

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

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Table of Contents

ACKNOWLEDGMENTS	II
LIST OF FIGURES AND TABLES	IV
ACRONYMS	V
EXECUTIVE SUMMARY	VII
MAIN FINDINGS	VII
LESSONS LEARNED AND PROMISING PRACTICES	X
KEY RECOMMENDATIONS.....	XI
INTRODUCTION	1
EVALUATION OBJECTIVES AND METHODOLOGY	3
EVALUATION QUESTIONS.....	3
METHODOLOGY	4
ETHICAL CONSIDERATIONS AND CONFIDENTIALITY	7
LIMITATIONS	7
PROJECT CONTEXT AND DESCRIPTION	7
FINDINGS	11
EVALUATION THEME 1: RELEVANCE	11
EVALUATION THEME 2: EFFECTIVENESS	14
EVALUATION THEME 3: SUSTAINABILITY	39
LESSONS LEARNED AND PROMISING PRACTICES	43
CONCLUSIONS	44
RECOMMENDATIONS	45
ANNEX A: EVALUATION TERMS OF REFERENCE (TOR)	48
ANNEX B: LIST OF DOCUMENTS REVIEWED	62
ANNEX C: LIST OF PEOPLE INTERVIEWED	64
ANNEX D: STAKEHOLDER WORKSHOP	64
ANNEX E: SUMMARY OF PROJECT STATUS	67

List of Figures and Tables

Figure 1: Participating Counties and Selection Guidelines	2
Table 1: Summary of Interviews	6
Table 2: Employment in Kenya, 2017 and 2018	8
Table 3: Trends in the Destinations of Form 4 Leavers	12
Table 4: Comments on Feasibility of Indicators	27
Table 5: Data Reporting Template	32
Table 6: Contracts Tracking Tool	38

Acronyms

BUSY	Better Utilization of Skills for Youth
CDACC	Curriculum Development Assessment and Certification Council
CECM	County Executive Committee Member
CEDO	County Enterprises Development Officer
CIDP	County Integrated Development Plan
CMEP	Comprehensive Monitoring and Evaluation Plan
COTU	Central Organization of Trade Unions
CPER	Comprehensive Public Expenditure Review
DG	Director-General
DOL	U.S. Department of Labor
DP	Deputy President
FKE	Federation of Kenya Employers
GDP	Gross Domestic Product
ILAB	Bureau of International Labor Affairs (DOL)
ILO	International Labor Organization
KCSE	Kenya Certificate of Secondary Education
KIHBS	Kenya Integrated Household Budget Survey
KNAQ	Kenya National Qualifications Authority
KNBS	Kenya National Bureau of Statistics
KNQF	Kenya National Qualifications Framework
KYEOP	Kenya Youth Empowerment and Opportunities Project
K-YES	Kenya Youth Employment and Skills Program
MCP	Master Craftsperson
MOLSP	Ministry of Labor and Social Protection
MSEA	Micro- and Small Enterprises Authority
MSI	Management Systems International Inc.
NISDC	National Industrial Skills Development Council
NITA	National Industrial Training Authority
NSDP	National Skills Development Policy
NYP	National Youth Policy

OSH	Occupational Safety and Health
PAC	Project Advisory Committee
PRODOC	Project Document
PSA	Pre-Situation Analysis
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
UNDP	United Nations Development Program
U.S.	United States
USD	United States Dollar
USDOL	United States Department of Labor
WBT	Workplace-Based Training
WBTCC	Workplace-Based Training Coordination Committee

Executive Summary

This is a report of the interim evaluation of the Better Utilization of Skills for Youth through Quality Apprenticeships in Kenya, popularly known as the BUSY project. BUSY is a USD \$3 million project funded by the United States Department of Labor (USDOL) for four years with the goal to increase decent job creation and employability of young people, thereby contributing to reducing unemployment, vulnerability, and poverty for vulnerable and marginalized youth.¹ BUSY is a pilot initiative in Busia, Kilifi and Kitui counties, focused on building the capacity of government, employers' and workers' organizations, and civil society organizations to establish and expand workplace-based training programs with a specific focus on vulnerable and marginalized youth aged 16 to 24. The project has a particular focus on adolescents aged 16 and 17 years old, at or above the legal working age, who are engaged in or at risk of engaging in hazardous work. The fieldwork for this evaluation took place from June 12 to 27, 2019.

Main Findings

Project Design and Theory of Change (TOC)

The project design is viable and remains relevant to the achievement of the stated outcomes. The project outputs, middle-level outcomes, and long-term outcomes link well and strongly both vertically and horizontally and cumulatively result in the project impact. The project design provides for the active participation of stakeholders at various project stages, which so far has led to active stakeholder involvement and a sense of ownership. However, the project design fails to directly test the model, leaving the market forces to apply it and support quality workplace-based training in the informal sector. Discussions with stakeholders at the national and county levels strongly suggested the importance and need for the project to directly demonstrate full implementation of the quality workplace-based training model.

Relevance

The project design resonates well with the situation of youth in Kenya and strongly speaks to the circumstances that vulnerable and marginalized youth face. Numerous youth remain stuck in the informal sector without skills or with low-quality skills but limited opportunities for professional progression. Analysis of 2018 results shows that 343,897 candidates — more than half — scored a grade of “D” and lower, effectively failing to attain a grade that can allow them pursue a professional course. This suggests that half of the Form 4 graduates every year are potential candidates for skills training programs, through formal or informal apprenticeships.² Yet, in the absence of an overarching policy on skills development, various skills training initiatives — such as the Kenya Youth Employment and Skills Program (KYES), Kenya Youth Employment and Opportunities Project (KYEOP), Global Youth Employment Program, sector-specific training programs and individually funded on-the-job trainings, among others — remain

¹ Busy Project (2017), Project Document

² <https://www.nation.co.ke/news/education/Analysis-shows-over-half-scored-D-and-below-in-KCSE-exams/2643604-4907270-b09rklz/index.html>

fragmented, and therefore lead to minimal impact on youth employment. Training through apprenticeships in the informal sector bears the brunt of this fragmentation. With the highest rates of labor underutilization being observed among the youth at 55 percent for those aged 15 to 29 years, against an overall population rate of 26 percent in 2015-16, the Government of Kenya continues to prioritize employment creation among youth based on the premise that entrepreneurship will cure the unemployment challenge in Kenya. BUSY directly contributes toward this goal.

Effectiveness

Dialogue on the development of a National Skills Development Policy (NSDP) was underway, coordinated by Kenya's State Department for Post Training and Skills Development (SDPTSD). Given the time required for the policy formulation process in Kenya, achieving this target remains unlikely. Experience with policy formulation in Kenya suggests that it is a lengthy, tedious, and engaging process.^{3,4} Therefore, it is highly unlikely that the NSDP will pass within the project timeframe, given the diversity of thought and multiple interests of the many stakeholders that undertake workplace-based skills training. However, other departmental and county-level initiatives on legislative reviews and policy formulations could receive effective support from the project. The support should push for the integration and mainstreaming of the workplace-based training (WBT) principles and the interests of vulnerable and marginalized youth into the legislative and policy reviews. These include the National Industrial Training Authority (NITA) apprenticeship training schemes that were under review, labor laws that have been lined up for review, and the county-level draft youth policy in Kitui and the proposed youth policies in Busia and Kilifi. Policy formulation at the departmental or county level was likely to be a faster process, given fewer competing interests. These offer the project faster avenues to provide technical support to national and county government officers on policy development and implementation.

The project has commissioned several studies to inform programming, including one to identify gaps in existing policies and laws that support or promote apprenticeship training with a focus on inclusion of youth, such as vulnerable and marginalized young men and women; two pre-situational analyses (PSAs); one on youth attitudes and barriers to participate in WBT; and one on employers, awareness, attitudes, interest, existing best practices, and capacity to implement WBT, with apprenticeships in Kilifi, Kitui and Busia counties. Others were the interagency analysis that was awaiting approval by USDOL and a local initiatives study that was underway during this evaluation. Execution of the PSAs was reportedly participatory, which promoted ownership of the process overall. The key challenge and concern among stakeholders moving forward is the extent to which these studies' results will guide and inform programming.

The key achievement under Outcome 3 was establishing workplace-based training coordination committees (WBTCCs) at the national level and in all three target counties. The committees are responsible for coordination, policy reviews, and implementation of quality WBT for vulnerable

³ http://kippra.or.ke/wp-content/uploads/2017/05/KIPPRA-Policy_Formulation-Brochure.pdf

⁴ <http://www.klrc.go.ke/images/images/downloads/klrc-a-guide-to-the-legislative-process-in-kenya.pdf>

and marginalized young men and women. The WBTCs were largely multisectoral in their membership at both the national and county levels. To boost ownership of the county WBTCs, stakeholders at that level received guidance on the functions of the committees and later received leeway to select the most relevant stakeholders. This explains the variations in membership across the counties, a factor that is not necessarily bad for committee sustainability. However, their effectiveness in coordinating project affairs was still limited. The frequency and length of meetings and number of participants were unlikely to allow thorough discussion of technical issues related to the project. Therefore, continuous coordination of members between meetings, perhaps through thematic subcommittees, was essential to ensure that members followed up on and actualized agreed-on action points before the next meetings. Perhaps the formation of subcommittees could help move the project agenda forward between meetings. For example, meeting only twice a year, the Project Advisory Committee (PAC) was likely to achieve little, outside merely sharing project progress.

Partners' Interest

The interest of partners and stakeholders in the project activities was high, demonstrated by their continued interaction with the project so far. This was mainly attributed to the fact that all involved partners have a mandate on youth and or skills training. This interest across the project partners strategically positions the project to make far-reaching contributions to skills development in the country. The work in the three counties will easily cascade to other counties, courtesy of the partnerships, most of them with a nationwide geographical scope. The SDPTSD has already expressed interest in rolling out the WBTC model in other counties in Kenya as a structure to coordinate skills development.

Organizational Structure and Operational Efficiencies

The five-person project staff in Nairobi was reported to be adequate for the task. However, more input was expected from the skills development and employment technical specialist, with the emerging need to consolidate lessons from the various studies to inform the next project activities. Editorial work on study reports was taking up a lot of time from the technical specialists. Hiring for editorial services would enable the technical staff to focus more on technical support to the project.

Many other activities under the three outcomes were still pending, and some were significantly delayed. This was attributed to the lag in commencing the project, but also to operational delays that tended to drag activities beyond the schedule. While it was still anticipated that all project activities will be completed ahead of the project closure, especially with the nine-month no-cost extension, a review of the operational processes that caused these delays will shed light on what needs to be done to avoid future problems. The need to open project bank accounts in Kenya is important to improve efficiency in payments and maintain robust funds transfer procedures through project bank accounts, especially as the project moves to more intensified activity implementation.

The project has a robust and Comprehensive Monitoring and Evaluation Plan (CMEP) that is user-friendly and adequately detailed. Given this evaluation's findings, a review of the CMEP

and the comprehensive work plan will be necessary to appreciate developments such as change of policy formulation mandate from NITA to SDPTSD. With the project activities expected to increase in the counties, WBTCC members will need to be prepared to monitor interventions through training on CMEP and their role in monitoring.

Sustainability

Overall, the project has strongly integrated sustainability mechanisms in its design, with a focus now remaining in ensuring the attainment of project results across the three outcomes. The following are lessons learned, promising practices for learning purposes, and recommendations that, if adopted, should support achievement of the project results and contribute to the sustainability of the project interventions.

Lessons Learned and Promising Practices

Lessons

1. When working in a partnership with the government, it is advisable to align the project with the planning cycle for the government, which is often five years. Integrating project objectives into the main government development blueprints increases the chances of project activities being incorporated into governments' work plans. The BUSY project commenced after county governments had prepared their county integrated development plans (CIDPs); according to county government staff, this partly slowed the integration of project activities into the county government work plans.
2. In the course of this evaluation, the team met close to 100 youth in Busia County who indicated that many trained youths were stuck in the informal sector yards where they had trained. This called for a clear understanding of factors hindering trained youth from transitioning to decent jobs; these findings should inform the work of the BUSY project.
3. Multiple training providers meant the presence of diverse interests in developing the NSDP. Efforts to coordinate actors in the policy development process, therefore, needed adequate and effective engagement of all skills development stakeholders through a neutral forum, which the SDPTSD seemed to offer. Technical support to the nascent State Department toward this objective would directly contribute to achieving Outcome 1.
4. Opportunities are emerging in county governments and in the state departments for the project to support activities under Outcome 1, and the project was already taking advantage of these or could take advantage of them. They include developing county-level policies on youth and developing NITA training schemes.
5. The informal sector had no adequate working space. Across the three counties, working spaces for the informal sector were limited, and therefore congested. Reclaiming public and private land and road reserves where informal sector workers are based, has over time, led to the concentration of artisans in designated spaces that were too small for the number of workers using them.

6. Master craftspeople (MCPs) across the counties indicated having high expectations of being involved in the project, and expressed particular concern about the cost of training materials. These expectations will need to be properly handled and moderated, with beneficiaries' involvement clearly explained prior to engaging them. This is true especially in Kilifi and Kitui, where most MCPs have already had unsustainable engagements with other skills development programs.

Promising Practices

1. Research-based programming: The project had invested widely in undertaking studies to inform its interventions. These include the PSAs and the policy and laws gap analysis, which will ensure that interventions are targeted toward addressing specific challenges that the studies identified.
2. The involvement of a wider spectrum of stakeholders in the project was viewed as good for the project. It not only forges a sense of ownership, but it also pulls together invaluable experiences and knowledge; if well harnessed, these could contribute greatly to project results.

Key Recommendations

1. **The project should consider establishing a pilot program for vulnerable and marginalized youth.** To strengthen the project design and demonstrate the effectiveness of the WBT model, the project should utilize trained MCPs to train a sample of youth. [USDOL and ILO]
2. **The project should consider revising the target under Outcome 1 to no more than a draft policy.** Given the lengthy policy formulation process in Kenya and stakeholders with diverse interests, the target of a National Skills Development Policy, even at the end of this project, is overly ambitious. [USDOL and ILO]
3. **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.** These include the NITA training schemes review, labor law reviews, and policy development efforts in the county governments, which were likely to generate quicker gains under the outcome.
4. **In the absence of additional meetings (possibly three to four meetings annually), the project should forge a strategy for continued interaction of the PAC with the project.** The current biannual meeting schedule for the PAC were reported to be too few and inadequate for the PAC to offer meaningful oversight to the project. As noted, a meeting each quarter would be ideal. [ILO and PAC]
5. **Continuous coordination of WBTC members between meetings, perhaps through thematic subcommittees, is essential to ensure follow-up and**

actualization of agreed-on action points before the next meeting. This could be achieved by forming subcommittees that could help move the project agenda forward between meetings. [WBTC]

6. **The WBTC 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.** Given project limitations, partnerships with county governments and state departments supporting skills training, such as the Micro- and Small Enterprises Authority (MSEA); non-governmental organizations such as Save the Children, the Kenya Youth Employment and Skills Program (KYES); and private entities such as Generations would help reach vulnerable and marginalized men and women through training. [WBTC]
7. **The Busia WBTC, as well as other WBTCs, should develop a clear roadmap on how the committees will work with their county governments to integrate into the county structures for sustainability.** This is in line with the Busia County governor's call to establish a secretariat in the county that directly links with the WBTC. [WBTC]
8. **A national stakeholder forum that brings together stakeholders from the three target counties, guided by ILO skills and employment experts, will be necessary.** The studies' findings need to be shared and discussed, with similarities and differences across the counties established and county-specific strategies that link to the project objectives developed based on the findings. [ILO]
9. **The WBTCs will need to be trained or retrained on the CMEP and their role in monitoring.** As the project begins local-level implementation of activities, WBTC members were expected to play a more active role in project implementation and monitoring. Their proper understanding of the CMEP was essential for effective delivery of this role. [ILO]
10. **The CMEP will need to be reviewed and updated to recognize changes that, for example, shifted the mandate for NSDP formulation from NITA to SDPTSD.** In the CMEP the activities anticipate the role of NSDP formulation to be NITA's, which was no longer the case. [ILO, USDOL]
11. **The project should allocate resources for editing services for all studies:** Editorial work on all the studies done was eating up a lot of time that would go towards technical support to the project. Therefore, approximately 10% of a study budget line should be provided for editorial services and free the time spent by technical specialists on editorials tasks. [USDOL, ILO]⁵

