forming the committees and allowed them to constitute them as appropriate. Project reports and discussions with WBTCC members and county government officers indicate that although some WBTCCs took time to operationalize (some faced political interferences), they were finally established and have continued to support project interventions effectively in their counties.

Focus group discussions with the committees during the evaluation mission indicated that all committees were finally operational and had full membership and governance structures, despite the situation reported at interim, when committees in Kitui and Kilifi had not confirmed their membership.⁴⁸ 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 the committee's sustainability beyond the project. The minister in charge of education and skills development at the county reported that the committee had championed the development of the apprenticeship policy, which would ensure the WBTCC's sustained relevance in youth skilling. From consultations, it was clear to the evaluator that the goodwill of the county leadership in Busia—from the governor to the chief executive and chief officer in charge of education and training—contributed significantly to the gains made in the county. For example, the county governor attended several project activities in the county, including the launch of the social marketing activities.

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. In Kitui County, for example, WBTCC members the evaluator met still spoke of the need to meet and brief the governor, a clear indication that the county leadership has yet to understand the committee's role. In addition, project reports refer to political supremacy battles within the county that could have affected the WBTCC's efficient operations. The Kilifi County WBTCC also faced similar challenges, in which the county leadership had not clearly recognized and supported the WBTCC, even though mid-level and junior county officials were active and committed participants in them.

Despite the challenges reported in Kitui and Kilifi, all WBTCCs seem to have taken on lives of their own, given that members seem to have realized their complementary roles in the execution of their mandates. Specifically, the county and national government officers represented in the WBTCCs in each of the three counties are reportedly collaborating more in exchanging data and information and in the day-to-day discharge of their respective mandates. This improved coordination is likely to be sustained beyond this project. The WBTCCs are also likely to remain a default resource in the counties on matters relating to WBT. A key informant, for example noted:

“When county governments were established, national government and county government officials behaved as if they were in a competition. We were very suspicious of the intentions of each other. But the BUSY project has really helped to break the barriers. Today, I only need to call a national government officer if I need information from them, similarly they only need to call me, and I will share with them what they need. We have even been able to carry out some activities jointly such as the social marketing campaigns. We collaborate very well with NITA on KYEOP activities, including identification of beneficiaries. This was not the case before BUSY supported the establishment of these committees...” Key informant interview with a government officer

A national-level WBTCC was also established and effectively linked the Project Advisory Committee (PAC) to the county-level WBTCC. This was because the national government ministries represented in the county-level WBTCC were also represented in the national-level WBTCC. Given the number of

⁴⁸ (Kiura 2018)

participants in each WBTCC, the project adopted the ad hoc subcommittee approach to moving issues forward within the committees. The subcommittees are tasked with specific assignments on which they report back to the committee, which made committee meetings more efficient and effective. The subcommittees were effective in, for example, undertaking social marketing campaigns across the respective counties. The evaluator also noted that the committees were supported to develop monitoring action plans for the counties. Monitoring and evaluation (M&E) focal points were identified and engaged to spearhead monitoring activities in the county. The committees were also reported to have engaged in coordination of activities after the onset of COVID-19 and the resulting travel restrictions, which prevented the project staff from visiting the counties.

Finally, TVETA collaborated with the project 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 hairdressing and beauty therapy sector was the most common trade sector on offer, accounting for 23.8 percent of all the pre-apprenticeship providers. However, the most popular trades that registered high enrollment included garment making (25.04 percent), motor vehicle mechanic (20.08 percent), and hairdressing and beauty therapy (14.69 percent). The project, through the ILO, 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's extended period of performance and would equip employers, workers, government, and training providers with skills to provide pre-apprenticeships for vulnerable youth. The findings from these activities echoed the problem of lack of coordination and standardization highlighted in the context discussion in the project document and which the project has sought to address through the various interventions.

The project, through the ILO, 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's extended period of performance and would equip employers, workers, government, and training providers with skills to provide pre-apprenticeships for vulnerable youth.

Overall, the expected results in Outcome 3 were achieved. However, pending activities such as training of pre-apprenticeship service providers need to be completed in the project's extended period of performance. It was noted from consultations with county-level project participants, including MCPs and county-level staff, that although the project achieved what it intended to, the results were still not visible to people outside the project. People waited to see visible results from the intervention, particularly the training of youth and implementation of the best practices in WBT. For example, 144 MCPs awaited training, while youth and the government expected that the project interventions would ultimately result in skills training for youth. Neither of the two had happened at the time of this evaluation. Results for the application of best practices were yet to be seen. There is wider understanding of the WBT concept and the need for good practices in WBT across most stakeholders, but these have largely remained concepts that were yet to be implemented and demonstrated.

The key driver of the results achieved in Outcome 3 was the project participants and partners' ownership of interventions, achieved through the local constitution of a coordination committee by the local-level stakeholders. Furthermore, the structures took time to evolve through the initial governance challenges they faced. Just like Outcome 2, the fact that government institutions, which hold different mandates in skilling (NITA, TVETA, and so on), took up the interventions resulted in relevant and accurate analysis of issues and proposed solutions. Stakeholders also noted that ILO, despite being the project lead, emerged as a neutral facilitator throughout the outcome deliverables, focusing more on enhancing the mandate holders' capacity and offering technical support as necessary. This assured people that there were no hidden interests in the project, and they effectively took up the roles as their own.

Evaluation Question 5

How effectively has the project engaged with various stakeholders at the national and county levels (via agreements or other arrangements) to implement activities and achieve its outcomes?

The project engaged various stakeholders at the national and county levels to implement activities and achieve outcomes. In fact, most activities were executed through partnerships with stakeholders, most of them mandate holders in the areas in which they were intervening. This was reflected across all the result areas. For example, the SDPTSD, in consultation with relevant institutions such as MOLSP and NITA, spearheaded the work related to the NSDP, a process that was reported to have been inclusive. Similarly, partners such as NITA, FKE, and COTU delivered work under Outcome 2, and TVETA and the county-level committees established under this project delivered the work under Outcome 3. Consultants were hired to undertake specific studies and assessments, generate knowledge, and provide background information on specific thematic areas. These supported the partners and stakeholders in delivering results.

The project adopted a task-based approach to engage partners in the delivery of project components and related activities. According to ILO, this was an efficient approach that enabled the project to commit finances only for specific components. Subsequent commitments were based on successful delivery of the preceding tasks. However, this approach was not popular with some partners who preferred a long-term commitment lasting through the project period. Overall, the approach gave the project some flexibility to choose and change the implementation modalities, in line with what would work best under different circumstances. Conversely, long-term engagements could have tied the project to specific delivery modalities.

The stakeholder engagement approach empowered and created ownership among partners. Each partner contributed on components that were within their line of work. For example, FKE concentrated more on issues relating to employers, and COTU emphasized issues relating to workers. SDPTSD focused more on policy formulation, and NITA worked mainly on the technical aspects of skills delivery, assessments, and standards development. Even after project closure, the partners will continue to use the tools and materials generated from this project, given that they were developed to inform the partners' work across board and not just for the BUSY project. In addition, the engagement strategy reportedly improved the coordination of actors and provided a better understanding of everyone's roles and responsibilities. This should eventually improve the interventions' impact. For example, closer and increased coordination of stakeholders through the WBTCC was reported, not just for the project but also for normal delivery of services by national and county government departments within the counties. This points strongly to the importance of the coordination structures at the county level.

However, the role of county labor officers was not visible or well-articulated, even in the project document. The project was largely placed on the hands of the county governments, and project staff stepped in to address any issues that emerged. The county labor officers were silent partners, yet by virtue of their positions, they could have had a better opportunity to manage relationships with county-level stakeholders. This could have added value, especially in counties where work slowed because of political interests. Some stakeholders believed that the county labor officers in such counties could have helped push the project forward locally. Their position as the tripartite partner representative at the county level was not felt strongly, despite their centrality to the project.

In summary, the project did well in engaging stakeholders and, most important, in giving them space to carry out their interventions in the best way they knew. Furthermore, the project provided the needed technical inputs and oversight, which led to stakeholders owning both the process and the products they developed.

Evaluation Question 6

To what extent were the recommendations from the interim performance evaluation implemented, and what were the results?

The interim performance evaluation report provided 15 recommendations, which the project staff and partners generally received well. The project documents and discussions with project staff indicated that the project team considered the recommendations and adapted all of them. The project staff led a dissemination meeting targeting the project stakeholders. To better monitor the implementation of recommendations, the project included the list of recommendations in the TPR report as Annex D,⁴⁹ where the progress on the implementation of the recommendations was reported periodically. The tracking table for the quarter ending April 2021 is annexed as an example.

Revision of the target for the NSDP to a draft policy under Outcome 1 was notable in the recommendations. The project has since achieved this revised target. On the recommendation to support a training program for youth to test the WBT model on a pilot basis, the project noted that this was not tenable, given the financial resources and time needed. However, project staff observed that county governments were engaged in discussions with local and international organizations such as Generations Kenya in Kitui and World Vision in Busia to support youth training. For example, in Busia, World Vision had been expected to support youth training, but this training has not taken place.

To support continuous coordination of WBTCC members in between their usual quarterly meetings, the WBTCCs members, on the project's advice, formed ad hoc thematic subcommittees as necessary. This enabled the project to accelerate specific activities as needed. In addition, WBTCCs members established a monitoring focal persons subcommittee (comprising three people) in each county. These subcommittees supported the project with specific activities as necessary, without creating other substructures within the WBTCC, which could have led to infighting and possible discontent among the committee members.

Overall, the project staff, partners, and stakeholders believed that the recommendations from the interim performance evaluation report were relevant and realistic to the context in which the project was operating.

Evaluation Question 7

How effectively has the project implemented its monitoring and evaluation systems (CMEP, pre-situational analysis, and so on)? To what extent are these systems being used to identify trends and patterns, adapt strategies, and make informed decisions?

The project CMEP was one of the earliest documents to be completed. Part of the CMEP is the relevant tools and materials needed for monitoring, which include (but are not limited to) project definitions, data analysis plan, data quality assurance procedures, problem tree, data reporting templates, data collection instruments, quality WBTCC reporting forms, meeting guidelines, and results and indicator table. For ILO project staff, the CMEP and relevant tools were already in use to monitor various project activities.

A review of the project documents and consultations with stakeholders indicate that although the CMEP elaborated the M&E implementation and management procedures and went further to itemize the roles and responsibilities in M&E, the role of the county-level stakeholders—especially the WBTCCs—were not expressly defined. Furthermore, the monitoring tools in place did not envision the stakeholders' role at this level. These were more focused on the implementing partners. Following recommendations of the interim performance evaluation, relevant sections of the CMEP were revised,

⁴⁹ (International Labour Organization April 2020)

including, for example, the target for a fully operational NSDP to a draft. Similarly, based on the proposal to better define the county-level committees' role in project monitoring, the project appointed three focal persons in each county to support M&E activities. The focal persons also supported data collection, but it was not clear from the reports which data they collected and how. The focal persons have been instrumental in supporting consolidation of the county WBTCC work plans and in consolidating data, such as the register of pre-apprenticeship service providers. Related to this was the continuous training and sensitization of WBTCCs on their role in monitoring. The M&E specialist directly conducted training on M&E and conducted one such training from February 15 to March 5, 2021, in all the counties. Because of the capacity empowerment at the WBTCC level, the committees, with support from the M&E focal persons and project staff, developed data collection and recording tools, which they used to record a database of pre-apprenticeship providers and participating youth.

The project reporting tools, including the TPRs, were generally robust. However, there was a gap in the extent to which data was disaggregated in the reports. The TPRs, for example, did not break down the data by sex, which obscured the full picture to the users. Attempts were made to disaggregate data—for example, for MCPs profiled for training. Furthermore, some stakeholders expressed concerns about the quality of data collected, which sometimes was inconsistent and unclear. This suggests the need make continuous reference to the data quality assurance mechanisms, outlined in the CMEP.

As reported in the interim performance evaluation, FKE and COTU carried out pre-situation analyses successfully, which partners widely reported to have highlighted the issues affecting youth participation in WBT, including the negative attitude of young people and communities toward WBT compared with formal training, lack of infrastructure, and high fees charged. The interim performance evaluation report noted that WBTCCs seemed not to have been adequately involved in the pre-situation analysis activities. Nevertheless, it was expected that they would be more active in the post-situation analysis scheduled to take place in the project's extended period of performance. As the WBT coordinators in the counties, the WBTCCs' understanding, and ownership of the process and the findings of the pre- and post-situation analysis is essential.

The impact of the COVID-19 pandemic affected the CMEP implementation in that it was not possible to conduct field visits and data collection (which entailed one-on-one interaction). Opportunities for remote data collection were explored but could not work because of internet connectivity challenges and the lack of a simple virtual platform on which data could be collected remotely. Overall, the COVID-19 pandemic delayed the completion of project activities.

Evaluation Question 8

To what extent has gender mainstreaming been addressed by the project? Has the project integrated gender equality as a cross-cutting concern throughout its methodology and all deliverables?

The BUSY project was generally gender aware, given that the project document adopted gender-sensitive language—for example, disaggregated data by gender. Several statements in the project document also made references that suggest gender awareness, such as: “COTU will also play a role in reviewing relevant policies and laws for inclusion of vulnerable youth, including a specific focus on adolescent girls...”⁵⁰

The CMEP had similarly anticipated gender-aware disaggregation of quantitative data, as noted in Table 4 of the CMEP on modalities of presentation of quantitative data for its analysis.⁵¹ Discussions with the project staff and stakeholders also indicated that there were deliberate efforts to include all genders in the project activities—a bold step in the male-dominated skills and trades sector.

⁵⁰ (U.S. Department of Labor/Bureau of International Labor Affairs 2016)

⁵¹ (International Labour Organization June 2018)

Nevertheless, it was reported that overall, different trades tended to assume a bias along sex based on the sex that was more prevalent in a trade. For example, males were more prevalent in motor vehicle repairs and welding, and females tended to be more prevalent in catering and hairdressing trades. TVET officers conducting pre-apprenticeship service providers' assessment observed that there were more females pursuing WBT opportunities in the rural areas versus the urban areas. Social partners who carried out the PSAs supported this observation. This was based on the understanding that women also doubled as caregivers and are more unlikely to move away from their homes to better care for their children and families. Rural-based MCPs therefore could be serving more female trainees compared with their male counterparts.

TVET officers, other project partners, and project staff interviewed also noted that investment in equipment and additional trades could improve gender participation in the predominately male trades. This could include, for example, investment in pulleys and electric wheel spanners, which could eliminate a heavy workload in motor vehicle repairs, allowing for more participation of women. These sentiments suggest that stakeholders had a gender-focused understanding of issues relating to WBT.

Despite the efforts to mainstream gender issues in the project activities, gender-focused reporting was not included in the monitoring reports, including the TPRs, which did not disaggregate data by gender.⁵² This was attributed to an omission in the disaggregation of data in Annex A of the TPR, which is a key document capturing project data.⁵³ Failure to disaggregate data prevents readers and consumers of project reports from deeply understanding and internalizing the distribution of issues and benefits across different genders.

Evaluation Question 9

How effective was the project organizational structure and governance in supporting delivery of results?

A project director led the project with support from a WBT specialist and an M&E specialist. By design, the team received additional support from ILO technical specialists based in Pretoria, South Africa and an employment specialist based in Dar es Salaam on all technical issues, and by the Country Office in Dar es Salaam on all administrative issues. Other staff include a project accountant and a driver. After the COVID-19 outbreak, the project dropped the intern position, who previously supported social media promotions, development of material designs, and project information, education, and communication materials.⁵⁴

Reports and consultations confirm that the project team came on board at different times. The M&E specialist was the longest-serving team member, who had joined the project in 2017, followed by the WBT specialist in 2018 and the project director in January 2019. The current project director took over from the first project director (who had joined the project at the beginning in 2017) to serve an 18-month term.

His role was purely to set up and ensure commencement of project activities, benefiting from international experiences and lessons learned from other similar projects with which he had worked.

Discussions with partners indicated that the varying times the staff came on board resulted in initial delays because it took time for them to become oriented and get used to one another. Besides, engaging a project director to serve a portion of the project time frame did not work very well because the new project director had to spend more time becoming oriented and, particularly, building relationships with stakeholders, meaning time was lost in the process.

⁵² (International Labour Organization April 2021)

⁵³ (International Labour Organization April 2021)

⁵⁴ (International Labour Organization April 2019)

According to the interim evaluation report, technical specialists' interviews noted that they would have required more engagement with the project, especially when there was a need to connect the various pieces of information from the various studies. The employment specialist in Dar es Salaam mainly provided technical support and backstopping. At the same time, some partners and staff did not see the technical specialists' importance when the project was moving more toward the implementation of activities. To those who held this view, technical support was more useful in the design and inception phases. Although this may be true, it is notable that the project has generated various skilling tools and materials over its time frame that could have benefited from the skill specialists' technical expertise.

“The ILO skills and employment specialists were doing their best in supporting the project, but it was observed that with only three days a year dedicated to this support, they can provide only so much quality technical support to a mainly capacity-building project. Therefore, this was reported to be inadequate, particularly as the project moves to connect the dots from the studies that have been undertaken and how these inform the next project activities. Therefore, additional level of effort is recommended for the technical specialist.”

Interim Performance Evaluation Report, page 39

Consultations with project staff and partners also indicated that there were improvements in the administrative procedures that had previously resulted in delays. For example, a bank account was opened in Kenya after the interim evaluation. Some partners still complained of delays, which, upon further enquiries, resulted from delays in the ILO's accounting procedures that were required before any subsequent funds disbursements.

Overall, project partners and staff indicated that the governance structure was adequate for the discharge of the project interventions, being largely a capacity-building-focused project.

Evaluation Question 10

How has the COVID-19 pandemic influenced project results and effectiveness, and how has the project adapted to this changing context?

Kenya was watching the COVID-19 pandemic evolve in other parts of the world for most of the first three months of 2020 until the first case in the country was reported in March 2020. Soon after, the government issued travel and work restrictions backed by stringent health protocols, including requirements to work from home and reduce unnecessary movements. This affected project activities directly, given that most of the field-level activities were suspended. It also took some time for stakeholders to get used to working virtually, which led to delays in most project activities.

Activities began to pick up in July 2020 but at the county level and without the project staff physically present. Project staff relied on the WBTCCs to coordinate most activities in the counties. The social marketing forums targeting community stakeholders across all 27 sub counties across the three counties were key among the activities that the WBTCCs coordinated, and the forums were implemented successfully. Additionally, the WBTCCs largely mobilized and convened the consultation meetings for this evaluation, and all sessions across the three counties were well attended. This positioned the WBTCCs strategically to potentially support coordination of youth skilling programs in the respective counties.

One of the key positive influences of COVID-19 was the WBTCCs' expanded role, which enabled them to be more proactive on project issues and boosted the level of ownership of project interventions among the county-level stakeholders. The fact that they could account for tasks assigned and report back to the project staff means that they also gained useful skills for effective operations in the committees. Project staff have also indicated that, overall, working virtually was more effective than working in physical spaces, where much time is lost in traveling to different

locations. Conversely, there was a likelihood of low credence when project staff are not physically present. As mentioned, ILO was generally perceived as the neutral party. This enabled project activities to proceed more quickly, even in the counties. Across the rural parts of Kenya, technological challenges often affected the virtual meetings' effectiveness, especially with the category of stakeholders with which the project worked.

Overall, delays were the COVID-19 pandemic's most significant impacts to the project, especially between April and July 2020 but largely to the end of 2020. The situation remained erratic in the first half of 2021. Work patterns did not normalize, affecting the speed with which the project interventions were implemented. At the time this evaluation was conducted, COVID-19 regulations were still in place in sections of the country, including for meetings.

Evaluation Question 11

To what extent are the project's plans for sustainability adapted to the local level, national level, and capacity of implementing partners?

The BUSY project had a sustainability strategy embedded in the project design. The project was designed to address systemic issues, working together with national and county government institutions and social partners and to build their capacity to deliver on their mandates. This means that the project did not establish any new structures or parallel service delivery mechanisms. This was evidenced in the support to the development of an NSDP at the national level and support for development of other county-level policies, including the Busia Apprenticeship Policy and the Kilifi Youth Policy. The project provided only the technical support, and the respective governments took the lead in the process.

The project's strategic focus on WBT (which had not been widely understood) and the project-supported studies generated useful information that led to the realization that there was a need to evaluate the relevance of various frameworks, tools, and materials relevant to WBT that were in use. As a result, this project witnessed changes and improvements in materials relevant to WBT, which the users developed. Those interviewed noted that the project support was empowering, as evidenced by the project's approach to delegate the roles and support problem identification and solution development within the partner institutions.

This strategy was embraced at the national level, and institutions such as NITA, the Directorate of Occupational Safety and Health Services, TVETA, and others have been able to develop and amend key materials that they use nationally. At the county level, institutions collaborating with the project and representing both national and county government have expanded their networks. They are reported to be collaborating more closely on sharing information and in joint activities in the county, besides those specific to the BUSY project. County government officers also reported that Busia and Kitui county governments were pursuing other avenues, likely to support skills enhancement for youth. These new networks were identified during the implementation of BUSY project. From interviews with staff, it was clear that other county government and national programs had taken up issues that the BUSY project promoted, including occupational safety and health issues promoted among the KYEOP MCPs.