⁵ Busy Project (2017), Project Document

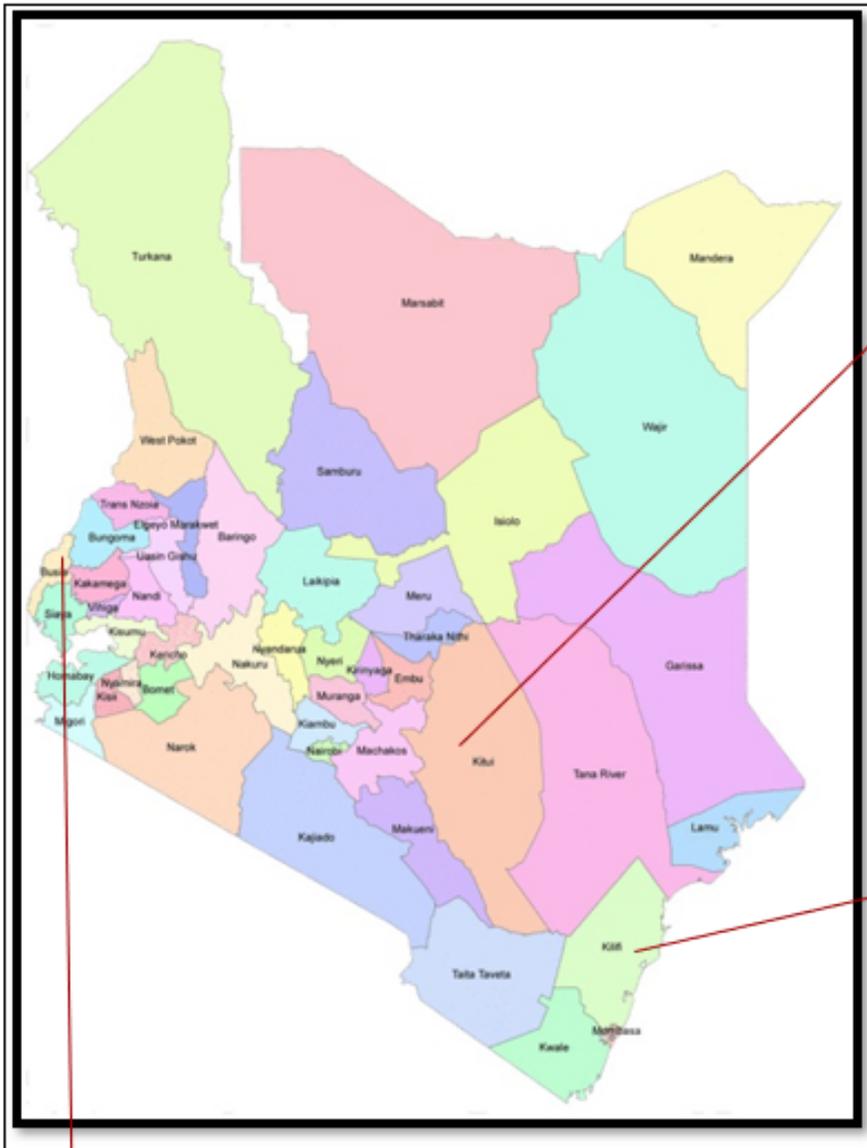
12. **The opening of the project bank account should be fast-tracked to cut out operational inefficiencies.** The project did not have a local bank account, which resulted in delayed payments and at times a lack of prudence in transferring project funds. An example of a lack of prudence was when sending project funds to staff accounts. [ILO]
13. **A process audit within the project is needed to establish what factors contribute to delays in executing project tasks.** Delays were notable, for example, in completing all of the commissioned studies. Lags also occurred in rolling out activities, as per the work plan [ILO, USDOL].
14. **The project should commit more time and resources toward building the capacity of the State Department of Post Training and Skills Development on WBT and the Decent Work Agenda.** Given the central role that the SDPTSD is playing in the development of the NSDP, it might be strategic for the project to support the institutional strengthening of the department and help sustain the policy review dialogue. The NSDP was critical in sustaining gains from the BUSY project. The department is newly formed and still improving its capacity through staffing and upgrading its technical expertise.
15. **There is a need to institutionalize the project's WBTCCs into the county and national government structures to increase sustainability.** This can effectively guarantee sustainability of the project, given the skills-building mandate the county's government holds.

Introduction

The Better Utilization of Skills for Youth through Quality Apprenticeships in Kenya, popularly known as the BUSY Project, is a USD \$3 million project funded by the United States Department of Labor (USDOL) over four years. 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.⁶ BUSY is a pilot initiative in Busia, Kilifi and Kitui counties (see Figure 1) and focuses on building the capacity of government, employers' and workers' organizations, and civil society organizations to establish and expand workplace-based training programs, with a specific focus on vulnerable and marginalized youth aged 16 to 24. The project has a particular focus on adolescents aged 16 and 17 years old, at or above the legal working age, who are engaged in or at risk of engaging in hazardous work. The project 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 organizations, and master craftspeople (MCPs) in the informal sector are built so that vulnerable groups have access to quality workplace-based training (WBT) — mainly through the informal sector, but also through collaboration with medium and larger enterprises in the formal sector.

⁶ Busy Project (2017), Project Document

Figure 1: Participating Counties and Selection Guidelines



KITUI COUNTY

Kitui County is in the former Eastern Province of Kenya. Its capital and largest town is Kitui, and Mwingi is another major urban center. The county has a population of 1,012,709 (2009 census.) and an area of 24,385.1 km². Kitui County shares its borders with seven counties: Tharaka-Nithi and Meru to the north, Embu to the northwest, Machakos and Makueni to the west, Tana River to the east and southeast, and Taita-Taveta to the south.

KILIFI COUNTY

Kilifi County formed in 2010 from the merger of Kilifi District and Malindi District. Its capital is Kilifi and its largest town is Malindi. The county has a population of 1,109,735. It covers an area of 12,245.90 km² (4,728.17 sq. mi). Tourism and fishing are major economic activities in Kilifi due to its proximity to the Indian Ocean. Opportunities exist in agriculture, particularly dairy and crop farming, due to the county's fertile soil and good weather patterns.

BUSIA COUNTY

Busia County is in the former Western Province of Kenya. It borders Kakamega County to the east, Bungoma County to the north, Lake Victoria and Siaya counties to the south, and Busia District, Uganda, to the west. The main economic activity is trade with neighboring Uganda, with Busia town (the county headquarters and largest town) serving as a cross-border center. Away from town, the county economy relies heavily on fishing and agriculture, with cassava, millet, sweet potatoes, beans, and maize being the principal cash crops.

Evaluation Objectives and Methodology

This interim evaluation provides key stakeholders with information to assess and revise, as necessary, work plans, strategies, objectives, partnership arrangements, and resources. The scope of the evaluation includes a review and assessment of all activities carried out under the USDOL's cooperative agreement with the ILO. All activities implemented from project launch through the time of evaluation fieldwork have been considered. Specifically, the evaluation:

- Assessed the relevance of the project in the country's cultural, economic, and political contexts, as well as the validity of the project design and the extent to which it is suited to the priorities and policies of the host government and other national stakeholders;
- Sought to determine whether the project is on track to meet its objectives, identify the challenges and opportunities encountered in doing so, and analyze the driving factors for these challenges and opportunities;
- Assessed the effectiveness of the project's strategies and its strengths and weaknesses in implementation and in identifying areas needing improvement;
- Assessed the project's plans for sustainability at the local and national levels and among implementing organizations, while identifying steps to enhance its sustainability; and
- Provided conclusions, lessons learned, and recommendations for the remaining phase of the project.

Evaluation Questions

Guiding this evaluation were 10 specific questions covering the entire evaluation criteria of relevance, effectiveness, and sustainability. These questions are:

Relevance

1. How relevant is the project's design and theory of change considering the present context in which it operates? Does the available qualitative and quantitative information confirm the theory of change to be valid and accurate?

Effectiveness

2. To what extent has the project made progress toward achieving its targets and results for the following outcomes? What are the factors driving and hindering results thus far?
 - a. 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.

- b. Outcome 2 – Kenyan employers, workers’ organizations, and other stakeholders implement best practices related to workplace-based training for youth, including vulnerable and marginalized youth.
 - c. 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.
3. What is the level of participation of the various stakeholders at the national and county levels (via agreements or other arrangements), their degree of commitment to project execution, and their contribution toward the project’s objectives?
 4. To what extent have the activities in the target areas contributed to the public policies and programs the project is promoting at the national and county levels? How?
 5. How have the monitoring and evaluation systems (CMEP, pre-situational analysis, etc.) been implemented and are they being used to identify trends and patterns, adapt strategies, and make informed decisions?
 6. Is the project’s organizational structure adequate to carry out activities?

Sustainability

7. How is the project promoting the sustainability of its key activities?
8. Are there opportunities to leverage public or private resources to provide sustainability to the youth training systems the project is promoting?
9. Are agreements in place or in process with various stakeholders that can ensure sustainability?
10. What specific actions should USDOL, ILO, FKE, COTU, and other project stakeholders take to promote the sustainability of the project?

Methodology

The consultant and USDOL discussed and agreed on the methodology. A mixed-method approach was employed, including use of project documents such as CMEP data to provide quantitative information. Qualitative information was obtained through field visits, individual interviews, and focus groups as appropriate. Opinions from stakeholders and project participants augmented and complemented findings from the review of project documents. The draft reports were reviewed by the project teams and stakeholders. The participatory nature of the evaluation contributed to a feeling of ownership among stakeholders and project participants.

Literature Review

Relevant project documents and reports were reviewed prior to the field visits and stakeholder consultations and continued throughout the evaluation period. Key among the documents reviewed are the project document (PRODOC), the Comprehensive Monitoring and Evaluation Plan (CMEP), technical progress reports (TPRs), BUSY's comprehensive work plan, the terms of reference (TOR), inception reports, and findings of the Pre-Situation Analysis (PSA) reports, and others.

Fieldwork

The fieldwork took place between June 12 and 27, 2019. It entailed interviews with stakeholders at the national level and in the three target counties. The selection of stakeholders and groups occurred in consultation with ILO and USDOL.

Stakeholder Interviews

Identifying a wide range of stakeholders allowed for effective triangulation of the data and findings. Consultations took place through individual interviews with 41 key informants, five focus group discussions (with a total of 65 participants), and evaluator visits to the project sites, as appropriate. Key among the stakeholders interviewed were project staff, the tripartite partners, and other project partners at the national and county levels. The evaluator also met and held consultations with members of the national and county-level Work-Based Technical Coordination Committees (WBTCCs) and the Project Advisory Committee. These also served as the stakeholder workshops, where the evaluator sought clarifications on field findings from the counties and at the national level. Finally, the consultant held consultations with youth working and training in the informal sector in Busia County,⁷ and the ILO country director and senior skills and employment specialist. A list of all stakeholders interviewed is annexed to this report. Table 1 summarizes the interviewees by stakeholder category and type of interview.

⁷ While this had not been planned for, some youth requested a meeting, prompting the evaluator to oblige as a show of respect.

Table 1: Summary of Interviews

Stakeholder Category	Individuals Interviewed	Gender		Group Interviews		Sample Description
		F	M	# of Groups	Participants	
ILO national project staff	4		4	NA	NA	National project management and technical administrative staff
ILO technical experts	2	1	1	NA	NA	ILO backstopping staff at the regional offices
U.S. Government/USAID staff	2		2	NA	NA	Technical advisors on youth and skills development
Social partners	6	2	4	NA	NA	Technical officers from COTU and FKE head offices and representatives from the Coast Region
National government project partners	9	4	5	NA	NA	Officers from the national government's state departments and other state agencies
County government staff	6	1	5	NA	NA	Representatives from Kilifi, Kitui and Busia county governments
Other stakeholders/partner organizations	2		2	NA	NA	Representatives of a partner youth polytechnic in Kilifi County
Jua Kali association	7	1	6	NA	NA	Representatives from the Jua Kali sector
Project Advisory Committee	NA	2	5	1	7	Members of the PAC
National Work-Based Training Coordination Committee	N/A	4	3	1	7	Members of the NWBTCC
Kilifi County Work-Based Training Coordination Committee (KCWBTC)	NA	6	13	1	19	Members of the CWBTCC
Kitui County Work-Based Training Coordination Committee (KCWBTC)	NA	7	11	1	18	Members of the CWBTCC
Busia County Work-Based Training Coordination Committee (BCWBTC)	NA	8	6	1	14	Members of the CWBTCC

Ethical Considerations and Confidentiality

The evaluation process guaranteed full confidentiality of information that stakeholders shared. Because this was an independent evaluation, ILO staff who accompanied the consultant to the field were excluded from all interviews with stakeholders. They also stepped out of WBTCC meetings during the evaluation consultations. Importantly, the objective of the evaluation, the need for open discussions and individual consents to participate were emphasized to all stakeholders prior to the interviews. Overall, the evaluation complied with the USDOL's Evaluation Policy.⁸

Limitations

The fieldwork for this evaluation occurred over 14 days, including travel days. This limited the extent of consultations beyond WBT stakeholders in the main urban areas. Dynamics in the rural areas are largely not included in this analysis. Results for the evaluation are based on information collected from background documents and from interviews with stakeholders, project staff, and project participants. The accuracy of the evaluation results, therefore, is determined by the integrity of the information these sources provided to the evaluator. In addition, the evaluator's ability to determine efficiency is limited, given the amount of financial data available. A cost-efficiency analysis is not included because it would require impact data, which is not available.

Project Context and Description

Kenya's economy seemingly recovered from the uncertainties of the general elections in 2017 and the drought the same year to register a real gross domestic product (GDP) of 6.3 percent in 2018 compared to 4.9 percent in 2017.⁹ The growth was largely attributed to a vibrant services sector, sustained growth in transportation, accelerated manufacturing activities, and increased agricultural production. Performance across sectors shows marked growth across all except the construction sector. This growth is reported to have been anchored on a relatively stable macroeconomic environment with the various macroeconomic fundamentals remaining supportive of growth for the better part of the year. Notably, inflation remained low at 4.7 percent in 2018 compared to 8.0 percent in 2017; this was largely attributed to considerable declines in food prices following the shortage in 2017. The uptake of credit facilities increased, especially with the Central Bank of Kenya sustaining a cap on the base lending rate at 10 percent, further manifested in the performance of the economy.

⁸ For more information on DOL's Evaluation Policy, please visit <https://www.dol.gov/asp/evaluation/evaluationpolicy.htm>

⁹ Kenya National Bureau of Statistics (KNBS), Economic Survey, 2019

The provisional estimates put the Kenya population in 2018 at about 47.8 million people,¹⁰ a 24 percent increase from the 38.6 million people recorded in the last national census in 2009.¹¹ An estimated 58 percent of the population is younger than 24 years.¹²

Table 2 shows that the bulk of the jobs created were in the informal sector. The Draft National Youth Policy (NYP)¹³ recognizes that unemployment and underemployment resulted partly because of economic activities failing to grow in tandem with population growth. Based on the strict definition of unemployment as *not working, available and looking for work*, Kenya posts an overall unemployment rate of 7.4 percent. About 85 percent of the unemployed were people younger than 35. The highest unemployment rate was recorded in the 20- to 24-year-old age cohort at 19.2 percent. The majority of the unemployed, for both males and females, were in the same age cohort. Females constituted 64.5 percent of the unemployed,¹⁴ suggesting that young women face higher levels of unemployment compared to young men.

Table 2: Employment in Kenya, 2017 and 2018

	2017	2018
Total Employment, Formal and Informal Sector	16.9 million	17.8 million
Employment Created, Formal Sector	110,000 ¹⁵	78,400
Employment Created, Informal Sector	794,400	762,200

A discussion paper on Kenya's Youth Employment Challenge (2013) by the United Nations Development Program (UNDP)¹⁶ remains valid. The report observes that at 15 years, practically no one works in a formal job, 15 percent work in informal/traditional activities, about 7 percent are unemployed, 10 percent are homemakers or are inactive, and the majority, 70 percent, attend school on a full-time basis. By age 20, the proportion of those in school drops to about 35 percent, and at 25 years to 7 percent. As age increases, the proportion of young people in school decreases, while the proportion of those in labor markets continues to increase. Therefore, two trends stand out in their choices: a steep reduction in full-time studies and the rise of work in the informal labor market.

However, the transition from school to a job is not automatic; young people struggle to find jobs. Despite the rising number of young people finding informal jobs, the proportion of those searching for a job also rises rapidly; the proportion of unemployed people rises steadily from 3 percent to 23 percent between the ages of 15 and 20 years. But the proportion of unemployed people decreases continuously to about 10 percent at age 35, and further later in adulthood.

¹⁰ Kenya National Bureau of Statistics (KNBS), Economic Survey, 2019

¹¹ The Next National Census is scheduled for August 24, 2019

¹² The CIA World Factbook. <https://www.cia.gov/library/publications/the-world-factbook/geos/ke.html>

¹³ Republic of Kenya (2018): Draft Kenya National Youth Policy

¹⁴ Kenya National Bureau of Statistics (2018): Labor Force Basic Report: Based on the 2015/16 Kenya Integrated Household Budget Survey

¹⁵ Kenya National Bureau of Statistics (KNBS), Economic Survey, 2018

¹⁶ UNDP (2013), Kenya Youth Employment Challenge

Formal employment is not an option for the youngest members of the prospective workforce. The proportion of young people in formal jobs begins to become visible around age 25. From that point, it rises rapidly, to about 1 percent at 34 years. The highest proportion of people in formal employment is those aged 43 to 45 years. The rates of unemployment and the share of unemployed youth in the total youth population show a rapidly rising trend for the very young and a rapid decline when they reach 28 years. The unemployment rate and the share of unemployed youth peak between ages 19 and 23. This suggests that the age range of 18 to 25 years represents a critical phase: During these years, unemployment is highest.¹⁷

While no recent statistics on child labor in Kenya are available, with the last national child labor survey conducted 19 years ago, a child labor analytical report of 2008, based on the 2005/06 Kenya Integrated Household Budget Survey (KIHBS), indicated that 1,012,184 children between ages 5 and 17 years were in child labor. Of these, 535,197 were boys (53 percent) and 476,987 were girls (47 percent).¹⁸ Findings on the worst forms of child labor in Kenya by the Bureau of International Labor Affairs (2017)¹⁹ show that child labor in its worst forms was common in Kenya, especially in agriculture, industry, and the services sectors. Worst forms of child labor manifested, for example, in commercial sexual exploitation, sometimes because of human trafficking; use in illicit activities, including drug trafficking; begging; street vending; domestic services; herding livestock; fishing; and work on tobacco farms.²⁰ Most children who are vulnerable to the worst forms of child labor are younger than the legal working age of 16.²¹

The Constitution of Kenya reaffirms the government's commitment to decent work — that is, freely chosen productive employment with fundamental rights at work, adequate income from work, representation, and social protection. The government adopted the *Sessional Paper 2013 on Employment Policy and Strategy* to facilitate the creation of decent, productive, and sustainable employment opportunities, and to stimulate economic growth and socio-economic development. Among other objectives, the policy seeks to build a skilled self-reliant and enterprising labor force. It recognizes that some past employment-creation policies, particularly for youth, were piecemeal, disconnected in their implementation, and without a framework or tools to measure the number and quality of jobs created.²² As things stand, the formal TVET system in Kenya lacks the capacity to absorb the numbers of young people coming into the labor market and lacks overall relevance to the labor market.

Consequently, young women and men often obtain training through the informal apprenticeship system. It is unclear, however, if apprentices receive the requisite skills and successfully transition to wage-earning jobs or self-employment. The quality of training varies substantively from one provider to another due to the lack of uniform training standards. Moreover, the system

¹⁷ UNDP (2013): Kenya Youth Employment Challenge.

¹⁸ Child Labor Analytical Report 2008 https://www.ilo.org/ipec/Informationresources/WCMS_IPEC_PUB_16175/lang-en/index.htm

¹⁹ https://www.dol.gov/sites/dolgov/files/ILAB/child_labor_reports/tda2017/Kenya.pdf.

²⁰ https://www.dol.gov/sites/dolgov/files/ILAB/child_labor_reports/tda2017/Kenya.pdf

²¹ Child Labor Analytical Report 2008 https://www.ilo.org/ipec/Informationresources/WCMS_IPEC_PUB_16175/lang-en/index.htm

²² BUSY: Project Document 2017

is impeded by variations in technology; facilitates differences in knowledge, skills, and productivity of master craftspeople; and lacks a formal mechanism or body to oversee the quality of training provided. The trainees' learning is not certified, which impedes third parties' recognition of this learning and makes it difficult for youth to transition into formal sector employment. Trainees under informal apprenticeship schemes are more vulnerable to exploitation and risk being used as cheap labor in small enterprises or receiving incomplete knowledge that does not allow them to go on to work in the relevant trade.

Addressing this requires creating an enabling environment that links government, the private sector, and civil society. Together, they must create educational and skills training paths toward decent work for the most vulnerable and marginalized youth and for young women, many of whom have dropped out of school before age 16.

Project Design

The BUSY project is a pilot initiative to build the capacity of government, employers, and workers' and civil society organizations to establish and expand workplace-based training programs with a specific focus on vulnerable and marginalized youth ages 16 to 24. There is a particular focus on adolescents aged 16 and 17 years, at or above the legal working age, who are engaged in or at risk of engaging in hazardous work. The project 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 organizations, and informal sector master craftspeople are built so vulnerable groups have access to quality work-based training, mainly through the informal sector but also through collaborating with medium and larger enterprises in the formal sector. The project coordinates with and complements other efforts and programs the Government of Kenya is carrying out.

The project design is viable and remains relevant to the achievement of the stated outcomes. The project outputs, middle-level outcome, and long-term outcomes link well and strongly both vertically and horizontally and cumulatively result in the project impact. Importantly, the project design provides for stakeholders' active participation at various project stages, which so far has led to active stakeholder involvement and sense of ownership. However, the project design fails to directly test the model, leaving it to the market forces to apply it and support quality workplace-based training in the informal sector. Discussions with stakeholders at the national and county levels strongly suggest the importance of and need for the project to directly demonstrate full implementation of the quality workplace-based training model.

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, through ensuring that vulnerable and marginalized youth are targeted and included.

Meso Level

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

Micro Level

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

Findings

This section presents findings from field-level consultations with staff, partners, and other project stakeholders. Findings are triangulated across stakeholders interviewed and presented along with the evaluation themes and the relevant evaluation questions.

Evaluation Theme 1: Relevance

Under this theme, the evaluation sought to establish the extent to which the project design and the theory of change are relevant within the present project context and whether the available qualitative and quantitative information confirm the theory of change to be valid and accurate.

Evaluation Question 1

How relevant is the project's design and theory of change, considering the present context in which it operates? Does the available qualitative and quantitative information confirm the theory of change to be valid and accurate?

Findings from the literature review and discussions with stakeholders show that the project design resonates well with the youth situation in Kenya. Analysis of the 2018 Kenya Certificate of Secondary Education (KCSE) results indicates that the total number of students who took the examination in 2018 was 660,204 (338,628 or 51.3 percent male and 321,576 or 48.7 percent female).²³ However, only one in seven KCSE examination candidates, or 90,377 (14 percent of the total number who took the tests), achieved the university entry grade of C+. In 2017, the number of candidates eligible to join the university was about 70,000 or 11 percent of all candidates. Further analysis of 2018 results show that more than half of candidates (343,897) scored a D grade or below, effectively failing to attain a grade allowing them to pursue a professional course. This suggests that more than half of the Form 4 graduates every year are

²³ <https://www.nation.co.ke/news/education/Analysis-shows-over-half-scored-D-and-below-in-KCSE-exams/2643604-4907270-b09rklz/index.html>

potential candidates for skills training programs, through formal or informal apprenticeships. The 2017 Comprehensive Public Expenditure Review (CPER) affirms this,²⁴ as Figure 3 shows.

Table 3: Trends in the Destinations of Form 4 Leavers

Academic Year	Form 4 Enrollment	% Qualified (C+ and above)	University Admission (% of Form 4 enrollment)	Public University Admission (% of Form 4 enrollment)	Private University Admission (% of Form 4 enrollment)	Proportion of Students Admitted to Technical Training Institutions (%)	Proportion of Students Admitted to Teacher Training Colleges (%)	Potential Non-Placement (%)
2011/12	373,053	32.1	15.4	10.5	4.9	13.6	2.5	68.4
2012/13	411,330	30.1	19.9	14.1	5.8	15.5	2.3	62.3
2013/14	448,700	27.5	22.3	14.3	8.0	16.5	4.1	57.0
2014/15	466,700	32.1	25.9	17.3	8.6	15.8	4.3	54.0
2015/16	507,400	33.4	26.6	19.0	7.7	15.1	4.1	54.2
2016/17	578,900	15.4	22.7	15.4	7.4	17.5	3.6	56.2

Source: CPER 2017

The project further strongly speaks to the circumstances that youth in Kenya face. Consultations with various stakeholders in the informal sector described a scenario where youth in the three counties, and possibly across the country, are in a desperate situation. With more than half of them ending up with low grades, their options are limited to unskilled casual labor, formal technical training and apprenticeship, or informal work-based apprenticeship. The time taken,

“Most of these young men are brought to us by their poor parents or caregivers, who are people we know. They ask us to help them gain some skills that can enable them to earn a living; what can I do? I won’t refuse to assist them. Some have been here for years, but at least they earn something to buy food.”
- MCP, Kilifi

costs of training, limited access to training institutions, and negative attitudes toward vocational skills training institutions are some factors that have continued to push many vulnerable and marginalized youth to train in the informal sector. In some cases, the artisans are paid by parents and caregivers to train. This was a common story among the artisans in the informal sector.

Yet, in the absence of an overarching policy on skills development, the various skills training initiatives remain fragmented and, as a result, offer little impact on youth employment. Training through an apprenticeship in the informal sector bears the brunt of this confusion. According to all stakeholders the evaluation team met across the three counties, apprenticeship in the informal sector was generally unstructured and of low quality. Training lacks a defined timeframe, most trainees are never tested, and training tools are outdated and inadequate. Most youth trained through an apprenticeship in the informal sector are stuck there, due to the inability to

²⁴ Republic of Kenya (2017); Comprehensive Public Expenditure Review (CPER): From Evidence to Policy: The National Treasury and Planning: State Department for Planning Monitoring and Evaluation Department.

professionally progress with their training, certify their skills, or transition to decent jobs. Lack of seed capital and working spaces further impedes their efforts to pursue self-employment.

In the meantime, the Government of Kenya has prioritized employment creation among youth, based on the premise that entrepreneurship will cure the unemployment challenge in Kenya. Some known interventions include Uwezo and the Youth Development Fund. The latter targets young entrepreneurs who cannot access credit at market rates to grow their business and hence create employment. However, skills development programs and training are the most common type of interventions to support youth employment in Kenya. The government is currently implementing the Kenya Youth Employment and Opportunities Project (KYEOP) funded by the World Bank.²⁵ The project aims to improve youth employability and address the skills mismatch of youth by engaging training providers and private sector employers to offer training and work experience for both the formal and informal sectors. And in 2016, to give effect to the Constitution under Articles 55 (c) and 56 (c),²⁶ the National Employment Authority Act²⁷ was enacted; it established the National Youth Employment Authority, with a mandate to support youth training and employment.

In the Kenya Vision 2030, through the Medium-Term III Plan (2018–2022), the government is committed to creating 1.3 million new jobs annually to address the pressing problem of youth unemployment. The principal focus of the government’s job creation strategy will be to increase the ratio of formal sector employment from 13 percent in 2017 to 40 percent in 2022. The government further seeks to support micro-, small, and medium enterprises and support skills training and internship programs for youth, among other things, as part of the employment creation strategy. With the highest rates of labor underutilization observed among youth at 55 percent for those aged 15 to 29 years (against an overall population rate of 26 percent) in 2015–16, the Government of Kenya continues to prioritize employment creation among youth based on the premise that entrepreneurship will cure the unemployment challenge in Kenya. BUSY directly contributes to this goal.

The project’s theory of change (TOC) fits in well in the project context, which requires streamlining policies and laws related to apprenticeships and workplace training, especially in the informal sector. These are implemented by better-trained and better-equipped trainers to increase access to decent jobs for youth and reduce unemployment. This analysis, therefore, confirms the project’s TOC to be valid and accurate. However, failure to support training for youth was reported to be a gap in the design. Stakeholders across the three counties, including members of the Work-Based Training Coordination Committees (WBTCCs), unanimously reported that the project ought to have tested the entire model, directly or through partners, by supporting the training of some youth, allowing for testing of the project model in full, and more

²⁵ <http://mis.kyeop.go.ke/>

²⁶ Constitution of Kenya 2010.

²⁷ <http://kenyalaw.org/lex/rest/db/kenyalaw/Kenya/Legislation/English/Acts%20and%20Regulations/N/National%20Employment%20Authority%20Act%20No.%20of%202016/docs/National%20Employment%20Authority%20Act3of2016.pdf>

directly addressing the needs of youth as a result. This would also be a more direct and visible contribution to the government's efforts to provide skills employability youth.

Evaluation Theme 2: Effectiveness

Evaluation Question 2

Establish the extent to which the project has made progress toward achieving its targets and results for each outcome, and assess the factors driving and hindering results thus far.

Other aspects of effectiveness, including stakeholder participation, contribution to policy and programs, and effectiveness of the Comprehensive Monitoring and Evaluation Plan (CMEP), are also explored. The section begins with a discussion on the extent of progress toward achieving the outcomes.

a. 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.

The Gaps Analysis Study

A study to identify gaps in existing policies and laws that support or promote apprenticeship training with a focus on inclusion of youth, including vulnerable and marginalized young men and women, took place through an external collaboration and a draft report was under review as at the time of this evaluation. This activity had been planned for completion by the end of the fourth quarter of 2018, suggesting delays in the delivery of the activity. As such, dissemination of the study findings and the follow-up activities were still pending at the time of this evaluation. During discussions, the project staff attributed this to delays in implementation of the contract by the consultant and in document reviews.

The Journey to a National Skills Development Policy

The review of relevant regulations on apprenticeship and technical support to the National Industrial Training Authority to draft the national skills development policy were underway, although not under the previously planned arrangement. In the Project Document (PRODOC), the development of the National Skills Development Policy (NSDP) and the establishment of the National Industrial Skills Development Council (NISDC), were tasked to NITA.²⁸ Executive Order No 1 of 2018 from the presidency²⁹ created the State Department of Post Training and Skills Development (SDPTSD), whose functions include management of skills and post training policy, 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 new state department. Findings from the new department indicate that some reasonable ground has been covered with respect to the development of the NSDP.

²⁸ The Industrial Training Act Cap 237 (Rev) 2017 does not expressly confer policymaking mandate to NITA. This, however, does not eliminate the need for better coordination of skills development.

²⁹ Republic of Kenya (2018): Executive Order No. 1 of 2018: Re-Organization of the Government of the Republic of Kenya; June 2018.

Following the formal proposal to the government, the Office of the Deputy President (DP) called for the formation of a task force to steer the policy development process. The DP's office thus wrote to the head of public service, requiring the office to nominate members to the task force. The nominations were still pending at the time of this evaluation.

"[T]he proposed schemes recognize the critical role played by the informal sector in national development, NITA has created a framework for recognizing and certifying the skills learnt on the job through traditional apprenticeship."