In addition, the project design intended to anchor the project within the counties and under the relevant departments. This, too, was partly achieved in all counties, given that the respective ministers in charge of education and skills development or their officers chair the committees. However, none of the counties formalized the WBTCCs into structures that the governments recognized. The policies that the county governments are pursuing on skills development and apprenticeship offer some hope for the WBTCCs' recognition. But even without formal recognition, the WBTCC structure was likely to be sustained through the participation of various agencies at the

county level, who were able to quickly realize their potential to complement each other in their day-to-day operations.

Evaluation Question 12

Which project outcomes and key outputs are likely to be sustainable after the project ends? What factors affected the likelihood of sustainability?

Overall, most project interventions, being capacity building in nature, have high sustainability potential. First, the various programs, curriculums, guidelines, and frameworks developed across the project outcomes have the highest sustainability potential because they were developed as a result of a user-identified need, and they responded directly to that need. They were also owned by the developers and the users who will fund them within the normal institutional budgets. It is uncommon for project-supported activities to be institutionalized into government procedures this quickly.

Second, capacity building for stakeholders, including on the understanding of WBT, will live beyond this project. The studies undertaken through this project have informed and will continue to inform various actors. In addition, the capacity building of MCPs on business management and best practices in WBT will continue to benefit their enterprises and the youth they continue to train. Similarly, capacity building of government officers such as the Department of Occupational Safety and Health Services is likely to change their attitudes and consequently their behaviors toward the work they do and how they did it. The new guidelines on inspections that they developed after the training will possibly change their practices. They were likely to adopt a more facilitative approach to inspections that aims at supporting compliance rather than a top-down approach meant to punish noncompliance.

Note that the collaboration between the county-level officers and, by extension, the departments they represent, which were strengthened by their interaction in the WBTCCs, will most likely outlive the committees in counties, should any of the committees not survive.

Lessons Learned

Project stakeholders and staff have learned several lessons from the BUSY project that could inform similar interventions in the future or other partners' work. These are in addition to lessons documented during the interim performance evaluation. Some of the main lessons that stakeholders highlighted from this evaluation include:

- **National and local-level policies are important if development interventions are to be sustained, especially by governments.** This is because government work plans are developed to support specific government policy goals. Budgets are consequently allocated toward financing the developed work plan. Without policies, it would be difficult for both national and county governments to allocate resources toward initiating, implementing, and sustaining development interventions.
- **Development of a full policy document takes time, but components or sections of a policy can still be developed and implemented while the main policy is discussed at the national level.** Policy development is a highly consultative process, laden with institutional interests. These often take time to complete. In the BUSY Project, NITA and KNQA had consultations on the development of a framework for Recognition of Prior Learning, which the draft policy mentions extensively. A presidential directive to KNQA resulted from these consultations to develop a framework for RPL. This is likely to be realized before the main NSDP.
- **Policy development requires establishing an inter-institutional coordination mechanism that ensures high operational standards, even in difficult administrative**

and highly political contexts. This is because politics are likely to derail the policymaking process and could minimize important technical and operational gains or milestones achieved in draft policies.

- **Effective coordination is the main ingredient in the success of projects.** This was demonstrated at all levels of this project, from policy formulation interventions to the WBTCs' role in the counties. For example, county government officers and project stakeholders at the county level reported that the social marketing forums have been effective in reaching out to community members, partly because most of the relevant stakeholders in skills development in the counties attended the social forums. This sent a strong message to participants in the sub-counties.⁵⁵ In addition, coordination of government agencies and social partners was credited with the gains made in developing the NSDP.
- **Local-level targeted interventions generate faster impacts.** Often, capacity-building projects targeting government institutions focus mostly at the national level. Registering results in such interventions, especially those targeting policy changes, takes time. The BUSY project demonstrated this, but it has also shown that policies can be achieved faster at the county level than at the national level, as evidenced by how quickly Busia County developed its apprenticeship policy. In addition, local level interventions can potentially be scaled at the national level or used as an example when developing national policy, with a potential for greater long-term impact.

Promising Practices

- **Working with the national government to pursue national-level goals while focusing attention on the county government and other local-level structures to address local-level challenges emerged as an effective strategy in the BUSY Project.** By doing so, the project could support interventions that addressed local challenges while pursuing broader solutions at the national level. This strategy also enables local-level stakeholders to adapt and contextualize what is relevant to them. For example, county stakeholders contextualized their key messages on WBT from the project communication strategy. Mutual benefit was also noted at the national and county levels. Interventions that were triggered by fact finding in the target counties such as development of frameworks and guidelines by NITA and TVETA, for example, will impact skills development nationally. In addition, national level policy development, such as of the national youth policy, informed development of policies at the county level. For example, Kitui awaited the development of the national youth policy to finalize the county youth policy.

Conclusions

The BUSY project was conceived at an appropriate time. Kenya continues to grapple with high levels of unemployment. At the same time, more than half of secondary-school-level graduates miss out on opportunities to progress to higher levels of education, making many of them potential candidates for WBT. Historically, however, training through WBT has been unregulated, uncoordinated, and not standardized. Different training providers set their own standards, meaning there was no uniformity in training and testing.

Enhancing the capacity of service providers to deliver quality WBT aligns with the government's development plans, the UN Development Frameworks, DWCP, and the SDGs. It was also in line with the USDOL's objectives to support decent work and contribute to eradicating child labor in workplaces.

The proposal for an NSDP and the NSDC could not have come at a better time. Although the policy is not approved yet, the project delivered on its target of a draft NSDP. However, the smaller gains

⁵⁵ Sub-counties are administrative units within a county. Several sub-counties form a county

achieved in revising and developing tools and frameworks for skills training by various institutions are positioned strategically to affect skills development faster and more intensely. It was also notable that some counties were moving to develop policies with a strong bearing on WBT. These include the apprenticeship policy in Busia County.

The stage has also been set for training MCPs on best practices in WBT and on business management, which should improve the quality of skills training they provide to marginalized and vulnerable youth, including women in the rural areas. In addition, materials such as training manuals on OSH, and training of OSH officers will support service delivery toward quality WBT in the future. However, key training delivery has experienced prolonged delays caused by the COVID-19 pandemic and is yet to be delivered. The training should be finalized within the remaining project period. Equally important, the project created awareness of WBT among stakeholders at the national, county, and local levels. Reports by project participants, especially those who participated in the social marketing activities, indicated that this was expected to generate interest on WBT across the counties, especially among the county governments, WBT trainers, potential trainers, and organizations willing to support WBT.

The project has enhanced collaboration among stakeholders. At the county level, the WBTCCs brought together stakeholders that focus on youth skills training, and they at least share information on each other's activities. As a result, information sharing between departments and agencies represented in the WBTCCs and joint community-facing efforts such as social marketing initiatives were reported. In addition, partners and staff reported that stakeholder collaboration and coordination were the main drivers for the gains on national-level policy formulation processes.

Overall, the BUSY Project has generally achieved Outcomes 1 and 3. The pending training of MCPs under Outcome 2 have delayed the full realization of results in the outcome. NITA and FKE were already planning to undertake the training, given that training materials were already developed and approved. The project team did not foresee any reason why this will not be achieved before the project ends.

Results from the analysis of data collected from this evaluation point to a number of recommendations that could contribute to consolidating results already reported across the outcomes.

Recommendations

ILO

- ILO should ensure adequate training of MCPs. Project impact should be visible to the project participants, namely MCPs and youth. This will be possible when MCPs are trained and when they can use the skills they gained to train youth. This calls for the completion of pending training for MCPs on, among others, pedagogy and Start and Improve Your Business (see page 28).
- ILO needs to fundraise aggressively 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, best practices in WBT should be put into practice. Testing and implementation of best practices in WBT remains a top priority (see pages 22, 28).
- Future programs should ensure that data disaggregation is mainstreamed across all reporting tools and documents. Any quantitative data in the project reports and documents should be disaggregated by gender and possibly location (rural and urban) to better understand the distribution of project results and impact (see page 34).
- ILO still has a responsibility to continue coordinating partners to ensure that all pending project activities are implemented as planned before the project closure (page 35).

Social Partners

- COTU and FKE are encouraged to take advantage of the networks they have built in the informal sector to aggressively promote decent work within the informal sector. This could be pursued through supporting specific decent-work-focused interventions such as improvement of working conditions through use of PPEs and general OSH promotion directly among informal sector workers and employers, and through continued lobbying and advocacy for county governments to support the same interventions more aggressively in their jurisdictions (see page 22).

National Government Agencies

- NITA should ensure that assessment and certification of MCPs on prior learning is completed before the project ends. This will provide a framework for recognition of all competencies gained on the job or acquired in non-formal or informal learning and propel the MCPs to other opportunities for growth and career progression (see page 28).
- TVETA should ensure selection and training of pre-apprenticeship training providers using the pre-apprenticeship package (curriculum) they developed. This will prepare them to better address the training needs of vulnerable young men and women (see pages 30).
- The SDPTSD should continue to pursue the finalization of the NSDP and then the establishment of the NSDC. Even though the project achieved its intended objective of a draft NSDP, SDPTSD should not lose focus on the goal of an approved policy and related implementation structures (see page 25).
- The Ministry of Youth should enhance collaboration with local-level structures, including the WBTCCs, to support their youth skilling initiatives in the respective counties. For example, WBTCCs could coordinate government-led skills training programs locally, given that the WBTCCs draw membership from all the relevant government and county-level stakeholders (see page 35,36).

County Governments

County governments have a responsibility to institutionalize skills development within the county government structures. Integrating skills development in broader youth development policies was inadequate to fully address the gaps in youth skilling. Relevant policies (such as Busia County's apprenticeship policy) and institutions (such as WBTCCs that focus specifically on youth skills development) are better placed to address challenges related to skills training (pages 36, 37, 38).

- The Busia County government, having developed an apprenticeship policy, should move forward to institutionalize the WBTCCs as the coordination structure for implementing the policy. In addition, the county government should develop strategies and allocate resources for youth skilling (see page 37).
- The Kitui County government should focus on finalizing the Kitui Youth Policy, which has integrated WBT as a precursor to county-led programs on youth skills development. This was pending the finalization and approval of the national youth policy, which has since been completed (see page 25).
- The Kilifi County government, having successfully undertaken social marketing interventions across the sub counties, should move to develop skills training policies and recognize the WBTCC as the county-level coordination unit for skills training (see page 29,30).

WBTCCs

- The WBTCCs, as county-level structures, should continue to champion and lobby for their formal recognition and formalization by the county governments, perhaps through their

respective departments and agencies. This will guarantee the sustainability of coordination on WBT issues in the counties (see page 38).

- WBTCs should continue to monitor implementation of this training within the remaining project period and ensure that target participants benefit fully from the intended training. The respective WBTCs should develop work plans with training schedules for the target trainees to ensure that people trained during trainings of trainers (ToTs) deliver their training as expected (see page 28,29).