— NITA Ag. Director General

This notwithstanding, some stakeholders were optimistic about the ongoing process. The SDPTSD, in the meantime, reportedly was closely following up with the relevant offices. However, other stakeholders were skeptical about the possibility of achieving a fully formulated and adopted policy within the remaining period. Given the experience in policy formulation in Kenya, this particular target appears ambitious. At best, the project could aim for a draft NSDP. Experience with policy formulation in Kenya suggests that it is a lengthy, tedious, and engaging process.^{30,31} It is therefore highly unlikely that the NSDP will pass within the project timeframe, given the diversity of thought and multiple interests of the many stakeholders that undertake workplace-based skills training.

The review of the relevant regulations on apprenticeship under Output 1.1.2 was still pending, although the terms of reference (TOR) reportedly had been developed. It was, however, reported that NITA had developed apprenticeship schemes that have already been circulated to the public for inputs. The BUSY project had been in consultations with NITA in relation to the training schemes with a view to mainstreaming issues relating to vulnerable and marginalized young men and women in the schemes. Furthermore, technical support to NITA to draft the national skills development policy was no longer tenable as envisaged, due to the transfer of mandate to the SDPTSD. The work plan had anticipated the development of the NSDP to be completed by the fourth quarter of 2019. But this appears unlikely. It also suggests that the establishment of the NISDC, meant to spearhead, coordinate, and harmonize efforts, which was planned to commence in 2019, will be interrupted by delays in the formulation of the NSDP. Depending on how fast the policy development moves, establishment of the NISDC still stands a chance, as this was scheduled to run to the second-to-last quarter of the project. Therefore, while the project is progressively building the capacity of key government agencies and other relevant bodies to negotiate, formulate, and implement laws on youth employment, WBT, and protected employment for youth — including vulnerable and marginalized youth — the medium-term outcome is yet to be achieved, largely because of delays in implementing Outcome 1 activities.

Emerging Opportunities in Supporting Laws and Policies

Despite anticipated delays in the formulation of the skills development policy, the project stood a good chance of reporting positive results in supporting policy development efforts at the county and government department levels. Specifically, interviews with officers in Kitui and Busia

³⁰ http://kippra.or.ke/wp-content/uploads/2017/05/KIPPRA-Policy_Formulation-Brochure.pdf

³¹ <http://www.klrc.go.ke/images/downloads/klrc-a-guide-to-the-legislative-process-in-kenya.pdf>

counties indicate that both counties were in the process of developing their youth policies. The Kitui County government, through the project's work-based training (WBT) specialist, invited BUSY to review the draft policy. Besides overall technical support on policy formulation, the project staff were able to mainstream WBT issues into the draft policy. The same is expected to happen in Busia and Kilifi. In discussions with the Ministry of Labor officials, informants noted that the existing labor and employment laws were due for review.

Similarly, NITA is developing new and reviewing existing industrial training schemes, most of which were developed in the 1970s. In an advertising feature in the local dailies,³² the Minister of Labor and Social Protection, where NITA is domiciled as corporate body, noted that the new and revised set of schemes *"is yet another landmark policy achievement for not only the authority, but the country, as the schemes will provide the necessary framework upon which industrial training in the entire country will be anchored."* NITA's acting director general (DG) further notes that the proposed schemes will give recognition to the important role of the informal sector in national growth through skills development, and further provide a framework to recognize and certify skills learned through apprenticeship in the informal sector. NITA had consequently issued a notice to the members of the public to *"submit their views, comments, objections, modifications, or deletions on the draft schemes for regulating industrial training."*³³ This input window closed in early August 2019.

This window offers a good opportunity for the project to review and ensure that the schemes being developed address the project objectives in relation to WBT, such as those related to recruitment and progression pathways for vulnerable and marginalized youth. These schemes function as policy documents to guide the process of enhancing young Kenyans' skills, including in the informal sector. If achieved, this would contribute immensely to Outcome 1 on laws and policy. Furthermore, discussions with NITA indicated that with the changes in the training schemes, it will be necessary to review the National Industrial Act in line with the new designs, a process on which the project can provide input and support.

Policy formulation at the departmental or county level was likely to be a faster process given the fewer competing interests. These therefore offer the project faster avenues to provide technical support to national and county government officers on policy development and implementation

Once approved, the gaps analysis report will provide a solid basis for social dialogue among all stakeholders on laws and policies. It would be prudent to use this report to inform the national policy review efforts as well as the initiatives in the counties. The project has minimal control over the progression of policy development processes within the national

and the county governments, but initiatives at the department level may be a source of quick gains. Similarly, county-level policy reviews were likely to proceed faster than those at the national level. As such, the project will need to monitor initiatives on policy reviews and

³² Daily Nation Newspaper Friday July 12, 2019 page 22.

³³ The draft schemes can be accessed from the NITA website at

<https://www.nita.go.ke/resources/downloads/national-industrial-training-schemes.html>

developments to identify where WBT could be addressed. Finally, given the SDPTSD's central role in the development of the NSDP, it might be strategic for the project to commit more time and resources toward building the department's capacity on WBT and decent work issues, with a view toward supporting the department's institutional strengthening on quality WBT and helping to sustain the policy review dialogue. The newly formed department is still improving its capacity through staffing and upgrading its technical expertise.

b. Outcome 2

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

Improved Employers and Workers Attitudes about WBT for Youth, Including Vulnerable and Marginalized

Findings from the evaluation of the progress toward achieving Outcome 2 indicate numerous milestones reached. Two studies have taken place: one a pre-situational analysis (PSA) among formal employers and informal master crafts persons on the extent, quality, gaps, barriers, and attitudes by employers toward WBT programs for vulnerable and marginalized young men and women, and another a PSA of youth attitudes about - barriers to participation in WBT.

Dissemination of the resulting reports or social dialogues on this research has occurred among WBTCC members in the three counties. However, the two reports from the PSA studies were not yet approved as final and wider dissemination and discussion was likely to be delayed. This was expected to be completed by the third quarter of 2019. This notwithstanding, stakeholders reported that the studies illuminated useful information on, for example, common challenges that youth experience during WBT as well as challenges employers face in implementing formal and informal WBT. Some of the challenges for youth include lack of funds to finance their training, poor-quality training, lack of properly equipped training venues, subsistence challenges (food and accommodation) during training, and lack of properly equipped trainers in the rural areas. Employers, on the other hand, lamented the high costs of training materials, poor concentration by the trainees, and at times theft of tools and equipment. This information will be useful in formulating quality WBT in the target counties, aimed at improving employers' and workers' attitudes about WBT for youth, including the vulnerable and marginalized.

Social partners including, the Federation of Kenya Employers (FKE) and Central Organization of Trade Union (COTU), implemented both studies, with technical support from the ILO staff. This was widely reported to have given partners ownership of the study process as well as the results. In discussions, partners indicated that they were generally comfortable with the process of developing the PSA, having walked through it with the ILO staff. While members of the WBTCC had not conclusively reviewed the reports, after reviewing preliminary findings shared during committee meetings, they observed that the studies had highlighted issues that interested them both as partners and in their departments and organizations.

A review of the TORs and inception reports indicate that the studies adopted a largely qualitative approach. The sampling was rigorous, covering the wider county. Nevertheless, the results of the studies were presented quantitatively, suggesting a methodological mismatch between the inception report, tools, and presentation of study findings. This mismatch does not, however, invalidate the study findings.

The project has commissioned the development of a communication strategy, initially planned to begin in the fourth quarter of 2018 suggesting a delay in the activity. Once completed, the strategy was expected to inform social marketing and targeted campaigns to popularize and inform the public, master craftspersons, youth, parents, and county stakeholders on the benefits of informal and formal WBT targeting vulnerable young men and women. These social marketing and targeted campaigns were planned to commence in the first quarter of 2019. These processes will involve introducing an awards and recognition system for outstanding MCPs, which also had yet to be implemented and is planned to commence in the fourth quarter of 2019. Given that profiling and identification of MCPs had not begun, other follow-up activities risked being delayed as well.

Enhanced Capacity of Employers, Workers, Government, and Relevant Stakeholders to Design and Implement Best Practices for WBT

The interagency research synthesis and knowledge on work-based training to identify international best practices were completed by the third quarter of 2019, as scheduled. In addition, the rapid review of local initiatives in Kenya on WBT for vulnerable and marginalized youth, seeking to identify and document best practices and

“These studies have actually been an eye-opener for some of us. There are a number of issues that need to be taken much more seriously, if training in the informal sector is to be improved.”

— Focus group participant, national WBTC

lessons learned from their implementation, had been commissioned at the time of this evaluation, with a draft report already submitted to ILO for review. This activity was planned for completion by first quarter of 2019. With a June 11 end date based on the project’s contract tracking and management tool, the activity was already beyond the allocated timeframe and due for a contract addendum. This means that disseminating the findings of both national and international initiatives was pending, although planned to commence at the beginning of 2019. With the local initiatives study ongoing, the dissemination was likely to commence in the third or fourth quarter of 2019. The same scenario befell the design of the training program for employers, workers, government, and stakeholders, as well as support for training county-level employers, workers, government, and stakeholders — all initially planned to commence at the beginning of 2019.

Capacity assessment of county-level labor inspectors and relevant agencies had yet to commence, although the TOR had been developed and submitted to USDOL for approval. Following this would be the training of national and county-level labor inspectors and county youth officers on promoting and enforcing decent work protocols, laws, and policies for quality WBT. This was to commence in the first quarter of 2019, but was still pending. Review and enhancement of occupational safety and health (OSH) standards and safe working conditions manuals and the protocol was still pending, two quarters after it was scheduled to begin.

All activities relating to the capacity development of MCPs as accredited host trainers were still pending. Establishment of partnerships to implement quality apprenticeships also had not occurred. Discussions with MCPs across the counties indicated high expectations of their involvement in the project, with particular concern about the cost of training materials. These

expectations will need to be properly handled and moderated with their involvement clearly explained prior to engaging them, especially in Kilifi and Kitui, where most MCPs have already had unsustainable engagements with other skills development programs.

Based on stakeholder consultations, evidence from the available literature, and findings from field consultations, the ground certainly has been laid to achieve the outcome. The project was making progress, albeit slowly. Local-level dynamics on WBT had already been explored and documented through the PSA reports. It was essential that social dialogues commence in earnest to enable stakeholders to interact with and understand the PSA findings and their usefulness. Consequently, the dialogue must move from the findings themselves to applying them to improve WBT, to meet the needs of vulnerable and marginalized youth. Despite lost time in the first year, the project can catch up and meet the targets and results under this outcome.

c. 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.

The key result under this outcome was the establishment of the WBTCC at the national level and in all three target counties, with responsibility for coordination, policy reviews, and implementation of quality WBT for vulnerable and marginalized young men and women. Based on a review of the

“The county WBTCC will need to strongly link with the county government to effectively bring the county structure on board and ensure their sustainability.”

— Participant in the national WBTCC

project documents and interviews with staff, stakeholders, and members of the committees, WBTCC had been established at all target levels. This was achieved by the first quarter of 2019, as planned. The WBTCC at the national level comprised technical staff from the various government departments and project partners. At the county level, membership in the WBTCC’s includes county-level staff, officers from the relevant government ministries and departments, *Jua Kali* (informal sector) representatives, private sector representatives, and in some cases religious leaders. To boost ownership of the county WBTCC, county-level stakeholders received guidance on committee functions and later received leeway to select the most relevant stakeholders.³⁴ This explains the variations in membership across the counties.

In Kitui and Busia the WBTCC lacked representation of some stakeholders deemed to be central to WBT. The Kitui County government’s Ministry of Trade and Industrialization was not represented and in Busia, the Micro and Small Enterprises Authority was not represented, after the death of the MSEA nominee. These gaps will need to be filled immediately. At the time of this evaluation, the four committees were in the process of revising their work plans based on the findings from the PSA. The work plans, once completed, will form the basis of their project monitoring activities.³⁵ Aside from the four committees, the project had constituted a national-level Project Advisory Committee (PAC), comprising chief executive officers of relevant

³⁴ The membership lists of the national and county WBTCCs are in the annexes.

³⁵ Terms of reference for the WBTCC are in the annexes.

government departments and other project partners.³⁶ The PAC's key functions³⁷ include making policy guidance for the smooth functioning of the project and guiding coordination among all agencies and groups involved in the project.

Interactions with the committees, including attending their meetings, revealed that they were all at different levels. The national WBTCC had yet to fully settle in, with discussions on the inclusion of other members ongoing at the time of this evaluation. The same applied to the WBTCCs in Kitui and Kilifi, also still discussing their membership. All of the committees faced the challenge of consistent attendance by members, meaning a recap of the project background and progress always took a good chunk of time in the committee meetings. In the PAC meeting the evaluator attended, for example, only two participants present had attended the previous committee meeting. In addition, except for the PAC and its 10 members, other WBTCCs had between 18 and 22 members. It was unlikely that major project decisions could be discussed and finalized by such a large group during a half-day meeting. Therefore, continuous coordination of members between meetings was essential to ensure that agreed-on action points occurred before the next meeting. Perhaps the formation of subcommittees could help move the project agenda forward between meetings. For example, the PAC was likely to achieve little with only two scheduled meetings a year, beyond mere sharing of project progress. However, the committee's key expectations included offering strategic direction to the project.

Sustainability of the WBTCCs after the BUSY project ends will require deliberately planning by the committees themselves, given that their meetings were still fully facilitated by the project. This may require stronger links and ownership by the county governments and more efforts by the committees to mobilize additional resources.

The other activities under Outcome 3 have not begun. These include a rapid assessment on skills demand, placements, and employment opportunities in the target counties; a rapid scoping study to determine pre-apprenticeship programs; and the selection and training of pre-apprenticeship providers. All of these were scheduled to begin between 2018 and the beginning of 2019. Delays were attributed to the stalled commencement of the project, as well as lags in the commencement and finalization of various studies undertaken as part of the project. Overall, the project stands on solid footing to roll out the pending project interventions, having laid the groundwork through the various studies and a supportive structure in the form of the WBTCCs.

Evaluation Question 3

What is the level of participation of the various stakeholders at the national and county levels (via agreements or other arrangements), their degree of commitment to project execution, and their contribution toward the project's objectives?

The BUSY project is a partnership between the ILO tripartite partners, namely the Ministry of Labor and Social Protection (MOLSP) through the State Department of Labor, Central Organization of Trade Union (COTU), and Federation of Kenya Employers (FKE). Other partners include the state departments of Technical Vocational Education and Training (TVET),

³⁶ The membership list of the PAC is in the annexes.

³⁷ Terms of reference for the PAC are in the annexes.

and their agencies: the Kenya National Qualifications Authority (KNQA), Technical Vocational Education and Training Authority (TVETA), and Curriculum Development Assessment and Certificate Council (CDACC). Others are NITA, MSEA, and like-minded civil society organizations. The other key stakeholders are the three county governments.

Across the three counties, the project was well-received by all stakeholders, as shown in their interest for participating in the WBTCC. Specifically, Busia and Kilifi's county governments, through the ministries responsible for youth affairs, took ownership and domiciled the project in the ministries. Although the WBTCC faced the challenge of consistency in meeting attendance, all government departments and other stakeholders always send representatives to the committee meetings. Busia and Kilifi's governors, through their representatives, officially launched the WBTCCs. Specifically, the deputy governor officiated the launch of the WBTCC in Kilifi County, while a representative read a written speech from the Busia County governor at that launch. In the speech, the governor committed to establish a Youth Workplace Learning Secretariat.³⁸

In Kitui County, the County Executive Committee member (CECM) in charge of Education Information, Communication, Technology and Youth Development, where the project is domiciled, consistently reiterates the county government's commitment to the project. Senior officers from the county government in Busia chair the WBTCC, which further demonstrates their interest in the project. These details signal the high level of interest the counties have in the project. Although no formal agreements have been signed between the project and the county governments, the latter's continued participation and interest were evident. Similarly, at the national level, goodwill toward and interest in the project were positive. It could be argued that the sustained interest in the project by stakeholders was because all of them, by virtue of their work or mandate, serve the needs of the youth. Senior leaders from the counties have, on at least one occasion, participated in the project stakeholder meetings in the WBTCC.