USDOL

- USDOL should consider supporting a demonstration of best practices in WBT, which remains theoretical to most participants. Project participants have been positive about the project objective to promote best practices but have not yet seen the best practices in practice. This needs to be demonstrated (page 7).
- USDOL should consider supporting interventions on promotion of decent working conditions in the informal sector. Much remains to be done regarding awareness creation and change of practices in the informal sector towards the achievement of decent working conditions (page 20).

Annex A: Performance Management Plan (PMP) Indicators and Targets

Result Area	Indicator	Target	Achieved	% Achievement	Comments
<p>Long-Term Outcome 1:</p> <p>Laws or policies supporting quality workplace-based training opportunities for youth in Kenya, including vulnerable and marginalized young men and women, are improved and/or implemented by key stakeholders</p>	<p>OTC 1:</p> <p>Number of policies on WBT that are integrated, improved, or implemented by key stakeholders</p>	4	6	150%	A draft NSDP has been developed at the national level, and five have been integrated within counties.
<p>Medium-Term Outcome 1.1:</p> <p>Technical capacity of key government agencies and other relevant bodies to negotiate, formulate, and/or implement laws on youth employment; WBT and/or protected employment for youth, including vulnerable and marginalized youth, is improved</p>	<p>OTC 1.1:</p> <p>Number of formulated or negotiated draft policies on youth employment and WBT</p>	4	6	150%	One draft policy at the national level and five others integrated/improved at the counties
<p>Output 1.1.1:</p> <p>Gaps in relevant laws and/or policies on quality WBT opportunities for vulnerable and marginalized youth are identified</p>	<p>OP 1.1.1:</p> <p>A copy of the gap analysis report</p>	1	1	100%	Indicator was achieved

Result Area	Indicator	Target	Achieved	% Achievement	Comments
Output 1.1.2: A National Skills Development Policy is formulated	OP 1.1.2: A copy of the National Skills Development Policy	1	1	100%	Indicator was revised after the interim evaluation to a draft policy, which has been achieved
Output 1.1.3: National Industrial Skills Development Council (NISDC) is established	OTP 1.1.3 A Government notification of NISDC establishment OTP 1.1.3 B Number of meetings held by NISDC	1	0	0%	Indicator not achieved. The indicator is dependent on the NSDP.
Output 1.1.4: National and county-level stakeholders' awareness-raising strategy to support legal and policy reform is implemented	OTP 1.1.4 Number of awareness-raising strategies implemented among the national and county-level stakeholders	4	5	125%	Indicator has been achieved
Long-Term Outcome 2: Kenyan employers, workers' organizations, and other stakeholders implement best practices related to workplace-based training for youth, including vulnerable and marginalized youth	OTC 2: Percent increase in best practices on WBT implemented by employers, workers; organizations, and other stakeholders	2	0	0%	Project-supported training on WBTs was yet to be finalized and an assessment made on the change. The likelihood of achieving this in the remaining project period was high.

Result Area	Indicator	Target	Achieved	% Achievement	Comments
<p>Medium-Term Outcome 2.1:</p> <p>Employers and workers' attitudes about WBT for youth, including vulnerable and marginalized youth, is improved.</p>	<p>OTC 2.1:</p> <p>Number of employers and workers with improved attitudes about WBT for youth, including vulnerable and marginalized youth</p>	892	0	0%	The project was yet to undertake the post-situation analysis to determine the extent of improvements in attitude about WBT. Various project interventions (including, but not limited to the social marketing forums) have been geared toward improving employers and workers' attitudes. The likelihood of this target being achieved is high.
<p>Output 2.1.1:</p> <p>Study of awareness and attitude of employers and workers to implement best practices in WBT for youth, including vulnerable and marginalized youth, is developed</p>	<p>OP 2.1.1:</p> <p>Assessments reports of workers and employers' attitudes</p>	4	2	50%	Two post-situation analyses were pending. These are scheduled to be conducted in October 2021. The likelihood of this target being achieved is high.
<p>Output 2.1.2:</p> <p>Best practices communication strategy addressing employers, MCPs, and the general public is implemented</p>	<p>OP. 2.1.2:</p> <p>Number of communication strategies used in the targeted counties addressed to employers, MCPs, and general public</p>	26	26	100%	Target was achieved, and overall information targeting employers, MCPs, and the general public was well received.
<p>Medium-Term Outcome 2.2:</p> <p>The capacity of employers, workers, government, and relevant stakeholders to design</p>	<p>OTC. 2.2:</p> <p>Number and percent of workers' organizations and employers with increased</p>	353	48	13.6%	Training on WBT had not been carried out among most participants, though this had been planned in the remaining

Result Area	Indicator	Target	Achieved	% Achievement	Comments
and implement best practices for WBT programs enhanced	knowledge of best practices on WBT for youth, including vulnerable and marginalized youth				project period. The likelihood of this target being achieved is high.
Output 2.2.1: New information to employers, workers, government, and relevant stakeholders to design best practices for WBT programs is provided	OP. 2.2.1: Number of employers, workers, government agencies, and relevant stakeholders trained	300	20	6.7%	Training was deferred after regulations were imposed in response to the COVID-19 pandemic. Partners had commenced the trainings at the time of this evaluation, and the likelihood of this target being achieved is high.
Output 2.2.2: Labor inspectors, youth officers, and MSE associations at county level trained on the promotion of safe and decent working conditions in WBT programs	OP.2.2.2: Number of labor inspectors, youth officers, and MSE association members trained on safe and decent working conditions	128	26	20.3%	National-level training targeting 26 officers was completed. Plans were under way for county-level training. The likelihood of this target being achieved is high.
Output 2.2.3: The capacity of master craftspersons (MCPs) as accredited host trainers is developed	OP 2.2.3: Number of MCPs accredited	144	0	0%	No MCPs have been accredited. Plans were under way to train and assess the MCPs, who had already been profiled. The likelihood of achieving this target is high.

Result Area	Indicator	Target	Achieved	% Achievement	Comments
<p>Long-Term Outcome 3:</p> <p>The quality of existing public and private programs that provide vulnerable and marginalized youth with prerequisite skills to enter workplace-based training programs is improved</p>	<p>OTC 3: A</p> <p>Percentage increase or proportion of youth leaving pre-apprenticeship programs joining apprenticeship</p> <p>OTC 3: B</p> <p>Satisfaction level of youth who have undergone apprenticeship prerequisite skills training</p>	0.8	0	0%	Registration of youth in pre-apprenticeship had commenced. The transition process from pre-apprenticeship to apprenticeship was not well understood by participants, who continued to await trainings.
<p>Medium-Term Outcome 3.1:</p> <p>Coordination of government agencies and service providers reaching vulnerable and marginalized youth in WBT is strengthened</p>	<p>OTC. 3.1:</p> <p>Performance of WBTC mechanism to coordinate quality WBT programs</p>	100%	67%	67%	WBTCs were doing well overall and had taken up more responsibilities in the coordination of stakeholders. This will certainly be achieved.
<p>Output 3.1.1:</p>	<p>OP3.1.1:</p>	18	12	66.7%	Counties were on course in implementing their respective work plans.

Result Area	Indicator	Target	Achieved	% Achievement	Comments
Institutional mechanisms for quality WBT programs at national and county levels are developed	Administrative ease of implementing quality WBT programs by WBTCC				
Medium-Term Outcome 3.2: Capacity of pre-apprenticeship providers to provide quality and relevant prerequisite skills programs is enhanced	OTC 3.2: Number of accredited pre-apprenticeship programs registered by WBTCC trained on WBT best practices	144	0	0%	Participants remained enthusiastic to receive training and accreditation.
Output: 3.2.1: Rapid labor market assessment carried out in each of the three target counties	OP 3.2.1: Number of labor and skills demand identified by the rapid labor market assessments	4210	0	0%	The study established 4,210 projected opportunities among 385 sampled MCPs—2,013 in Kilifi, 1,200 in Kitui, and 997 in Busia. These were yet to be explored. The likelihood of this target being attained within the project period is low.
Output 3.2.2: Providers of pre-apprenticeship programs are trained on WBT best practices	OP 3.2.2: No. of pre-apprenticeships programs providers who successfully completed training on WBT best practices.	144	0	0%	MCPS were yet to be trained, but they were positive about the training and were eager to receive it. This had just begun at the time of this evaluation. The likelihood of training being finalized is high.

Annex B: Project Status on Implementation of Recommendations from the Interim Performance Evaluation

Recommendation Number (evaluation page number)	Recommendation	If the recommendation is to be acted upon, what actions will be taken?	Status of Follow-up Actions What is the current status of the Recipient's actions to address the recommendation?
1 (page 45)	The project should consider establishing a pilot program for vulnerable and marginalized youth.	Fundraise and collaborate with development partners in consultation with the leadership of the respective three county governments.	The Busia County WBTC has progressed on development of a County Apprenticeship Policy, with a final workshop held April 5–9, 2021, to develop a zero draft. The county governor promised financial support to the committee once the county assembly passes the policy to pave the way for a piloting program.
2 (page 45)	The project should consider revising the target under outcome 1 to no more than a draft policy.	Revise the target in the project document and in the CMEP.	The target was revised to Draft National Skills Development Policy and achieved.
3 (page 45)	In relation to Outcome 1, the project will need to focus attention on the legislative and policy reviews in the state departments and the county governments to ensure mainstreaming of WBT issues and the interests of vulnerable and marginalized youth.	<p>The project will continue to engage partners and stakeholders toward realization of an overarching national skills policy and national skills council, as recommended by the policy gaps study conducted and disseminated.</p> <p>At the county level, the project will continue to offer technical inputs to</p>	<p>At the national level, the Draft National Skills Development Policy was achieved.</p> <p>At the county level, the following documents have been improved through technical inputs from the project:</p> <ul style="list-style-type: none"> • Busia: County Apprenticeships Policy

Recommendation Number (evaluation page number)	Recommendation	If the recommendation is to be acted upon, what actions will be taken?	Status of Follow-up Actions What is the current status of the Recipient's actions to address the recommendation?
		policy documents touching on WBT.	<ul style="list-style-type: none"> • Kilifi: Mbegu Fund Act, 2016 • Kitui: Kitui County Empowerment Fund Policy
4 (page 45)	Without additional meetings (possibly three to four meetings annually), the project should forge a strategy for continued interaction of the PAC with the project.	The PAC will be encouraged to review the national WBTCC recommendations regularly and give feedback.	As composed, PAC is already represented in the national WBTCC, which reviews the workings of county WBTCCs, so it has not been meeting more than the two times per year as envisioned in the project design.
5 (page 45)	Continuous coordination of WBTCC members between meetings, perhaps through thematic subcommittees, is essential to ensure follow-up and actualization of agreed-on action points before the next meeting.	The project formed ad hoc subcommittees as and when required for implementation of activities in the counties.	The county WBTCCs form ad hoc thematic subcommittees as and when required in the implementation of specific project sub activities. A three-person monitoring focal persons subcommittee was also established in every county.
6 (page 45)	The WBTCC will need support and encouragement to establish more networks with like-minded organizations to support essential project components that do not directly receive BUSY assistance, such as training vulnerable and marginalized men and women.	Committees are still encouraged to fast-track mapping of institutions and initiatives that will work toward institutionalization of WBT in the counties.	Networking with like-minded organizations is continuous, as stipulated by the committees' establishment TOR. The county WBTCCs report, in their quarterly meetings, progress made toward this recommendation. In the reporting period, the COVID-19 pandemic has affected the functioning

Recommendation Number (evaluation page number)	Recommendation	If the recommendation is to be acted upon, what actions will be taken?	Status of Follow-up Actions What is the current status of the Recipient's actions to address the recommendation?
			of institutions heavily, especially in the counties.
7 (page 46)	The Busia WBTC and other WBTCs should develop a clear road map on how the committees will work with their county governments to integrate into the county structures for sustainability.	The project worked with all the WBTC leaderships to have strong mechanisms such as secretariats embedded in the county government structures.	Busia County has a budget proposal in the fiscal years 2020–2021 to operationalize a County Apprenticeships Policy. This will provide a clear road map on skilling of vulnerable youth in the county. The committee has a lot of goodwill from the governor's office—the outgoing county WBTC secretary was promoted to the head of the Directorate of Service Delivery in the governor's office.
9 (page 46)	The WBTCs will need to be trained or retrained on the CMEP and their role in monitoring.	Retraining and coaching of all WBTCs members will be done progressively as the committees stabilize in establishment. Monitoring focal persons committees, composed of three members, were established in each county.	Most monitoring focal persons are members of county WBTCs and continually sensitize their committees on CMEP requirements in project implementation. The project M&E officer regularly sensitizes the monitoring focal persons on the CMEP through meetings and training. The officer conducted the latest CMEP training from February 15 to March 5, 2021, in all the counties.
10 (page 46)	The CMEP will need to be reviewed and updated to recognize changes that, for example, shifted the mandate for NSDP	The CMEP has been updated.	This was achieved successfully and reported in October 2019.

Recommendation Number (evaluation page number)	Recommendation	If the recommendation is to be acted upon, what actions will be taken?	Status of Follow-up Actions What is the current status of the Recipient's actions to address the recommendation?
	formulation from NITA to SDPTSD.		
12 (page 46)	The opening of the project bank account should be fast-tracked to cut out operational inefficiencies.	This has been done through the ILO headquarters and ILO country office in Dar es Salaam.	This was achieved successfully. The project's finance and administration officer and the M&E officer are signatories to the bank account.
13 (page 46)	A process audit within the project is needed to establish what factors contribute to delays in executing project tasks.	Frequent project meetings with clear roles and responsibilities; seek where applicable support from technical experts and country office	This was achieved successfully. All the delays were eliminated, as reported earlier.
14 (page 47)	The project should commit more time and resources toward building the capacity of the SDPTSD t on WBT and the Decent Work Agenda.	The project builds the capacity of the department through active participation and involvement in WBT knowledge generation, dissemination, and capacity-building workshops. The department is also represented in the national WBTCC.	The SDPTSD has been able to support the National Skills Development Policy process and delivered it to the cabinet secretary in charge of Ministry of Education for tabling to the national cabinet.
15 (page 47)	There is a need to institutionalize the project's WBTCCs into the county and national government structures to increase sustainability.	The structure of county WBTCCs is such that national and county governments co-own the committees, and other partners—including FKE and COTU—are represented. Other crucial partners	Institutionalization of the project's WBTCCs into the county and national government structures has been the overriding objective to ensure sustainability. However, counties have been resource-constrained since the beginning of the reporting

Recommendation Number (evaluation page number)	Recommendation	If the recommendation is to be acted upon, what actions will be taken?	Status of Follow-up Actions What is the current status of the Recipient's actions to address the recommendation?
		relevant to WBT are also brought on board.	period because of the COVID-19 pandemic. Garissa County expressed interest in adopting the model.

Annex C: Evaluation Terms of Reference

Background and Justification

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

OCFT works to combat child labor, forced labor, and human trafficking around the world through international research, policy engagement, technical cooperation, and awareness-raising. Since OCFT's technical cooperation program began in 1995, the U.S. 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 that address child labor and forced labor's underlying causes, including poverty and lack of access to education.

This evaluation approach will be in accordance with USDOL's Evaluation Policy.⁵⁶ OCFT is committed to using the most rigorous methods applicable for this qualitative performance evaluation and to learning from the evaluation results. The evaluation will be conducted by an independent third party and in an ethical manner and safeguard the dignity, rights, safety and privacy of participants. The quality standards underlying this evaluation are: Relevance, Coherence (to the extent possible), Effectiveness, Efficiency, Impact (to the extent possible), and Sustainability.⁵⁷ In conducting this evaluation, the evaluator will strive to uphold the American Evaluation Association Guiding Principles for Evaluators.⁵⁸ OCFT will make the evaluation report available and accessible on its website.

Project Context and Information

Macroeconomic Growth

Kenya's real Gross Domestic Product⁵⁹ (GDP) growth has averaged over 5 percent for the last decade. Since 2014, Kenya has been ranked as a lower middle-income country with its per capita GDP crossing the World Bank threshold.⁶⁰ While Kenya has a growing entrepreneurial middle class and steady growth, its economic development has been impaired by weak governance and corruption.⁶¹ In 2019, Kenya's Gross Domestic Product was estimated to have grown by 5.4 percent from a 6.3 percent growth registered in 2018. The growth was spread across all sectors of the economy but was more pronounced in service-oriented sectors.⁶² Agriculture, Forestry and Fishing sector accounted for a sizeable proportion of the slowdown, from 6.0 percent growth in 2018 to 3.6 percent in 2019. The manufacturing sector grew by 3.2 percent in 2019 compared to 4.3 percent growth in 2018. Despite most sectors recording decelerated growths, the economy was supported by

⁵⁶ For more information on USDOL's Evaluation Policy, please visit <https://www.dol.gov/asp/evaluation/evaluationpolicy.htm>.

⁵⁷ From Better Criteria for Better Evaluation: Revised Evaluation Criteria Definitions and Principles for Use by the Organization for Economic Development's Development Assistance Committee (OECD-DAC) Network on Development Evaluation. USDOL determined these criteria are in accordance with the OMB Guidance M-20-12. For more information, please visit: <https://www.oecd.org/dac/evaluation/revised-evaluation-criteria-dec-2019.pdf>.

⁵⁸ For more information on the American Evaluation Association's Guiding Principles, please visit: <https://www.eval.org/p/cm/ld/fid=51>.

⁵⁹ GDP is the total value of goods and services produced in a country.

⁶⁰ Lower middle-income countries are those with a gross national income of United States Dollar \$1,036–\$4,045 as of July 2020.

⁶¹ <https://www.cia.gov/the-world-factbook/countries/kenya/#people-and-society>.

⁶² Kenya National Bureau of Statistics (KNBS), Economic Survey, 2020.

accelerated growths in Financial and Insurance (6.6 percent) and Real Estate activities (5.3 percent).⁶³

While statistics for 2020 are yet to be published locally, the performance of Kenya's economy in 2020, like most economies all over the world, was largely determined by how long life and economic activities were disrupted by the Coronavirus disease (COVID-19). The African Development Bank, for example, estimates that GDP growth will decelerate to 1.4 percent in 2020, from 5.4 percent in 2019.⁶⁴ Most of the economic activities have slowed down since the first case of the COVID-19 disease was confirmed on 12th of March 2020, following which precautionary and preventive measures have increasingly been implemented to counter the impact of pandemic on the population. These include movement restrictions resulting from containment and cessation of movement to and from parts of the country, the nationwide curfew and stoppage of international passenger travel.⁶⁵

Employment

Unemployment in Kenya stood at 2.65 percent in 2020,⁶⁶ a slight increase that could be attributed to the effects of COVID-19. An estimated 800,000 youth enter the labor market annually. The total new jobs generated in the economy in 2019 were 846.3 thousand of which 78.4 thousand were in the modern sector while 767.9 in the informal sector. This shows that the informal sector continued to be the main employer.

Wage employment in the private sector increased by 2.3 percent from 2,017,000 persons in 2018 to 2,063,100 persons in 2019. Within the public sector, wage employment increased from 842,900 persons in 2018 to 865,200 persons in 2019. The Medium Small and Micro Enterprises (MSME) sector employs 15 million Kenyans and contributes 29 percent of GDP. The Government of Kenya has consistently flagged high unemployment especially among the youth as a critical issue and challenge in its blueprint documents.⁶⁷ In its third medium term plan, the government sought to undertake measures to support this sector by improving the enabling environment including implementation of the National Credit Guarantee Scheme to facilitate access to affordable credit. The MSMEs were also to be supported through development of skills and explicit links to domestic and external opportunities.

Education and Training

The total number of Technical and Vocational Education and Training (TVET) institutions increased by 10.3 percent to 2,191 in 2019, while the number of universities remained constant at 63 during the review period. Enrollment of teacher trainees decreased by 25.1 percent to 31,737, while that of TVET institutions went up by 19.7 percent to 430,598 in 2019. University enrollment is expected to decline by 1.9 percent to 509,473 in 2019/20. The total number of candidates who sat for Kenya Certificate of Primary Education (KCPE) in 2019 recorded an increase of 2.7 percent to 1,088,989 in 2019, while those who sat for Kenya Certificate of Secondary Education (KCSE) went up by 6.1 percent to 693,770 in 2019. The number of candidates who scored C+ (plus) and above grew by 38.4 percent to 125,835 in 2019. The trend shows that a smaller number of youth progress to higher levels of education, while many are laid off from the system. The Government in its Medium-Term Plan 2018-2022⁶⁸ set to implement measures to develop skills and align them to market requirements. These included realigning the education curriculum including increasing budgetary resources to expand TVET and youth polytechnics in all parts of the country. This was also in line with the Social Pillar priority of Vision 2030 on skills training where the government planned to support technical

⁶³ Kenya National Bureau of Statistics (KNBS), Economic Survey, 2020.

⁶⁴ <https://www.afdb.org/en/countries-east-africa-kenya/kenya-economic-outlook>.

⁶⁵ Kenya National Bureau of Statistics (KNBS), Economic Survey, 2020.

⁶⁶ <https://www.statista.com/statistics/808608/unemployment-rate-in-kenya/>.

⁶⁷ See for example, Third Medium Term Plan 2018-2022.