The minutes of the WBTCC meetings showed evidence of participation by other government ministries and agencies. The tripartite and all other key partners consistently attend committee meetings as attested by; minutes and discussions, which further indicate that they were eager to push the project activities forward. In the national and Busia County WBTCC meetings that the evaluator attended, participants were keen to know what specific activities and contributions were expected from them so they could factor that into their work plans. In Kilifi County, during the WBTCC meeting that the evaluator attended, the NITA representative was unanimously nominated to chair the committee. This was a demonstration of strong ownership within the counties and among the WBTCC members and, by extension, the project. A sense of ownership of the project and the processes was also boosted by the inclusive approach of the PSA studies. Besides adequately briefing county-level stakeholders on the study and approach, extensive sampling occurred across the counties and research assistants were locally recruited.

In Kitui, the county government had improved the working spaces for informal sector workers by constructing working sheds and paving the floor. This has gone a long way toward improving

³⁸ Speech by the Hon. Sospeter Odeke Ojaamong, MGH, Governor of Busia County, During the Launch of the ILO/BUSY Project in Hotel Rasto Park Busia on Thursday, May 30, 2019: BUSY Project Files.

the working conditions in the county's informal sector, where WBT will take place. The Kitui *Jua Kali* Association had received two heavy-duty nut-threading machines from MSEA, which had been installed but lay idle due to a lack of qualified operators. This equipment will not only be useful to the workers in the informal sector, but will also be utilized in WBT. Such partnerships, which offer support to the informal sector, will directly impact the quality of WBT.



Threading equipment donated to the Kitui Jua Kali Association by MSEA.

The project staff are also members of the technical working group on TVET, a multi-stakeholder platform comprising representatives from foreign embassies and international organizations. The TVET promotes collaboration and provides guidance on implementing its reforms in Kenya while enabling sector stakeholders to network and share ideas and strategies. The project's participation in this working group is valuable and strategic in mobilizing additional resources toward the project's objectives, and seeks synergies that could benefit the project goals.

Discussions with county-level stakeholders revealed that expectations, especially from the county governments, were high. As noted, in both Kitui and Busia counties, the project was domiciled in ministries in charge of youth. The expectation of youth training opportunities from this project was high, even though the project does not reach the final beneficiary (youth). If anything, the project directly targets MCPs, a majority of whom are not youth and who fall under the mandate of MSEA. This poses a gap that the county governments are quick to note. It is expected that the interest in the project by the domicile ministries will be sustained throughout the project period. This is also something that the wider WBTCC should closely monitor. In some counties, such as Kitui, opportunities for collaboration with like-minded organizations, whose programs could directly target the youth, were being explored. In the WBTCC meeting that the evaluator attended in Kitui County, Generations³⁹ made a presentation to the WBTCC on invitation by the county government. Such partnerships would be welcome across the three counties for wider impact.

This notwithstanding, consultations with stakeholders across the three counties revealed a growing feeling that the project has progressed slowly. They called for faster movement and the launch of activity implementation. For this reason, WBTCC members also called for the finalization of detailed work plans that showing who takes responsibility for what. One participant in Busia, for example, observed: “[W]e need to know who is doing what here and

³⁹ Generation is an independent nonprofit founded in 2014 by McKinsey & Company to help bridge this gap between unemployment and skills demanded <https://kenya.generation.org/>

what the expected contribution will be. The work plan cannot be complete if activities are not budgeted. Following this, things will begin to take shape and people will clearly see where they come in.” Such feelings by WBTCC committee members were perhaps understandable, given that for about one year, the committees were yet to settle on their membership. Furthermore, given that the WBTCC meetings take time from their workplaces, there was increased pressure to justify the added value in attending the meetings.

Overall, at the national and county levels, ILO is largely perceived as a neutral player, only facilitating the partners to play their role. All stakeholders widely recognize and are eager to tap into ILO’s technical expertise on WBT. As such, the role of ILO in the project is clearly falling in place.

“We are just about to commence our Youth Policy Development and we look up to ILO to support us in this journey.”
— Chief Officer, Busia County Government

In the policy development process, for example, ILO’s neutral position presents the project with a good opportunity to easily sell the quality WBT and decent work agenda effectively to all stakeholders in the policy development process. With the transfer of mandate of policy formulation from NITA to SDPTSD, ILO is seen as being above the ministerial and departmental interests and could therefore effectively push the policy dialogue from a technical perspective. Clearly, most stakeholders were hopeful that the policy formulation process will proceed without strongly entrenched interests that could derail the process. They saw ILO as strategically positioned to facilitate continued discussions between actors, within the existing project framework. To achieve this, though, support to the newly created SDPTSD will need to be enhanced to enable the department to better address pertinent issues in youth skilling and employment into the proposed policies.

Evaluation Question 4

To what extent have the activities in target areas contributed to the public policies and programs the project is promoting at the national/county level? How?

The evaluation observes that the project has not done much yet in terms of implementing activities in the target areas. The largest achievement at the county level is the establishment of the WBTCCs, which have mobilized stakeholders toward the project goals. In addition, the implementation of the PSA and preliminary dissemination and social dialogues had begun at the WBTCC level. Notably, the establishment of the WBTCC has triggered interests within the counties to establish secretariats that can directly link to the WBTCC. For example, the Governor of Busia proposed a secretariat, though it had yet to be actualized at the time of the evaluation. Similar arrangements are being pursued in Kilifi and Kitui counties. If adopted in all counties, they will possibly be the beginning of institutionalizing the WBTCC into the county government structure. Therefore, the commitment in Busia and the proposals from Kitui and Kilifi will need to be closely followed up by WBTCC officers to ensure their actualization.

The PSA results have highlighted information that is useful to partners and other stakeholders, forming a solid basis for continued social dialogues and possibly county-level policies and work plans on addressing key issues relating to the WBT. However, this will be achieved only after people clearly understand the findings and the implications, specifically on WBT. Several

interviewed stakeholders were concerned about whether partners and the county-level stakeholders knew what to do with the PSA findings. They called for a national forum where counties can jointly discuss the findings, share lessons, and link their proposed strategies to local and international best practices on WBT for the benefit of vulnerable and marginalized young men and women. To them, this would trigger a wider, more informed approach that was likely to result in wider and longer-lasting impacts.

The project's partnership with county governments has seen the devolved units take a keen interest in the ILO, particularly with respect to its technical expertise in formulating county youth policies. In Kitui County, for example, the ILO was invited to review a draft youth policy. Discussions with ILO staff indicated that the draft policy had the necessary content, but its tone and phrasing were largely similar to a fundraising proposal. With the project's support, the county rephrased the policy. This review window also offered the project an opportunity to share with the county government the need to mainstream WBT in the county youth policy, which did occur. The draft policy was shared with the project staff, who reviewed it and gave input on mainstreaming WBT. The project staff inputs were incorporated into the draft policy. The CECM reported that the draft policy was awaiting finalization of the national-level policy review before it can be presented at a final validation workshop. Discussions with officers from the ministries of youth in Kilifi and Busia indicated that they were looking up to the ILO for technical support in the development of their proposed county youth policies, a process that seems to largely await the finalization of the National Youth Policy (NYP) review.

Interest at the county level is in the county-specific youth policies and not the skills development policy. However, the county youth ministries and departments have strong components and mandates on youth development. For example, a review of the Kitui,⁴⁰ Busia⁴¹ and Kilifi⁴² county integrated development plans (CIDPs) shows that all counties have a specific focus on youth skills building. Mainstreaming WBT in the relevant policies will make the implementation of WBT a county agenda, which essentially contributes to the national-level project goals and objectives.

Evaluation Question 5

How have the monitoring and evaluation systems (CMEP, pre-situational analysis, etc.) been implemented and are they being used to identify trends and patterns, adapt strategies, and make informed decisions?

By January 2018, the project had completed a solid Comprehensive Monitoring and Evaluation Plan (CMEP) that is detailed and user-friendly. In addition to the CMEP procedures, the document annexed supporting materials and procedures, making it easy for anyone using the CMEP to easily understand its requirements. Annexes include project definitions, data analysis plan, problem tree, data reporting templates, data collection instruments, law and policy tracking forms,

⁴⁰ Kitui County CIDP 2018-2022

[https://www.kitui.go.ke/phocadownload/COUNTY_TREASURY/CGoK_COUNTY_INTEGRATED_DEVELOPMENT_P
LAN_\(CIDP\)2018_2022.pdf](https://www.kitui.go.ke/phocadownload/COUNTY_TREASURY/CGoK_COUNTY_INTEGRATED_DEVELOPMENT_PLAN_(CIDP)2018_2022.pdf)

⁴¹ Busia County CIDP 2018-2022

<https://busiacounty.go.ke/wp-content/uploads/2019/05/Busia-CIDP-2018-2022-Cabinet-Approved.pdf>

⁴² Kilifi County CIDP 2018-2022 http://www.kilifi.go.ke/lib.php?com=6&res_id=646

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.

Between June 7 and 26, 2018, training and planning workshops⁴³ took place in Kilifi, Busia, Kitui, and Nairobi with the WBTCC. An objective of these meetings was to enable WBTCC members to understand the CMEP and its purpose and use, after which members would recommend any possible changes to the CMEP. The one-day workshops had six related objectives. These are to:

1. Identify WBTCC members and constitute initial committees;
2. Enable WBTCC members to understand the project goal, objectives, outcomes, outputs, and activities;
3. Enable WBTCC members to understand the CMEP and its purpose and use;
4. Recommend any possible changes to the CMEP;
5. Introduce the concept of quality apprenticeship to WBTCC members; and
6. Enable members to understand roles and responsibilities of WBTCC and develop TORs.

A total of 53 participants attended: 16 in Kitui, 15 in Kilifi, and 13 in Busia. However, utilization of the CMEP at the county level had yet to fully commence for various reasons. First, not many activities had occurred at the county level, other than establishing the WBTCC and its periodic meetings, and the implementation and preliminary dissemination of the PSAs. Second, discussions with various stakeholders during the evaluation mission suggested that although many were aware of the CMEP's existence, they had not used it in monitoring. Their knowledge of the CMEP was based on a one-day training. Close to half of the WBTCC members did not know what CMEP was. This suggests that it was quite unlikely that WBTCC members could adequately understand the CMEP in the one-day training they were provided. It further suggests that those who received training may not have shared their knowledge of the CMEP with colleagues.

To confirm this, WBTCC members were asked about their level of engagement with the PSA and indicated that they were aware that PSAs were undertaken, but their interaction with the process occurred during dissemination or social dialogue meetings. This again suggests that committees had not performed their monitoring roles in the PSA implementation. This was reported to have been deliberate for two main reasons: 1) the committees were not fully constituted and 2) the project wanted to avoid possible political interference in the selection and recruitment of PSA field staff. However, it was clear from the consultations that stakeholders, including the WBTCC, will need further and deeper orientation to better monitor project activities. Fortunately, a majority of WBTCC members were technical officers in their organizations, meaning it will be possible for them to pick up on issues faster. Given that the interventions will take place in the informal sector, the WBTCC members from that sector will need support to understand what needs to be monitored and how. This inevitably calls for follow-up sessions with the WBTCCs. The training of the WBTCC occurred when the

⁴³ Kilifi on June 7, 2018; Busia on June 14, 2018; Kitui on June 21, 2018, and Nairobi on June 26, 2018.

committees had not been fully constituted. After the committees fully settle on their membership, they will need follow-up training.

Overall, the implementation of the PSA went well, at least based on the feedback from stakeholders who were privy to it. Analysis of the PSA process also shows a relatively comprehensive and participatory approach, at least at the community level. As noted, the PSA study design was qualitative in nature, but the results have been quantitatively analyzed, contrary to the expectations implied in the CMEP, which discourages coding and tabulation of qualitative data. Furthermore, it appears that the study design failed to adequately refer to the medium-term Outcome Indicator 2.1 from this activity which envisages quantitative data. Prior to finally approving the reports, the project will need to look again at the indicator and assess if it can still be measured with the available data, given that modifying the design during post-situation analysis would reduce comparability of the data.

A review of the CMEP will be necessary to update items such as: the change of the policy development mandate from NITA to SDPTSD and NITAs development of the training schemes, which may directly affect activities such as 1.1.2.1 on reviewing relevant regulations on apprenticeship. Furthermore, it appears that the project could choose to reorganize the activity schedule with respect to the work plan without changing the activities, to suit the logical flow of interventions. For instance, it is no longer tenable to maintain the target timeline for the development of the NSDP as 2018–2019. Similarly, most activities appear to have been delayed, per the existing work plan. This was largely attributed to delays in the commencement of project activities in the first year. The work plan, therefore, will need to be updated accordingly with the understanding that all activities will be achieved by the end of the project's no-cost extension period. Table 4 summarizes project indicators alongside the evaluator's observations on the progress, measurability, and the likelihood of achieving them. Overall, most of the indicators are measurable and their achievement remains feasible under the prevailing circumstances. Two indicators may nevertheless require revisions or modifications.

A review of the project documents and discussions with project staff and stakeholders indicates that most project targets had yet to be achieved. This was attributed to delays at inception, which led to a series of delays in subsequent activities and operational delays in approvals and finalization of project activities such as studies. It also appears that the data reporting template in the CMEP had yet to update all baseline figures to facilitate monitoring milestones, as Table 5 shows. This will need to be updated.

Table 4: Comments on Feasibility of Indicators

Result Area	Indicator	Comments
<p>Long-term outcome 1: 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: No. of Policies on WBT that are integrated, improved, or implemented by key stakeholders</p>	<p>This is feasible within the project period</p>
<p>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</p>	<p>OTC 1.1: No. of formulated or negotiated draft policies on youth employment and WBT</p>	<p>This is feasible within the project period</p>
<p>Output 1.1.1: Gaps in relevant laws and /or policies on quality WBT opportunities for vulnerable and marginalized youth are identified</p>	<p>OP 1.1.1: A copy of the gap analysis report</p>	<p>A draft report is out awaiting approval by USDOL</p>
<p>Output 1.1.2: A National Skills Development Policy is formulated</p>	<p>OP 1.1.2: A copy of the National Skills Development Policy</p>	<p>Ambitious. May need to be modified to read a draft policy</p>

Result Area	Indicator	Comments
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 No. of meetings held by NISDC	Dependent on the progress in the NSDP. Thus, also ambitious But the possibility of using the existing legislation such as the NITA Act to create the council could be explored.
Output 1.1.4: National and county level stakeholders' awareness-raising strategy to support legal and policy reform is implemented	OTP 1.1.4 No. of awareness-raising strategies implemented among the national and county level stakeholders	This is feasible within the project period
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: % increase in best practices on WBT implemented by employers, workers organization and other stakeholders	This is feasible within the project period
Medium-term Outcome 2.1: Employers and worker's attitudes about WBT for youth including vulnerable and marginalized youth is improved.	OTC 2.1: No. of employers and workers with improved attitudes about WBT for youth, including vulnerable and marginalized youth	This is feasible within the project period
Output 2.1.1: Study of awareness and attitude of employers and workers to implement best practices WBT for youth, including VMY is developed	OP 2.1.1: Assessments reports of workers' and employers' attitudes.	This is feasible within the project period

Result Area	Indicator	Comments
Output 2.1.2: Best practices communication strategy addressing employers, MCPs and the general public is implemented	OP. 2.1.2: No. of communication strategies used in the targeted counties addressed to employers, MCPS, and general public	This is feasible within the project period
Medium-term Outcome 2.2: The capacity of employers, workers, government and relevant stakeholders to design and implement best practices for WBT programs enhanced	OTC. 2.2: No. and % of workers organizations and employers with increased knowledge of best practices on WBT for youth, including VMY	This is feasible within the project period
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: No. of employers, workers, government agencies and relevant stakeholders trained	This is feasible within the project period
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: No. of labor Inspectors, youth officers and MSE association members trained on safe and decent working conditions	This is feasible within the project period
Output 2.2.3: The capacity of Master Crafts Persons (MCPs) as accredited host trainers is developed	OP 2.2.3: No of MCPs accredited.	This is feasible within the project period