⁶⁸ KNBS 2018: Third Medium Term Plan 2018-2022.

training by training a high number of artisans in-order to meet the high demand especially in the construction industry.⁶⁹

Child Labor

Data from the 2019 housing and population census indicates that Kenya's child labor has dropped by 26 percent since 2009. The number of children aged 5-17 years old who were reported to be working in 2019 was 1.35 million out of a total of 15.9 million children in that age bracket. This means that the child labor rate stands at 8.5 percent, down from 34.5 the percent reported a decade ago in the 2009 population census.⁷⁰ These gains were attributed to policy interventions such as the 100 percent transition from primary to secondary school education which obligated care givers to ensure learners transit to secondary schools and rolling out of day secondary schools which are cheaper and accessible to more learners. The Kenya National Bureau of Statistics (KNBS) data further shows that arid and semiarid counties reported the country's highest child labor rates. Samburu led with a child labor prevalence of 38.4 percent. Wajir, Mandera, Turkana, Marsabit, and Garissa counties reported child employment rates of more than 30 percent. Notably, Nairobi and Kiambu counties recorded the lowest child labor rates at 1.6 percent and 1.8 percent, respectively. Most metropolitan counties reported less than 6 percent child employment rates. Mombasa was at 2 percent, Kisumu 2.4 percent and Nakuru 3.5 percent.

The 2020 report on the List of Goods Produced by Child Labor or Forced Labor⁷¹ indicates that coffee, fish, gold, khat/miraa (stimulant plant), rice, sand, sisal, sugarcane, tea, tobacco were listed among the goods produced by child labor in Kenya. None fell under goods produced by forced labor. The list suggests the prevalence of child labor in producing the goods listed, with gold having made it to the list in 2020. Other reports indicate that children in Kenya engage in child labor in domestic service and commercial sexual exploitation, sometimes due to human trafficking.⁷² Based on the goods produced by child labor the assumption still stands that more children in rural areas in Kenya are more susceptible to child labor than those in urban areas.

Project Background

Goal and Objectives

The overall project goal of the Better Utilization of Skills for Youth (BUSY) through Quality

Apprenticeship project is to increase decent job creation and employability of young people, thereby contributing to reduced unemployment, vulnerability, and poverty among vulnerable and marginalized youth.

The BUSY project's immediate objective is to improve the capacity of government, employers', workers' and civil society organizations to establish and expand workplace-based training programs for vulnerable and marginalized youth ages 16-24. There will be a particular focus on adolescents 16-17 years old, at or above the legal working age, engaged in or at risk of engaging in hazardous work.

⁶⁹ <http://vision2030.go.ke/social-pillar/>.

⁷⁰ KNBS 2019: Housing and Population census.

⁷¹ Office of Child Labor, Forced Labor, and Human Trafficking (2020) List of Goods Produced by Child Labor or Forced Labor.

⁷² Bureau of International Labor Affairs (2020); Kenya Report on Child Labor and Worst Forms of Child Labor.

Project Implementation Strategy

Macro-Level

At the macro level, the project focuses on improving the laws, regulations, and policies that regulate, guide, and promote the implementation of quality workplace-based training, in particular by ensuring that vulnerable and marginalized youth are targeted and included.

Meso-Level

The BUSY project supports interventions to address negative perceptions and the dearth of knowledge on workplace-based training among employers' and workers' organizations, training institutions, civil society, and other stakeholders.

Micro-Level

The project works with training providers and programs in three selected counties (Kilifi, Busia, and Kitui) and particularly with institutions that have direct service delivery components on workplace-based training and pre-apprenticeship or vocational training.

Results Framework

Long-Term Outcomes, Medium-Term Outcomes, and Outputs
Long-term 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.
Medium-term Outcome 1.1: Technical capacity of key government agencies and other relevant bodies to negotiate, formulate and /or implement laws on youth employment, WBT and/or protected employment for youth, including vulnerable and marginalized youth is improved
Output 1.1.1: Gaps in relevant laws and /or policies on quality workplace-based opportunities for vulnerable and marginalized youth are identified.
Output 1.1.2: A National Skills Development Policy is formulated
Output 1.1.3: National Industrial Skills Development Council (NISDC) is established
Output 1.1.4: National and county level constituents and stakeholders awareness-raising strategy to support legal and policy reform is implemented
Long-term Outcome 2: Kenyan employers, workers' organizations, and other stakeholders implement best practices related to workplace-based training for youth, including vulnerable and marginalized youth.
Medium-term Outcome 2.1: Employers and workers' attitudes about WBT for youth, including vulnerable and marginalized youth is improved.
Output 2.1.1: Study of awareness and attitudes of employers and workers to implement best practices for workplace-based training for youth, including vulnerable and marginalized youth (VMY), is developed

Long-Term Outcomes, Medium-Term Outcomes, and Outputs
Output 2.1.2: Best practices communication strategy addressing employers, MCPs and the general public is implemented
Medium-term Outcome 2.2: Capacity of government, employers' and workers' organizations, and relevant stakeholders to design and implement best practices in workplace-based training programs enhanced
Output 2.2.1: New information to government, employers' and workers' organizations, and relevant stakeholders to design best practices for workplace-based training programs is provided.
Output 2.2.2: Labor inspectors, youth officers and MSE associations at county level trained on promotion of safe and decent working conditions in workplace-based training programs
Output 2.2.3: Capacity of Master Craftsperson as accredited host trainers is developed
Long-term 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.
Mid-term Outcome 3.1: Coordination of government agencies and service providers reaching vulnerable and marginalized youth in workplace-based training is strengthened.
Output 3.1.1: Institutional mechanisms for quality workplace-based training programs at national and county levels developed.
Medium-term Outcome 3.2: Capacity of pre –apprenticeship providers to provide quality and relevant prerequisite skills programs is enhanced.
Output 3.2.1: Rapid labor market assessment carried out in each of the three target counties
Output 3.2.2: Providers of pre-apprenticeship programs are trained on workplace-based training best practices

Purpose and Scope of Evaluation

The purpose of final performance evaluations covered under this contract includes, but may not be limited to, the following:

- Establish the relevance of the project design and implementation strategy in relation to the ILO, UN and national development frameworks (i.e., SDGs and UNDAF, USDOL and final beneficiaries needs).
- Assessing if the project has achieved its objectives and outcomes, identifying the challenges encountered in doing so, and analyzing the driving factors for these challenges.
- Assessing the intended and unintended effects of the project.
- Assess the level of implementation efficiency of the project.
- Assessing which outcomes or outputs can be deemed sustainable.
- Assessing lessons learned and emerging practices from the project (e.g., strategies and models of intervention) and experiences in implementation that can be applied in current or

future projects in the focus country(ies) and in projects designed under similar conditions or target sectors; and

- Provide recommendations to project stakeholders to promote sustainability and support further development of the project outcomes.

Intended Users

The evaluation will provide OCFT, the grantee, other project stakeholders, and stakeholders working to combat child labor more broadly, an assessment of the project's performance, its effects on project participants, and an understanding of the factors driving the project results. The evaluation results, conclusions, and recommendations will serve to inform any project adjustments that may need to be made, and to inform stakeholders in the design and implementation of subsequent phases or future child labor elimination projects as appropriate. The evaluation report will be published on the USDOL website, so the report should be written as a standalone document, providing the necessary background information for readers who are unfamiliar with the details of the project.

Evaluation Questions

The Kenya BUSY final evaluation questions focus on three areas: relevance and coherence, effectiveness and efficiency, and sustainability.

Relevance and Coherence

1. To what extent was the project's theory of change valid and coherent given the implementing environment? Were the project strategies relevant to the specific needs of project participants, communities, and other stakeholders?
2. To what extent has the project established links and coordinated with government-led efforts or other donor-funded interventions to eliminate child labor and expand workplace-based training programs?
3. How relevant were the project's expected results to the UN Development Frameworks and the development priorities of the Government of Kenya, USDOL, and ILO?

Effectiveness and Efficiency

4. To what extent has the project achieved its expected outcomes? What were the key internal or external factors that limited or facilitated the achievement of project outcomes?
5. How effectively has the project engaged with various stakeholders at the national/county level (via agreements or other arrangements) to implement activities and achieve its outcomes?
6. To what extent were the recommendations from the interim performance evaluation implemented and what were the results?
7. How effectively has the project implemented its monitoring and evaluation systems (CMEP, pre-situational analysis, etc.)? To what extent are these systems being used to identify trends and patterns, adapt strategies, and make informed decisions?
8. To what extent has gender mainstreaming been addressed by the project? Has the project integrated gender equality as a cross-cutting concern throughout its methodology and all deliverables?
9. How effective was the project organizational structure and governance in supporting delivery of results?
10. How has the COVID-19 pandemic influenced project results and effectiveness and how has the project adapted to this changing context?

Sustainability

11. To what extent are the project's plans for sustainability adapted to the local level, national level, and capacity of implementing partners?
12. Which project outcomes and key outputs are likely to be sustainable after the project ends? What factors affected their likelihood of sustainability?

Evaluation Methodology and Timeframe

The evaluation methodology will consist of the following activities and approaches:

A. Approach

The evaluation approach will be qualitative and participatory in nature, and use project documents including CMEP data to provide quantitative information. Qualitative information will be obtained through field visits, interviews and focus groups as appropriate. Opinions coming from stakeholders and project participants will improve and clarify the use of quantitative analysis. The participatory nature of the evaluation will contribute to the sense of ownership among stakeholders and project participants.

To the extent that it is available, quantitative data will be drawn from the CMEP and project reports and incorporated in the analysis. In particular, project monitoring data shall be triangulated with relevant quantitative or qualitative data collected during fieldwork, in order to objectively rate the level of achievement of each of the project's major outcomes on a four-point scale (low, moderate, above-moderate, and high).

The evaluation approach will be independent in terms of the membership of the evaluation team. Project staff and implementing partners will generally only be present in meetings with stakeholders, communities, and beneficiaries to provide introductions. The following additional principles will be applied during the evaluation process:

1. Methods of data collection and stakeholder perspectives will be triangulated for as many as possible of the evaluation questions.
2. Efforts will be made to include parents' and children's voices and beneficiary participation generally, using child-sensitive approaches to interviewing children following the ILO-IPEC guidelines on research with children on the worst forms of child labor⁷³ and UNICEF Principles for Ethical Reporting on Children.⁷⁴
3. Gender and cultural sensitivity will be integrated in the evaluation approach.
4. Consultations will incorporate a degree of flexibility to maintain a sense of ownership of the stakeholders and beneficiaries, allowing additional questions to be posed that are not included in the Terms of Reference (TOR), whilst ensuring that key information requirements are met.
5. As far as possible, a consistent approach will be followed in each project site, with adjustments made for the different actors involved, activities conducted, and the progress of implementation in each locality.

B. Evaluation Team

The evaluation team will consist of:

1. The lead evaluator

⁷³ <http://www.ilo.org/ipeinfo/product/viewProduct.do?productId=3026>.