Result Area	Indicator	Comments
<p>Long term outcome 3: 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 Percentage increase or proportion of youth leaving pre-apprenticeship programs joining apprenticeship;</p> <p>OTC 3: B Satisfaction level of youth who have undergone apprenticeship prerequisite skills training</p>	<p>This is feasible within the project period</p> <p>This is feasible within the project period</p>
<p>Mid-term outcome 3.1: Coordination of government agencies and service providers reaching vulnerable and marginalized youth in WBT is strengthened</p>	<p>OTC. 3.1: Performance of WBTCC mechanism to coordinate quality WBT programs</p>	<p>This is feasible within the project period</p>
<p>Output 3.1.1: Institutional mechanisms for quality WBT programs at national and county levels are developed</p>	<p>OP3.1.1: Administrative ease of implementing quality WBT programs by WBTCC</p>	<p>This is feasible within the project period</p>
<p>Medium-term Outcome 3.2: Capacity of pre – apprenticeships providers to provide quality and relevant prerequisite skills programs is enhanced</p>	<p>OTC 3.2: No. of accredited Pre-apprenticeship programs registered by WBTCC trained on WBT best practices</p>	<p>This is feasible within the project period</p>
<p>Output: 3.2.1: Rapid labor market assessment carried out in each of the three target counties</p>	<p>OP 3.2.1: No. of labour and skills demand identified by the rapid labor market assessments</p>	<p>This is feasible within the project period</p>

Result Area	Indicator	Comments
Output 3.2.2: Providers of pre-apprenticeships 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.	This is feasible within the project period

Table 5: Data Reporting Template

Indicator	Intake Value	Baseline Data/ Target/ Actual	2017		2018		2019		2020		2021		Achieved as at June 2019
			April	October									
Project Outcome 1: Laws or policies supporting quality workplace-based training opportunities for youth, including vulnerable and marginalized youth, are improved and or implemented by key stakeholders.													
OTC1 No. of Policies on WBT that are integrated, improved, or implemented by key stakeholders	Numbers	Baseline											0
		Target							4				
		Actual											
		National developed											
		County Integrated											
Mid-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													
OTC1.1 No. of formulated or negotiated draft policies on youth employment and WBT	Numbers	Baseline											1
		Target						4					
		Actual											
		National developed											
		County Integrated											
Output 1.1.1 Gaps in relevant laws and /or policies on quality WBT opportunities for vulnerable and marginalized youth is identified													
OP 1.1.1 A copy of the Gap Analysis Report	Numbers	Baseline											1
		Target					1						
		Actual											
Output 1.1.2 A National Skills Development Policy is formulated													
OP 1.1.2: A copy of the National Skills Development Policy	Numbers	Baseline											0
		Target					1						
		Actual											
Output 1.1.3 National Industrial Skills Development Council (NISDC) is established													
OP 1.1.3 Government notification of NISDC establishment, and No. of meetings held by NISDC	Number	Baseline											0
		Target							1	1			
		Actual											
		GoK Notification											
		Meetings											
Output 1.1.4 National and county level stakeholders awareness-raising strategy to support legal and policy reform is implemented													
OP 1.1.4 No. of awareness-	Numbers	Baseline data											0
		Target									12		

Indicator	Intake Value	Baseline Data/ Target/ Actual	2017		2018		2019		2020		2021		Achieved as at June 2019
			April	October									
raising strategies implemented among the national and county level stakeholders		Actual											
		Workshops / forums											
		TV											
		Radio											
		Online											
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 No. or % increase of best practices on WBT implemented by employers, workers organization and other stakeholders.	Number and %	Baseline data											0
		Target									2		
		Actual											
Mid-term outcome 2.1													
Pre-situational and post-analysis in target counties on the level of awareness and attitudes of employers and workers towards the implementation of workplace-based training programs for youth, and particularly vulnerable and marginalized young men and women.													
OTC2.1 No of employers and workers with improved attitudes about WBT for youth, including vulnerable and marginalized youth	Numbers	Baseline data											0 87% of formal employers and 86% of MCPS have positive attitudes toward WBT (PSA) 58% youth not in WBT have a positive attitude, compared to 69% of youth in WBT and 90% of community leaders and parents (
		Target											
		Actual											
		National											
		County 1											
		County 2											
		County 3											
Employers													
Workers													
Output 2.1.1													
Awareness and attitudes of employers and workers to implement WBT programs for youth, including VMY is assessed													
OP 2.1.1 Assessments reports of workers' and employers' attitudes.	Number	Baseline data											2
		Target					2					2	
		Actual											
		Formal											
		Informal											
Output 2.1.2													
Best practices communication strategy addressing employers, MCPS and the general public is implemented													
OP. 2.1.2 No. of communication strategies used in the targeted counties	Numbers	Baseline						N/A					0
		Target											
		Actual											

Indicator	Intake Value	Baseline Data/ Target/ Actual	2017		2018		2019		2020		2021		Achieved as at June 2019
			April	October									
addressed to employers, MCPS, and general public		Workshops / forums											
		Media campaigns											
Mid-term outcome 2.2													
Capacity of employers, workers, government and relevant stakeholders to design and implement best practices for WBT programs enhanced													
OTC. 2.2 No. and % worker organizations and employers with increased knowledge of best practices on WBT for youth, including VMY	Numbers	Baseline											0 (Not measured)
		Target											
		Actual											
	%	Baseline											
		Target											
		Actual											
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. No. of employers, workers, government agencies and relevant stakeholders trained about best practices for WBT	Numbers	Baseline											0
		Target											
		Actual											
		Employers											
		Workers											
		GoK agencies											
Other stakeholders													
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 No. of labor Inspectors, youth officers and MSE association members trained on safe and decent working conditions	Numbers	Baseline											0
		Target											
		Actual											
		Labour Inspectors											
		Youth Officers											
MSE Association members													
Output 2.2.3													
Capacity of Master Crafts Persons (MCPs) as accredited host trainers is developed													
OP.2.2.3 No of MCPs accredited.	Numbers	Baseline											0
		Target											
		Actual											
		County 1											
		County 2											
County 3													
Long term outcome 3													
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													

Indicator	Intake Value	Baseline Data/ Target/ Actual	2017		2018		2019		2020		2021		Achieved as at June 2019
			April	October									
OTC 3 % increase or proportion of youth leaving pre-apprenticeship programs joining apprenticeship; and Satisfaction level of youth who have undergone apprenticeship prerequisite skills training	Number / %	Target											0 (Not measured yet)
		Actual											
		Target											
		Actual											
		National											
		County 1											
		County 2											
		County 3											
		Trade 1											
Trade 2													
Trade 3													
Mid-term outcome 3.1													
Coordination of government agencies and service providers reaching vulnerable and marginalized youth in WBT is strengthened													
OTC. 3.1 Performance of WBTC mechanism to coordinate quality WBT programs.	Number (score on a scale)	Target											Not yet measured
		Actual											
		National											
		County 1											
		County 2											
County 3													
Output 3.1.1													
Institutional mechanisms for quality WBT programs at national and county levels are established													
OP 3.1.1 Administrative ease of implementing quality WBT programs by WBTC	Number (score on a scale)	Target											Not yet measured
		Actual											
		County 1											
		County 2											
County 3													
Mid-term outcome 3.2													
Capacity of pre – apprenticeships providers to provide quality and relevant pre-requisite skills programs is enhanced													
OTC 3.2 No. of accredited Pre-apprenticeship programs registered by WBTC trained on WBT best practices	Number	Target											0
		Actual											
		County 1											
		County 2											
County 3													
Output: 3.2.1													
Rapid labor market assessment carried out in each of the three target counties													
OP 3.2.1 No. of labor and skills demand identified by	Number	Target											
		Actual											
County 1													

Indicator	Intake Value	Baseline Data/ Target/ Actual	2017		2018		2019		2020		2021		Achieved as at June 2019
			April	October									
the rapid labor market assessments		County 2											0
		County 3											
		Trade 1											
		Trade 2											
		Trade 3											
Output 3.2.2 Providers of pre apprenticeships 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	Numbers	Target											0
		Actual											
		County 1											
		County 2											
		County 3											
		Trade 1											
		Trade 2											
Trade 3													

Evaluation Question 6

Is the project's organizational structure adequate to carry out activities?

The Project Team

A project director who is a skills development expert by profession leads the project. He is supported by one WBT specialist and one monitoring and evaluation specialist. The three form the technical team charged with the implementation, monitoring, and evaluation aspects of the project. This team receives technical support from the ILO senior skills and employment specialist based in South Africa and an employment specialist based in the Country Office in Tanzania. Other staff are the project accountant and a driver, both full-time. The project also receives administrative support from the director's office in the Country Office in Tanzania. The project has had an intern since January 2019 whose roles include the development of PRODOC popular versions, CMEP printing designs, social media promotion of BUSY project activities, and development of project information, education, and communication (IEC) materials.⁴⁴

Overall, discussions with staff and stakeholders show that the team in Nairobi is adequate for a capacity-building project that does not entail full-time direct implementation by ILO staff. The project director came on board in January 2019 and spent two months being oriented to the project by the former director, who left in February 2019. The WBT expert joined the project in February 2018 and the M&E specialist joined in 2017. The change of project directors in February 2019 was, according to staff and stakeholders, well managed and almost seamless, given that handover and orientation from the outgoing director took reasonable time. As a skills development expert and a Kenyan national, the new director did not have major challenges picking up on the project. 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. Additional level of effort is thus recommended for the technical specialist.

A review of the project documents further shows that all studies commissioned by the project did not escape an addendum to the contracts. In discussions, project staff attributed this to delays in the operational processes, such as contracting and payments from the Country Office, execution delays by the consultants in some cases, and time taken to review and approve the various reports and related documents. These, in addition to the edits to the documents, were reported to exceed the timelines. Table 6 shows a sample of studies and their status according to the project's contract tracking tools. The project will perhaps need to relook at the workflow processes to establish where bottlenecks are and how they could be eliminated.

⁴⁴ TPR BUSY KEN1604USA IL-29678-16-75-K resubmission_May2019 (1).

Table 6: Contracts Tracking Tool

S No	Contract No	Outcome	Output	Contract Name	Expected		Actual		Addendums			
					Start date	End date	Start Date	End Date	1 st	2 nd	3 rd	4 th
1	0920699	1	1.1.1	Gap analysis Study	12 Nov 2018	11 th Dec 2018	21 st Nov 2018		7 th Feb 2019	14 th May 2019		
2	0920364	2	2.2.1.1	Inter-Agency Analysis	6 th Mar 2019	21 st Mar 2018	6 th Mar 2019		13 th May 2019			
3	0920426	2	2.2.1.2	Local Initiatives Study	1 st Apr 2019	11 th June 2019	1 st Apr 2019					
4	0920526	2	2.1.1	PSA Study-COTU	1 st July 2018	30 th Oct 2018	1 st July 2018		8 th Aug 2018	31 st Nov 2018	5 th Feb 2019	14 th May 2019
5	0920527	2	2.1.2	PSA Study FKE	1 st July 2018	30 th Oct 2018	1 st July 2018		8 th Aug 2018	31 st Nov 2018	5 th Feb 2019	14 th May 2019

It was further noted that beyond the technical backstopping, editing tended to consume a lot of the technical team's time. The project should consider recruiting a professional editor, given the target audience of the various products and their anticipated contribution to the policy discourse. They were, as a result, expected to be read widely and of relatively good quality.

The project faces the challenge of not having a bank account in Kenya, all having been closed following the termination of previous projects. Discussions with the Country Office, however, indicated that they were in the process of opening bank accounts for the projects in Kenya. It was not clear from this evaluation why it had taken more than two years to open the accounts. The project has coped with this through direct payments to service providers, at times reportedly delayed. Other smaller operational costs are sent to staff bank accounts. Although this may appear convenient, under the circumstances it is not prudent. It will likely pose more challenges with the anticipated growth in project activities moving forward. Opening project bank accounts should be fast-tracked

The WBTCC emerges as a useful structure in the project as it brings on board officers from line ministries and departments. The committee is resourceful in quickly linking project interventions with government programs, as well as to other actors. For example, through its WBTCC, the Kitui County government had introduced Generations as an additional new member to the WBTCC. It was also likely to play a key role in coordinating skills development in their areas of jurisdiction. However, it was observed that with a membership of about 20 people, progress was likely to be slow within the main committee. Formation of smaller working committees within the main committee was likely to improve efficiency. A review of the WBTCC's previous minutes shows limited discussions in terms of strategic or forward-thinking. While this was attributed to the fact that the committees were in their formative stages, their meetings still face the risk of being reporting meetings only. To avoid this, subcommittees could work between meetings to deliberate on strategic decisions, which they could then table in the main meetings for discussions and approval. It will similarly be possible for the committees to delegate action points for follow-up to the relevant committee members.

Evaluation Theme 3: Sustainability

Project sustainability was analyzed along the four key questions, which also guide the recommendations on sustainability. The questions are discussed in more detail below.

- How is the project promoting the sustainability of its key activities?
- Are there opportunities to leverage public or private resources to provide sustainability to the youth training systems the project is promoting?
- Are agreements in place, or in process, with various stakeholders that can ensure sustainability?
- What specific actions should USDOL, ILO, FKE, COTU, and other project stakeholders take to promote the sustainability of the project?

Evaluation Question 7

How is the project promoting the sustainability of its key activities?

By promoting the development of policies at the national and county government levels, the project was contributed to the sustainability of interventions. This is manifested in the inputs that the project provided to the draft policy for Kilifi, the inputs to the draft NITA training schemes, and the contribution to the national-level policy review initiatives. Enactment of policies that recognize quality WBT for vulnerable and marginalized youth will institutionalize WBT into the government's normal operations, which also implies deliberate funding for WBT.

The national and county-level WBTCCs promote sustainability in the sense that they draw membership from technical officers in line government ministries, whose primary mandates touch on youth. Establishment of these committees was, therefore, a strategic move to first promote a multisector approach to addressing skills development through quality WBT and second to promote ownership of the project interventions, which consequently would lead to sustainability of the project goal. However, the sustainability of the WBTCCs will need to be deliberately planned in the absence of the project's facilitative role. This is further reason that the committees need to be strongly linked to the county governments or to be supported to mobilize for additional resources.

Working with government and social partners through the tripartite arrangement and with other government line ministries and departments places the interventions in this project on the table of mandate holders and the primary duty bearer in skills development. Improved capacity of government and partners from their interactions from the project was likely to continue informing interventions beyond the project. The SDPTSD, for example, was already reported to be warming up to the WBTCC model and was intent on rolling it out across all counties, based on lessons generated from the three counties.

Furthermore, the project was deliberately promoting ownership of project activities by partners. In the establishment of the WBTCC's, the county-level and national stakeholders were guided on the structure and role of the committees and left to decide for themselves on the membership. For this reason, some variations exist across the counties in the WBTCC

membership. This was likely to have contributed to delays settling committee membership. This non-interference with the formation of the committees created a sense of belonging, as reflected by the active participation. Overall this works well for sustainability. At the same time, ILO has laid all information on the table, revealing the resources the project has and activities that will be supported, an issue that most committee members expressed appreciation for in interviews.

Kitui and Busia took steps to bring other actors, including the private sector, on board the project through the WBTC. In Kitui, Generations had been introduced to the WBTC and was likely to take up membership into the committee. In Busia, the private sector was represented in the WBTC. Involvement of other actors as well as the private sector is likely to bring in additional resources and add value to the committees' work, leading to improved sustainability potential.

Evaluation Question 8

Are there opportunities to leverage public or private resources to provide sustainability to the youth training systems the project is promoting?

Based on discussions with the MCPs, the evaluation team noted that they had a fairly good level of appreciation and goodwill to train youth. At the time of this evaluation, most were training youth sponsored by their caregivers or donors, while others were simply youth they had decided to support through training. This suggests that the training systems supported by the project will add value to the training that the MCPs provide.

Findings from the evaluation show that the MCPs were already receiving support from various stakeholders. For example, the parent Ministry of Trade, through the Micro and Small Enterprises Authority (MSEA), provides MCPs with business-related support, including assistance with equipment, market access, and lobbying for infrastructural-related support from county and national governments as well as the private sector. Such support, especially the equipment, should benefit the youth who train under the MCPs in the long term.