⁷⁴ http://www.unicef.org/media/media_tools_guidelines.html.

2. As appropriate an interpreter fluent in necessary languages will travel with the evaluator

One member of the project staff may travel with the team to make introductions. This person is not involved in the evaluation process, or interviews.

The lead evaluator will be responsible for developing the methodology in consultation with MSI, USDOL, and the Kenya BUSY project staff; assigning the tasks of the interpreter for the field work (as applicable); directly conducting interviews and facilitating other data collection processes; analysis of the evaluation material gathered; presenting feedback on the initial results of the evaluation to the national stakeholder meeting and preparing the evaluation report.

The responsibility of the interpreter in each provincial locality is to ensure that the evaluation team is understood by the stakeholders as far as possible, and that the information gathered is relayed accurately to the evaluator. The interpreter should be impartial and independent from the grantee in order to mitigate potential bias.

C. Data Collection Methodology

1. Document Review

- Pre-field visit preparation includes extensive review of relevant documents
- During fieldwork, documentation will be verified and additional documents may be collected
- The evaluator shall also review the Routine Data Quality Assessment (RDQA) form completed by the grantee. The evaluator shall assess whether findings from the RDQA were used by the project to formulate and implement measures to strengthen their data management and reporting system and improve data quality. The evaluator's analysis should be included in the evaluation report.
- The evaluator shall also review key CMEP outcome and OCFT Standard Output indicators with the grantee. This will include reviewing the indicator definitions in the CMEP's Performance Monitoring Plan (PMP) and the reported values in the Technical Progress Report (TPR) Annex A to ensure the reporting is accurate and complete.
- Documents may include:
 - CMEP documents and data reported in Annex A of the TPR,
 - Routine Data Quality Assessment (RDQA) form as appropriate
 - Baseline and end line survey reports or pre-situational analyses,
 - Project document and revisions,
 - Project budget and revisions,
 - Cooperative Agreement and project modifications,
 - Technical Progress and Status Reports,
 - Project Results Frameworks and Monitoring Plans,
 - Work plans,
 - Correspondence related to Technical Progress Reports,
 - Management Procedures and Guidelines,
 - Research or other reports undertaken (KAP studies, etc.), and,

- Project files (including school records) as appropriate.

1. Question Matrix

Before beginning fieldwork, the evaluator will create a question matrix, which outlines the source of data from where the evaluator plans to collect information for each TOR question. This will help the evaluator make decisions as to how they are going to allocate their time in the field. It will also help the evaluator to ensure that they are exploring all possible avenues for data triangulation and to clearly note where their evaluation results are coming from. The Contractor will share the question matrix with USDOL.

2. Interviews with Stakeholders

Informational interviews will be held with as many project stakeholders as possible. The evaluation team will solicit the opinions of, but not limited to: children, youth, community members in areas where awareness-raising activities occurred, parents of project participants, teachers, government representatives, employers and private-sector actors, legal authorities, union and NGO officials, the action program implementers, and program staff regarding the project’s accomplishments, program design, sustainability, and the working relationship between project staff and their partners, where appropriate.

Depending on the circumstances, these meetings will be one-on-one or group interviews. Technically, stakeholders are all those who have an interest in a project, such as implementers, partners, direct and indirect participants, community leaders, donors, and government officials. The draft itinerary for data collection is in Table 1.

Table 1: Kenya BUSY Evaluation: Respondents and Draft Data Collection Itinerary

This table has been left intentionally blank in accordance with Federal Information Security Management Act (FISMA) of 2002, Public Law 107, 347.

Category	Sampled Respondents

3. Field Visits

The evaluator will visit a selection of project sites. The final selection of field sites to be visited will be made by the evaluator. Every effort should be made to include some sites where the project

experienced successes and others that encountered challenges, as well as a good cross section of sites across targeted CL sectors. During the visits, the evaluator will observe the activities and outputs developed by the project. Focus groups with project participants will be held, and interviews will be conducted with representatives from local governments, NGOs, community leaders, and teachers.

Interviews will be both physical and virtual. Physical interviews will be held primarily with community level stakeholders, where internet connectivity and infrastructure for virtual meetings are limited. Respondent consent to participating in the in-person meeting will be sought during the mobilization. All physical interactions will follow the government guidelines on COVID-19. These include physical distancing and proper use of face masks by the field staff, interviewees, and all FGD participants. Where necessary, the evaluation team will provide face masks and sanitizer for the people they meet. Where possible, FGD sessions will be held in open spaces. Each FGD will bring together a maximum of 10 participants to ensure adequate physical distancing. The evaluation team will collect and maintain the names and telephone contacts of all participants to assist in contact tracing should any suspected case of COVID-19 be reported among any of the participants.

D. Ethical Considerations and Confidentiality

The evaluation mission will observe utmost confidentiality related to sensitive information and feedback elicited during the individual and group interviews. To mitigate bias during the data collection process and ensure a maximum freedom of expression of the implementing partners, stakeholders, communities, and project participants, implementing partner staff will generally not be present during interviews. However, implementing partner staff may accompany the evaluator to make introductions whenever necessary, to facilitate the evaluation process, make respondents feel comfortable, and to allow the evaluator to observe the interaction between the implementing partner staff and the interviewees. Informed consent to participate in the interviews will be sought from all target respondents.

E. Stakeholder Meeting

Following the field visits, a stakeholder meeting will be organized by the project and led by the evaluator to bring together a wide range of stakeholders, including the implementing partners and other interested parties to discuss the evaluation findings. The list of participants to be invited will be drafted prior to the evaluator's visit and confirmed in consultation with project staff during fieldwork. Given the risks associated with convening people during the COVID-19 pandemic, the stakeholder workshop will be held virtually. ILAB staff may participate in the stakeholder meeting virtually.

The meeting will be used to present the major preliminary results and emerging issues, solicit recommendations, discuss project sustainability and obtain clarification or additional information from stakeholders, including those not interviewed earlier. The agenda of the meeting will be determined by the evaluator in consultation with project staff. Some specific questions for stakeholders may be prepared to guide the discussion and possibly a brief written feedback form.

The agenda is expected to include some of the following items:

1. Presentation by the evaluator of the preliminary main results
2. Feedback and questions from stakeholders on the results
3. Opportunity for implementing partners not met to present their views on progress and challenges in their locality
4. If appropriate, a Strengths, Weaknesses, Opportunities, and Threats (SWOT) exercise on the project's performance
5. Discussion of recommendations to improve the implementation and ensure sustainability. Consideration will be given to the value of distributing a feedback form for participants to nominate their "action priorities" for the remainder of the project.

A debrief call will be held with the evaluator and USDOL after the stakeholder workshop to provide USDOL with preliminary results and solicit feedback as needed.

F. Limitations

Fieldwork for the evaluation will last two weeks, on average, and the evaluator will not have enough time to visit all project sites. As a result, the evaluator will not be able to take all sites into consideration when formulating their results. All efforts will be made to ensure that the evaluator is visiting a representative sample of sites, including some that have performed well and some that have experienced challenges.

This is not a formal impact assessment. Results for the evaluation will be based on information collected from background documents and in interviews with stakeholders, project staff, and project participants. The accuracy of the evaluation results will be determined by the integrity of information provided to the evaluator from these sources.

Furthermore, the ability of the evaluator to determine efficiency will be limited by the amount of financial data available. A cost-efficiency analysis is not included because it would require impact data which is not available.

A hybrid approach to collection of data will be used. The quality of virtual interviews might be compromised by among others, poor internet or telephone network connectivity, inability to read the respondents body language and failure to physically visit the some of the project sites. Nevertheless, a number of physical interviews and site visits are planned which will assist the evaluators to form first impressions of the project interventions. Triangulation of data from interviews, review of project documents and site visits will strengthen the analysis.

G. Roles and Responsibilities

The Contractor is responsible for accomplishing the following items:

- Providing all evaluation management and logistical support for evaluation deliverables within the timelines specified in the contract and TOR;
- Providing all logistical support for travel associated with the evaluation;
- Providing quality control over all deliverables submitted to ILAB;
- Ensuring the Evaluation Team conducts the evaluation according to the TOR;

The Evaluation Team will conduct the evaluation according to the TOR. The Evaluation Team is responsible for accomplishing the following items:

- Receiving and responding to or incorporating input from the grantees and ILAB on the initial TOR draft;
- Finalizing and submitting the TOR and sharing concurrently with the grantees and ILAB;
- Reviewing project background documents;
- Reviewing the evaluation questions and refining them as necessary;
- Developing and implementing an evaluation methodology, including document review, Key Informant Interviews (KII) and Focus Group Discussions(FGD), and secondary data analysis, to answer the evaluation questions;
- Conducting planning meetings or calls, including developing a field itinerary, as necessary, with ILAB and grantees;

- Deciding the composition of field visit KII and FGD participants to ensure the objectivity of the evaluation;
- Developing an evaluation question matrix for ILAB;
- Presenting preliminary findings verbally to project field staff and other stakeholders as determined in consultation with ILAB and grantees;
- Preparing an initial draft of the evaluation report for ILAB and grantee review;
- Incorporating comments from ILAB and the grantee/other stakeholders into the final report, as appropriate.
- Developing a comment matrix addressing the disposition of all of the comments provided;
- Preparing and submitting the final report;

ILAB is responsible for the following items:

- Launching the contract;
- Reviewing the TOR, providing input to the evaluation team as necessary, and agreeing on final draft;
- Providing project background documents to the evaluation team, in collaboration with the grantees;
- Obtaining country clearance from U.S. Embassy in the fieldwork country;
- Briefing grantees on the upcoming field visit and working with them to coordinate and prepare for the visit;
- Reviewing and providing comments on the draft evaluation report;
- Approving the final draft of the evaluation report;
- Participating in the pre- and post-trip debriefing and interviews;
- Including the ILAB evaluation contracting officer's representative on all communication with the evaluation team;

The grantee is responsible for the following items:

- Reviewing the TOR, providing input to the evaluation team as necessary, and agreeing on the final draft;
- Providing project background materials to the evaluation team, in collaboration with ILAB;
- Preparing a list of recommended interviewees with feedback on the draft TOR;
- Participating in planning meetings or calls, including developing a field itinerary, as necessary, with ILAB and evaluator;
- Scheduling meetings during the field visit and coordinating all logistical arrangements;
- Helping the evaluation team to identify and arrange for interpreters as needed to facilitate worker interviews;
- Reviewing and providing comments on the draft evaluation reports;
- Organizing, financing, and participating in the stakeholder debriefing meeting;
- Providing in-country ground transportation to meetings and interviews;

- Including the ILAB program office on all written communication with the evaluation team.

H. Timetable

The tentative timetable is as follows. Actual dates may be adjusted as needs arise.