Across the counties, a multiplicity of actors supporting workplace-based skills training of youth through the informal sector. These include, among others, non-governmental organizations such as the Kitui Development Center in Kitui, the Catholic Diocese of Kitui, Moving the Goal Posts in Kilifi, and Fountain Youth in Busia and government through the KYEOP in Kitui and Kilifi. All other skills training programs, current and future, can benefit from the improved skills among the MCPs. In addition, various interviewees said the county governments were keen to support skills training, as demonstrated by their budget allocations to vocational training centers. Kitui went a step further to pursue quicker methods of imparting practical skills to unskilled youth, as demonstrated during the training of the Kitui County Textile Center workers. The unskilled workers were placed in a workplace-based training program lasting two months, during which they learned practical skills in garment making. The trained youth were at the time of this evaluation working for the Kitui County Textile Center⁴⁵ on uniforms for local administrators and police. Such projects were likely to be adopted more by other counties and in other sectors. In

⁴⁵ The center is fully owned by the County Government of Kitui: <https://www.capitalfm.co.ke/news/2018/10/kitui-county-new-textile-factory-to-employ-600-people/>

this, the project training systems will come in handy in both coordinating training efforts and making use of the trained MCPs

Finally, the policy legislative reviews taking place within the various state departments, government agencies, and county governments offer the project practical opportunities through which WBT best practices can be assimilated into the normal laws, policies, and guidelines at various levels. Already, the project had made contributions leading to the inclusion of WBT aspects in the Draft Kitui County Youth Policy. Similar support had been requested by the county governments of Busia and Kilifi, as well as the SDPTSD.

Finally, the PSA studies that are nearing completion and approval, alongside other project documents, provide a wealth of information that county governments and other stakeholders could use to fundraise for interventions in support of skills development for vulnerable and marginalized youth.

Evaluation Question 9

Are agreements in place or in process with various stakeholders that can ensure sustainability?

Besides the partnership with government and the social partners and the additional partnerships with the other government agencies, such as NITA, TVETA, CDACC, MSEA, and KNQA, no formal agreements were in place with various stakeholders that can ensure sustainability of the project interventions. The partnership with government was expected to result in changes to policies and consequently adoption of practices in line with the project goals in the relevant government agencies, such as NITA and TVETA. The knowledge that the government officers will gain from their interaction with the project was also likely to influence their work. COTU and FKE were also likely to learn valuable lessons about the context and engagement with the informal sector, as far as their work is concerned. Notably, both had few members, if any, in the informal sector. Partnership with informal sector associations also created an opportunity for sustainability, if the association could ensure sharing of knowledge and skills and adoption of best practices in WBT among their members.

It was further reported by project staff and in WBTCC meetings that the project team and some county governments were having continuous consultations with various stakeholders on opportunities for partnerships and the creation of synergy. Formalization of partnerships between the project structures and the county government of Busia was, for example, one of the action points in the WBTCC's draft work plan. In Kitui, the project and the county government had established contacts with Generations in hopes of exploring partnership opportunities on youth skills training. However, all stakeholders believed that in the short term, the sustainability potential of the project will be higher if county governments own the projects and institutionalize WBT within their policies, laws, and work plans. This indicates the need for the project to pursue this with the counties through the WBTCCs. In the longer term, relevant policies and laws (when enacted) and changes in knowledge and attitudes by stakeholders will support sustenance of WBT practices.

Evaluation Question 10

What specific actions should USDOL, ILO, FKE, COTU, and other project stakeholders take to promote sustainability?

While the cumulative effort from every stakeholder will be necessary to promote the project sustainability, each could make numerous contributions toward this goal. Specifically, in addition to funding the remaining project period, **USDOL** should consider funding a pilot program for marginalized and vulnerable youth. This will practically demonstrate the impact of the BUSY intervention and possibly improve the national and county governments of the model. **USDOL** should also consider **an additional level of** effort for skills and employment experts to interact with project staff and county-level stakeholders in shaping the project strategy moving forward. The project has generated an enormous amount of information; if well analyzed and used, this could improve on the interventions and promote project sustainability.

ILO must work closely with the WBTCCs to roll out the next series of project interventions without further delays. This will ensure that stakeholders' interest in the project does not fade and that the agencies and organizations the WBTCC members represent continue to see value in the project activities. Further, the **ILO** WBT specialist should plan to train government officers through the WBTCCs, ways and opportunities to mainstream WBT in the national and county governments' supported work plans and skills development activities. Finally, **ILO** should continue to actively provide technical support to the SDPTSD in the NSDP development process.

Both **COTU** and **FKE** will need to find strategies through which they can reach out to and build their membership in the informal sector. Both workers and employers in the informal sector were heavily under-represented in **COTU** and **FKE**. The presence of COTU and FKE in the informal sector would help sensitize their members on their rights and other relevant issues and monitor the implementation of set laws and policies, which would result in a viable and sustainable balance.

In relation to the **other stakeholders**, it will be essential that each identifies their contribution to the BUSY project to include in the WBTCC work plans. This will not only ensure the continued participation of stakeholders in the project activities, but will likely encourage them to integrate project-related interventions in their work plans and activities within the organizations they represent. They will receive further support from ILO through the WBT specialist to mainstream and integrate WBT into their organizations' agenda.

Lessons Learned and Promising Practices

Several lessons have been learned from the project interventions. These include the following.

1. When working in a partnership with the government, it is advisable to align the project with the planning cycle for the government, which is often five years. Integrating project objectives into the main government development blueprints increases the chances of project activities being incorporated into governments' work plans. The BUSY project commenced after county governments had prepared their county integrated development plans (CIDPs); according to county government staff, this partly slowed the integration of project activities into the county government work plans.
2. In the course of this evaluation, the team met close to 100 youth in Busia County who indicated that many trained youths were stuck in the informal sector yards where they had trained. This called for a clear understanding of factors hindering trained youth from transitioning to decent jobs; these findings should inform the work of the BUSY project.
3. Multiple training providers meant the presence of diverse interests in developing the NSDP. Efforts to coordinate actors in the policy development process, therefore, needed adequate and effective engagement of all skills development stakeholders through a neutral forum, which the SDPTSD seemed to offer. Technical support to the nascent State Department toward this objective would directly contribute to achieving Outcome 1.
4. Opportunities are emerging in county governments and in the state departments for the project to support activities under Outcome 1, and the project was already taking advantage of these or could take advantage of them. They include developing county-level policies on youth and developing NITA training schemes.
5. The informal sector had no adequate working space. Across the three counties, working spaces for the informal sector were limited, and therefore congested. Reclaiming public and private land and road reserves where informal sector workers are based, has over time, led to the concentration of artisans in designated spaces that were too small for the number of workers using them.
6. Master craftspeople (MCPs) across the counties indicated having high expectations of being involved in the project, and expressed particular concern about the cost of training materials. These expectations will need to be properly handled and moderated, with beneficiaries' involvement clearly explained prior to engaging them. This is true especially in Kilifi and Kitui, where most MCPs have already had unsustainable engagements with other skills development programs.

Similarly, below are some project interventions, which have been reported to have worked well and significantly contributed to the achievement of the results this far. These were therefore nominated as emerging good practices.

1. Research-based programming: The project had invested widely in undertaking studies to inform its interventions. These include the PSAs and the policy and laws gap analysis, which will ensure that interventions are targeted toward addressing specific challenges that the studies identified.
2. The involvement of a wider spectrum of stakeholders in the project was viewed as good for the project. It not only forges a sense of ownership, but it also pulls together invaluable experiences and knowledge; if well harnessed, these could contribute greatly to project results.

Conclusions

Overall, the BUSY project is timely in the Kenyan context. While the government pushes for 100 percent transition from primary to secondary schools, the rate of transition from secondary to institutions of higher learning was low with just under 15 percent of Form 4 candidates joining universities and about half being unable to attain grades that can get them enrolled in a professional training course. Many others drop before reaching Form 4. The future for a majority of these youth, particularly the vulnerable and marginalized, is in apprenticeship in the informal sector, which employs an estimated 80 percent of all new entrants to the job market each year. The project will ultimately add value to other existing skills training programs through promoting quality WBT and support for much more coordinated skills development in Kenya.

The project design supports a review of laws and policies to achieve this. It also supports capacity empowerment of training providers in the informal sector. But it fails in testing the entire model by not supporting direct beneficiaries through quality skills training, albeit on a pilot basis.

The project has yet to achieve much beyond the commissioned studies, which are pending approval, and the establishment of the national and county-level WBTCCs. Efforts have also been channeled to support the policies and laws improvement dialogue at the national and county levels. This is seen in the project's inputs to the Draft Kitui County Youth Policy. Overall, a majority of the activities in the work plan are delayed, owing to the lags at the beginning when about one year's time was lost. It is expected that the project will recover the lost time, in the worst-case scenario before the end of the nine-month no-cost extension period.

Other project activities under outcomes 2 and 3 have begun, albeit slow. These include the establishment of the county and national WBTCCs. These have particularly taken time to settle on membership, perhaps a cost the project must pay to ensure ownership and sustainability. But other interventions must move on in earnest before stakeholders lose patience with the regular WBTCC meetings. Notably, the project goodwill from partners and other stakeholders was still high, with ILO viewed as a neutral partner in a competitive setting where various entities might want to take a lead role. It is in the interest of the project that this goodwill is not lost, and this can be guaranteed only when each stakeholder chooses and contributes to their respective areas, per the WBTCC work plans.

The monitoring role of the WBTCC will also need to be clearly defined and committee members trained or retrained on the CMEP. Moreover, revisions to the CMEP will be necessary moving forward to capture the prevailing timelines and findings from this evaluation. Lack of project bank accounts was causing delays and inconveniences in payments, while editing work warrants additional personnel on a part-time basis.

Overall, the project has strongly integrated sustainability mechanisms in its design, with a focus now remaining on ensuring the attainment of the project results across the three outcomes. If adopted, the set of recommendations that follows should support achieving the project results and contribute to the sustainability of the project interventions.

Recommendations

1. **The project should consider establishing a pilot program for vulnerable and marginalized youth.** To strengthen the project design and demonstrate the effectiveness of the WBT model, the project should utilize trained MCPs to train a sample of youth. [USDOL and ILO]
2. **The project should consider revising the target under Outcome 1 to no more than a draft policy.** Given the lengthy policy formulation process in Kenya and stakeholders with diverse interests, the target of a National Skills Development Policy, even at the end of this project, is overly ambitious. [USDOL and ILO]
3. **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.** These include the NITA training schemes review, labor law reviews, and policy development efforts in the county governments, which were likely to generate quicker gains under the outcome.
4. **In the absence of additional meetings (possibly three to four meetings annually), the project should forge a strategy for continued interaction of the PAC with the project.** The current biannual meeting schedule for the PAC were reported to be too few and inadequate for the PAC to offer meaningful oversight to the project. As noted, a meeting each quarter would be ideal. [ILO and PAC]
5. **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.** This could be achieved by forming subcommittees that could help move the project agenda forward between meetings. [WBTCC]
6. **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. Given project limitations, partnerships with county governments and state departments supporting skills training, such as the Micro- and Small Enterprises Authority (MSEA); non-governmental organizations such as Save the Children, the Kenya Youth Employment and Skills Program (KYES); and private entities such as Generations would help reach vulnerable and marginalized men and women through training. [WBTCC]

7. **The Busia WBTCC, as well as other WBTCCs, should develop a clear roadmap on how the committees will work with their county governments to integrate into the county structures for sustainability.** This is in line with the Busia County governor's call to establish a secretariat in the county that directly links with the WBTCC. [WBTCC]
8. **A national stakeholder forum that brings together stakeholders from the three target counties, guided by ILO skills and employment experts, will be necessary.** The studies' findings need to be shared and discussed, with similarities and differences across the counties established and county-specific strategies that link to the project objectives developed based on the findings. [ILO]
9. **The WBTCCs will need to be trained or retrained on the CMEP and their role in monitoring.** As the project begins local-level implementation of activities, WBTCC members were expected to play a more active role in project implementation and monitoring. Their proper understanding of the CMEP was essential for effective delivery of this role. [ILO]
10. **The CMEP will need to be reviewed and updated to recognize changes that, for example, shifted the mandate for NSDP formulation from NITA to SDPTSD.** In the CMEP the activities anticipate the role of NSDP formulation to be NITA's, which was no longer the case. [ILO, USDOL]
11. **The project should allocate resources editing services for all studies:** Editorial work on all the studies done was eating up a lot of time that would go towards technical support to the project. Therefore, approximately 10% of a study budget line should be provided for editorial services and free the time spent by technical specialists on editorials tasks. [USDOL, ILO]⁴⁶
12. **The opening of the project bank account should be fast-tracked to cut out operational inefficiencies.** The project did not have a local bank account, which resulted in delayed payments and at times a lack of prudence in transferring project funds such as when sending project funds to staff accounts. [ILO]
13. **A process audit within the project is needed to establish what factors contribute to delays in executing project tasks.** Delays were notable, for example, in completing

⁴⁶ Busy Project (2017), Project Document

all of the commissioned studies. Lags also occurred in rolling out activities, as per the work plan [ILO, USDOL].

14. **The project should commit more time and resources toward building the capacity of the State Department of Post Training and Skills Development on WBT and the Decent Work Agenda.** Given the central role that the SDPTSD is playing in the development of the NSDP, it might be strategic for the project to support the institutional strengthening of the department and help sustain the policy review dialogue. The NSDP was critical in sustaining gains from the BUSY project. The department is newly formed and still improving its capacity through staffing and upgrading its technical expertise.
15. **There is a need to institutionalize the project's WBTCCs into the county and national government structures to increase sustainability.** This can effectively guarantee sustainability of the project, given the skills-building mandate the county governments hold.

Annex A: Evaluation Terms of Reference (TOR)

I. 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 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 DOL's Evaluation Policy⁴⁷. OCFT is committed to using the most rigorous methods applicable for this qualitative performance evaluation and to learn 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. OCFT will make the evaluation report available and accessible on its website.

II. Project Context and Information

Macroeconomic Growth

Kenya's Gross Domestic Product (GDP) is estimated to have expanded by 4.9 percent in 2017 compared to a revised growth of 5.9 percent in 2016. The slowdown in the performance of the economy was partly attributable to the uncertainty associated with a prolonged electioneering period coupled with the adverse effects of weather conditions.⁴⁸ Performance across the various sectors of the economy varied widely, with Accommodation and Food Services; Information and Communication Technology; Education; Wholesale and

Retail trade; and Public Administration registering accelerated growths in 2017 compared to 2016. On the other hand, growths in Manufacturing; Agriculture, Forestry and Fishing; and Financial and Insurance decelerated significantly over the same period and therefore dampened the overall growth in 2017.⁴⁹

⁴⁷ For more information on DOL's Evaluation Policy, please visit <https://www.dol.gov/asp/evaluation/evaluationpolicy.htm>

⁴⁸ Kenya National Bureau of Statistics (KNBS), Economic Survey, 2018

⁴⁹ Kenya National Bureau of Statistics (KNBS), Economic Survey, 2018

Kenya's population and labor force are increasing at breakneck speed. The country's population has more than doubled since 1993 and now stands at 46.6 million people.⁵⁰ And rapid population growth is set to continue, with an estimated 1 million people set to be added every year. About 50 percent of the population is between the ages of 0-24 years.⁵¹

The Government of Kenya (GOK) has prioritized job creation in its *national blueprint* Vision 2030 and in each of its component five-year plans, which aim to “create a globally competitive and prosperous nation with a high quality of life for its citizens by the year 2030”.⁵² Vision 2030 has four pillars:

- Economic Pillar: This pillar aims to achieve an average economic growth rate of 10 percent per annum and sustaining the same until 2030
- Social Pillar: This pillar seeks to engender just, cohesive and equitable social development in a clean and secure environment
- Political Pillar: This pillar aims to realize an issue-based, people-centered, result-oriented and accountable democratic system
- Enablers and Macros: The economic, social and political pillars of Kenya Vision 2030 are anchored on the foundations of macroeconomic stability; infrastructural development; Science, Technology and Innovation (STI); Land Reforms; Human Resources Development; Security and Public Sector Reforms.