Task	Responsible Party	Date
Evaluation launch call	USDOL/OCFT	4/6/2021
TOR Template submitted to Contractor	USDOL/OCFT	4/12/2021
Background project documents sent to Contractor	USDOL/OCFT	4/20/2021
Contractor and Grantee work to develop draft itinerary and stakeholder list	Contractor and Grantee	5/25/2021
Logistics call - Discuss logistics and field itinerary	Contractor and Grantee (USDOL/OCFT as needed)	5/26/2021
Draft TOR sent to USDOL/OCFT and Grantee	Contractor	5/28/2021
USDOL/OCFT and Grantee provide comments on draft TOR	USDOL/OCFT and Grantee	6/4/2021
Fieldwork budget submitted to USDOL/OCFT	Contractor	6/4/2021
Finalize field itinerary and stakeholder list for workshop	USDOL/OCFT, Contractor, and Grantee	6/4/2021
Question matrix submitted to USDOL/OCFT for review	Contractor	6/7/2021
Final TOR submitted to USDOL/OCFT for approval	Contractor	6/7/2021
Final approval of TOR by USDOL/OCFT	USDOL/OCFT	6/8/2021
Submit finalized TOR to Grantee	Contractor	6/8/2021
Interview call with USDOL/OCFT	Contractor	6/8/2021
Interview call with Grantee HQ staff	Contractor	6/9/2021
Fieldwork budget approved by USDOL/OCFT	USDOL/OCFT	6/9/2021
Fieldwork	Contractor	6/9/2021–6/25/2021
Stakeholder Workshop	Contractor	6/28/2021
Post-fieldwork debrief call	Contractor	6/30/2021
Draft report (2-week review draft) submitted to USDOL/OCFT and Grantee	Contractor	7/23/2021

Task	Responsible Party	Date
USDOL/OCFT and Grantee/key stakeholder comments due to contractor after full 2-week review	USDOL/OCFT and Grantee	8/6/2021
Final report submitted to USDOL/OCFT and Grantee	Contractor	8/20/2021
Draft infographic document submitted to USDOL/OCFT	Contractor	8/24/2021
Final approval of report by USDOL/OCFT	USDOL/OCFT	8/27/2021
Editing and 508 compliance by contractor	Contractor	8/27/2021–9/3/2021
USDOL/OCFT comments on draft infographic	USDOL/OCFT	8/31/2021
Final edited report submitted to COR	Contractor	9/3/2021
Final infographic submitted to USDOL/OCFT	Contractor	9/3/2021
Final approval of infographic by USDOL/OCFT	USDOL/OCFT	9/9/2021
Final edited approved report and infographic shared with grantee	Contractor	9/10/2021

Expected Outputs/Deliverables

Ten working days following the evaluator’s return from fieldwork, a first draft evaluation report will be submitted to the Contractor. The report should have the following structure and content:

- I. Table of Contents
- II. List of Acronyms
- III. Executive Summary (no more than **five pages** providing an overview of the evaluation, summary of main results/lessons learned/emerging good practices, and key recommendations)
- IV. Evaluation Objectives
- V. Project Description
- VI. Listing of Evaluation Questions
- VII. Results
 - A. The results section includes the facts, analysis, and supporting evidence. The results section of the evaluation report should address the evaluation questions. It does not have to be in a question-response format but should be responsive to each evaluation question.
- VIII. Conclusions and Recommendations
 - A. Conclusions – interpretation of the facts, including criteria for judgments

B. Lessons Learned and Emerging Good Practices⁷⁵

C. Key Recommendations - critical for successfully meeting project objectives and/or judgments on what changes need to be made for sustainability or future programming

IX. Annexes - including list of documents reviewed; interviews/meetings/site visits; stakeholder workshop agenda and participants; TOR; Evaluation Methodology and Limitations; Table of Recommendations (citing page numbers for evidence, implementing party) etc.

The key recommendations must be action-oriented and implementable. The recommendations should be clearly linked to results and directed to a specific party to be implemented. It is preferable for the report to contain no more than 10 recommendations, but other suggestions may be incorporated in the report in other ways.

The total length of the report should be approximately 30 pages for the main report, excluding the executive summary and annexes.

The first draft of the report will be circulated to OCFT and the grantee individually for their review. The evaluator will incorporate comments from OCFT and the grantee/other key stakeholders into the final reports as appropriate, and the evaluator will provide a response, in the form of a comment matrix, as to why any comments might not have been incorporated.

While the substantive content of the results, conclusions, and recommendations of the report shall be determined by the evaluator, the report is subject to final approval by ILAB/OCFT in terms of whether or not the report meets the conditions of the TOR.

⁷⁵ An emerging good practice is a process, practice, or system highlighted in the evaluation reports as having improved the performance and efficiency of the program in specific areas. They are activities or systems that are recommended to others for use in similar situations. A lesson learned documents the experience gained during a program. They may identify a process, practice, or systems to avoid in specific situations

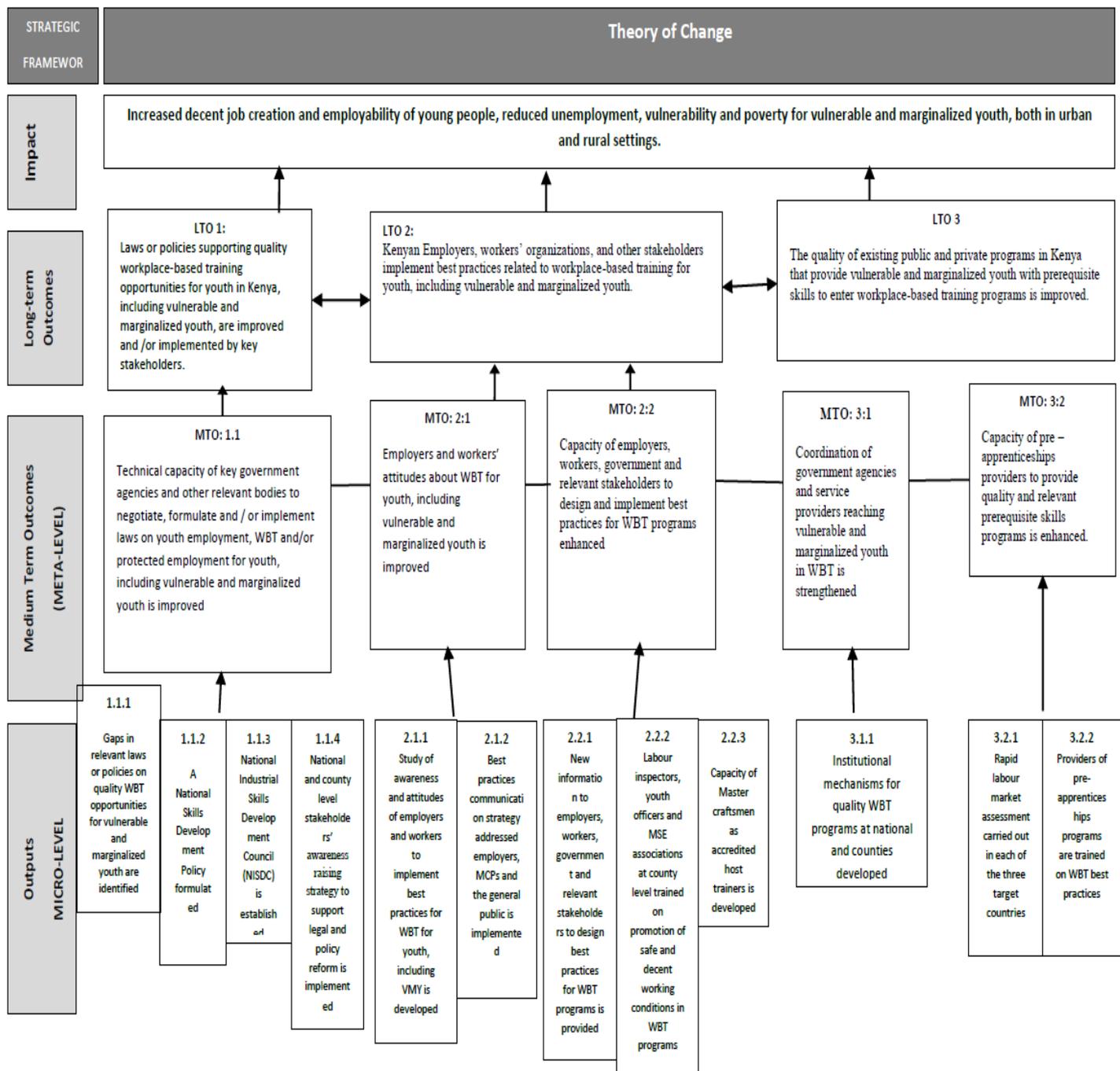
Annex D: List of People Interviewed

This annex has been left intentionally blank in accordance with Federal Information Security Management Act (FISMA) of 2002, Public Law 107-347.

Annex E: List of Studies Carried Out as Part of the BUSY Project

No.	Research Product	Agency	Status
1.	Study to identify gaps in existing policies and laws which support or promote apprenticeship training for vulnerable young men and women	USDOL	Report was finalized
2a.	. Pre-situational analysis among formal employers and informal sector master craftspersons on the extent, quality, gaps, barriers, and attitudes by employers toward WBT programs for vulnerable young men and women	FKE	Report was finalized
2b.	Post-situational analysis among formal employers and informal sector master craftspersons on the extent, quality, gaps, barriers, and attitudes by employers toward WBT programs for vulnerable young men and women	FKE	To start tentatively October 2021
2c.	Pre-situational analysis of youth attitudes on and barriers to participation in WBT and make recommendations for addressing the attitudes and barriers of youth and communities	COTU	Report was finalized
2d	Post-situational analysis of youth attitudes on and barriers to participation in WBT and make recommendations for addressing the attitudes and barriers of youth and communities	COTU	To start tentatively October 2021
3.	Conduct a rapid review of local initiatives in Kenya on workplace-based training for marginalized youth to identify and document best practices and lessons learned from their implementation	BUSY Consultant	Report was finalized
4.	Capacity assessment of county labor inspectorate and relevant agencies on supervision of decent working conditions at informal and formal workplaces	USDOL	Report was finalized
5.	Identification and profiling of potential master craftspersons who will participate in the apprenticeship training program for vulnerable young men and women per county and by selected sectors	MSEA	Report was finalized
6.	Undertake rapid assessment on skills demand, placements, and employment opportunities in the targeted counties to facilitate selection of sectors and trades in which to promote WBT for vulnerable young men and women	FKE	Report was finalized
7.	Conduct a rapid scoping study to determine pre-apprenticeship programs and providers that exist, determine the needs of the targeted youth, and identify best practices and gaps in providing quality pre-apprenticeships relevant to particularly vulnerable young men and women	TVETA	Report finalized

Annex F: BUSY Project Theory of Change



Annex G: Bibliography

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