Employment

Unemployment, underemployment and widespread poverty remain a persistent challenge and a priority of government policy. The Kenyan labor market consists of a relatively small formal sector alongside a large informal sector. In total, there were 16.9 million jobs in 2017 with the number of persons engaged, excluding those engaged in rural small-scale agriculture and pastoralist activities, rising by 5.6 percent from 16.0 million in 2016 to 16.9 million in 2017.⁵³ This is largely the result of the fact that the majority of the sectors recorded improved performance in employment in 2017. The number of new jobs created in the modern sector were 110.0 thousand in 2017 compared to 84.8 thousand jobs created in 2016. Despite encouraging figures in job growth, the informal sector still comprises 83.4 percent of total employment. Of the nearly 900,000 jobs created in 2017, the vast majority were in the informal sector.⁵⁴

Young people with lower levels of education experience higher rates of unemployment. Only 12 percent of youth who have completed secondary school find jobs in the formal sector, while 40 percent ends up in the informal sector, 25 percent continuing in education, and 15 percent remain unemployed.⁵⁵ Unemployment at an early age does negatively affect future earnings and

⁵⁰ Kenya National Bureau of Statistics (KNBS), Economic Survey, 2018

⁵¹ The CIA World Factbook. <https://www.cia.gov/library/publications/the-world-factbook/geos/ke.html>

⁵² Kenya Vision 2030 <https://vision2030.go.ke/about-vision-2030/>

⁵³ Kenya National Bureau of Statistics (KNBS), Economic Survey, 2018

⁵⁴ Kenya National Bureau of Statistics (KNBS), Economic Survey, 2018

⁵⁵ Kenya National Bureau of Statistics (KNBS), Economic Survey, 2018

increase the likelihood of later joblessness. As prospects dwindle, many young people face social exclusion or see their emotional, mental, or physical health deteriorate.

Child Labor

Child labor, in its worst forms, remains a challenge in Kenya. There is still a challenge in gathering up-to-date statistics on child labor in Kenya as the last comprehensive study was undertaken in 2005/2006 under the auspices of the Kenya National Integrated Household Survey (KNHIBS) followed by a Child Labor Analytical Report in 2008. The report indicates that even though incidences of child labor had been on the decline following concerted efforts by GOK and other stakeholders, a total of 1,012,184 children between ages 5-17 years were in child labor, of which 535,197 boys (53 percent) and 476,987 girls (47 percent). Furthermore, most child laborers (48 percent) were between 15-17 years of age, a majority of whom were girls, mostly recruited into domestic work and farm-related labor.⁵⁶ 90 percent of working children live in rural areas. Among working children, 19,542 were identified as working in occupations that would expose them to hazards. 82 percent of children in hazardous labor were boys. Most children vulnerable to the worst forms of child labor are below the legal working age of 16.⁵⁷

The Constitution of Kenya reaffirms the government's commitment to decent work, i.e. freely chosen productive employment with fundamental rights at work, adequate income from work, representation and social protection. The government adopted the *Sessional Paper 2013 on Employment Policy and Strategy* to facilitate the creation of decent, productive and sustainable employment opportunities, and to stimulate economic growth and socio-economic development. Among other objectives, the policy seeks to build a skilled self-reliant and enterprising labor force. It recognizes that some past employment creation policies, particularly for youth, were piecemeal, disconnected in their implementation and without a framework and tools for measuring the number and quality of jobs created.

III. 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 reducing unemployment, vulnerability and poverty for 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

⁵⁶ Child Labor Analytical Report 2008 https://www.ilo.org/ipec/Informationresources/WCMS_IPEC_PUB_16175/lang-en/index.htm

⁵⁷ Child Labor Analytical Report 2008 https://www.ilo.org/ipec/Informationresources/WCMS_IPEC_PUB_16175/lang-en/index.htm

adolescents 16-17 years old, at or above the legal working age, who are engaged in or at risk of engaging in hazardous work

Project Design

The BUSY Project is a pilot initiative to build the capacity of government, employers' and workers' organizations and civil society organizations to establish and expand workplace-based training programs with a specific focus on vulnerable and marginalized youth ages 16- 24. There is a particular focus on adolescents aged 16-17 years old, at or above the legal working age, who are engaged in or at risk of engaging in hazardous work. The project 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 organizations and informal sector Master Craft persons are built such that vulnerable groups have access to quality work-based training, mainly through the informal sector but also through collaborating with medium and larger enterprises in the formal sector. The project coordinates with and complements other efforts and programs being carried out by the GOK.

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 through 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 amongst 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), particularly 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.

Long-term outcomes, medium-term outcomes and outputs
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 stakeholder's 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
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 the 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 the promotion of safe and decent working conditions in workplace-based training programs
Output 2.2.3: Capacity of Master Craft persons 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: The 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

Evaluation Purpose –

The main purposes of the interim evaluation are to:

- Assess the relevance of the project in the cultural, economic, and political context in the country, as well as the validity of the project design and the extent to which it is suited to the priorities and policies of the host government and other national stakeholders;
- Determine whether the project is on track toward meeting its objectives, identifying the challenges and opportunities encountered in doing so, and analyzing the driving factors for these challenges and opportunities;
- Assess the effectiveness of the project's strategies and the project's strengths and weaknesses in project implementation and identifying areas in need of improvement;
- Provide conclusions, lessons learned, and recommendations; and

- Assess the project’s plans for sustainability at local and national levels and among implementing organizations and identify steps to enhance its sustainability.
- The interim evaluation will provide key stakeholders with information to assess and revise, as it is needed; work plans, strategies, objectives, partnership arrangements and resources. The scope of the evaluation includes a review and assessment of all activities carried out under the USDOL Cooperative Agreement with the ILO. All activities that have been implemented from project launch through the time of evaluation fieldwork will be considered.

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.

IV. Evaluation Questions

Evaluation Questions –

The evaluation questions are the following:

Relevance

1. How relevant is the project’s design and theory of change considering the present context in which it operates? Does the available qualitative and quantitative information confirm the theory of change to be valid and accurate?

Effectiveness

2. To what extent has the project made progress towards achieving its targets and results for the following outcomes? What are the factors driving and hindering results thus far?
 - a. 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.
 - b. Outcome 2 – Kenyan employers, workers’ organizations, and other stakeholders implement best practices related to workplace-based training for youth, including vulnerable and marginalized youth.
 - c. 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.

3. What is the level of participation of the various stakeholders at the national/county level (via agreements or other arrangements), their degree of commitment to project execution, and their contribution towards the project's objectives?
4. To what extent have the activities in target areas contributed to the public policies and programs the project is promoting at the national/county level? How?
5. How have the monitoring and evaluation systems (CMEP, pre-situational analysis, etc.) been implemented and are they being used to identify trends and patterns, adapt strategies, and make informed decisions?
6. Is the project's organizational structure adequate to carry out activities?

Sustainability

7. How is the project promoting sustainability of its key activities?
8. Are there opportunities to leverage public or private resources to provide sustainability to the youth training systems the project is promoting?
9. Are there agreements in place, or in process, with various stakeholders, which can ensure sustainability?
10. What specific actions should USDOL, ILO, FKE, COTU, and other project stakeholders take to promote the sustainability of the project?

V. 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. 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, and communities 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. Gender and cultural sensitivity will be integrated into the evaluation approach.
3. Consultations will incorporate a degree of flexibility to maintain a sense of ownership of the stakeholders, allowing additional questions to be posed that are not included in the TOR, whilst ensuring that key information requirements are met.
4. 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 local evaluator
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 local evaluator will be responsible for developing the methodology in consultation with (Contractor), USDOL, and the project staff; assigning the tasks of the national consultant (as applicable); assigning the tasks of the interpreter for the fieldwork (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.

C. Data Collection Methodology

1. Document Review

- Pre-field visit preparation includes an extensive review of relevant documents
- During fieldwork, documentation will be verified, and additional documents may be collected
- Documents may include:
 - CMEP documents and data,
 - 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.

2. 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.

3. 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. Thus, it is anticipated that meetings will be held with:

- OCFT staff responsible for this evaluation and project prior to the commencement of the fieldwork
- Implementers at all levels, including child labor monitors involved in assessing whether children have been effectively prevented or withdrawn from child labor situations
- Headquarters, Country Director, Project Managers, and Field Staff of Grantee and Partner Organizations
- Government Ministry Officials and Local Government Officials who have been involved in or are knowledgeable about the project
- Community leaders, members, and volunteers
- School teachers, assistants, school directors, education personnel
- Project participants (children withdrawn and prevented and their parents)
- International NGOs and multilateral agencies working in the area
- Other child protection and/or education organizations, committees and experts in the area
- U.S. Embassy staff members

4. 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.

D. Ethical Considerations and Confidentiality

The evaluation mission will observe the 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 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.

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. 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 the 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, Possible 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 the 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.

G. Timetable

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

Task	Responsible Party	Date
Background project documents sent to Contractor	DOL/OCFT	Jan 24
TOR Template submitted to Contractor	DOL/OCFT	May 3
Evaluation launch call	DOL/OCFT	May 7
Contractor and Grantee work to develop draft itinerary and stakeholder list	MSI and ILO	May 13
Logistics call - Discuss logistics and field itinerary	DOL/OCFT, MSI, and ILO	May 17
Contractor sends minutes from logistics call	MSI	May 17
Draft TOR sent to DOL/OCFT	MSI	May 21
Identify a list of stakeholders and submit question matrix to DOL/OCFT	MSI	May 24
Finalize field itinerary and stakeholder list for workshop	DOL/OCFT, MSI, and ILO	May 28
Final TOR submitted to DOL/OCFT for approval	MSI	May 29
Final approval of TOR by DOL/OCFT	DOL/OCFT	May 31
Submit finalized TOR to Grantee	MSI	May 31
Interview call with DOL/OCFT	MSI	June 4
Fieldwork	MSI	June 12-27
Post-fieldwork debrief call	MSI	July 1
Draft report submitted to DOL/OCFT and Grantee for 48-hour review	MSI	July 19
DOL/OCFT and Grantee comments for 48-hour draft due to Contractor	DOL/OCFT and ILO	July 23
Revised report (2-week review draft) submitted to DOL/OCFT and Grantee	MSI	August 6
DOL/OCFT and Grantee/key stakeholder comments due to Contractor after full 2-week review	DOL/OCFT and ILO	August 20
Final report submitted to DOL/OCFT and Grantee	MSI	August 28
Final approval of report by DOL/OCFT	DOL/OCFT	August 30
Draft infographic document submitted to DOL/OCFT	MSI	September 9
DOL/OCFT comments on draft infographic	DOL/OCFT	September 13

Task	Responsible Party	Date
Final infographic submitted to DOL/OCFT	MSI	September 17
Final approval of infographic by DOL/OCFT	DOL/OCFT	September 20
Editing and 508 compliance by contractor	MSI	September 24
Final approved report/infographic shared with grantee	MSI	September 25

Fieldwork Meeting Schedule – June 12- 27, 2019

Date	Location	Morning	Mid-Morning	Afternoon
		8:30-10:30 am	11:30-13:30	14:30-16:30
12-06-19, Wed	Nairobi	Opening meeting and Aggrey Ndombi National Project Director BUSY Project	Ndung'u Ndegwa WBT Specialist BUSY Project	Ben Mang'eni M&E Officer BUSY Project
13-06-19, Thu	Nairobi	Damaris Muhika Programme Manager Central Organization of Trade Unions (K)	Gentrix Juma Research Officer Federations of Kenya Employers	Augustine Rono SQAQ National Industrial Training Authority
14 – 06-19, Fri	Nairobi	National Workplace-Based Training Coordination Committee (N-WBTCC)		Muriithi Muriuki Head of Infrastructure Micro and Small Enterprise Authority
17-06-19, Mon	Kilifi	Mwangome Shumaa Asst. county director youth County Government of Kenya	Attas Shariff Executive Director MEDA Foundation/ Nusra Polytechnic	Eunice Midodo County Labour Officer Department of Labour
18-06-19, Tue	Kilifi	Kilifi County Workplace-Based Training Coordination Committee meeting		Liban Roba Centre Manager, Mombasa National Industrial Training Authority
19-06-19, wed	Nairobi	Abla Safir Senior Economist World Bank	Christian De Angelis Deputy Economic Counselor U.S. Embassy	Travel to Kitui
20-06-19, Thu	Kitui	David Kivoto CEC – Educ, ICT & Youth Dev County Government of Kitui	Reuben Daudi Chairman Jua Kali Sector	Simon N. Nzwili CEDO Micro and Small Enterprise Authority
21-06-19, Fri	Kitui	Kitui County Workplace-Based Training Coordination Committee meeting		Geoffrey Changangu Chief Officer – ICT And Youth Development Kitui County Government
24-06-19, Fri	Busia	John Mwami CECM Youth, Sports, Culture, Tourism & Social Services	Kephas Odhiambo County Labour Officer Busia County	Dorice Otieno Secretary Busia Jua Kali Association
25-06-19, Fri	Busia	Busia County Workplace Based Training Coordination Committee meeting		Mary Wamoko Centre Manager NITA Industrial Training Kisumu Centre
26-06-19, Wed	Nairobi	Travel to Nairobi (by Air)		Winifred Adhiambo Program Management Assistant – Youth USAID

Date	Location	Morning	Mid-Morning	Afternoon
		8:30-10:30 am	11:30-13:30	14:30-16:30
27-06-19, Fri	Nairobi	National Project Advisory Committee Meeting	Laura Brewer ⁵⁸ Senior Skills and Employment Specialist Decent Work Team for Eastern and Southern Africa And Jealous Chirove Employment Specialist ILO Country Office for United Republic of Tanzania, Burundi, Kenya, Rwanda and Uganda.	Wellington Chibebe Director, ILO Country Office for United Republic of Tanzania, Burundi, Kenya, Rwanda and Uganda And close meeting. Aggrey Ndombi Project Director BUSY Project

VI. 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/good practices, and key recommendations)
- IV. Evaluation Objectives and Methodology
- V. Project Description
- VI. Evaluation Questions
 - A. Answers to each of the evaluation questions, with supporting evidence included
- VII. Results, Recommendations and Conclusions
 - A. Results – the facts, with supporting evidence
 - B. Conclusions – interpretation of the facts, including criteria for judgments
 - C. Key Recommendations - critical for successfully meeting project objectives – judgments on what changes need to be made for future programming
 - D. Lessons Learned and Best Practices
- VIII. Annexes - including list of documents reviewed; interviews/meetings/site visits; stakeholder workshop agenda and participants; TOR; 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

⁵⁸ Possibility for Skype meeting with Laura and Chirove.

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 key stakeholders individually for their review. Comments from stakeholders will be consolidated and incorporated into the final reports as appropriate, and the evaluator will provide a response to OCFT, 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.

VII. Evaluation Management and Support

The Contractor will be responsible for Evaluation Management and Support.

Annex B: List of Documents Reviewed

Busia County Government (2018) County Integrated Development Plan 2018-2022

BUSY Project (2019) TPR BUSY KEN1604USA IL-29678-16-75-K re-submission_May2019 (1)

BUSY Project (2019) Project Evaluation Terms of Reference

Busy Project (2017), Project Document

BUSY Project (2017) Comprehensive Monitoring and Evaluation Plan

BUSY Project (2017) Comprehensive Work plan

BUSY Project (Various) Technical Progress Reports

Daily Nation Newspaper Friday July 12, 2019 page 22.

Kenya National Bureau of Statistics (KNBS), Economic Survey, 2019

Kenya National Bureau of Statistics (KNBS) Economic Survey, 2018

The CIA World Factbook. <https://www.cia.gov/library/publications/the-world-factbook/geos/ke.html>

Republic of Kenya (2018): Executive Order No.1 of 2018; Re-organization of the Government of the Republic of Kenya; June 2018

Republic of Kenya (2018): Draft Kenya National Youth Policy

Republic of Kenya (2010) The Constitution of Kenya 2010.

Kenya National Bureau of Statistics (2018): Labour Force Basic Report: Based on the 2015/16 Kenya Integrated Household Budget Survey

Kitui County Government (2018) County Integrated Development Plan 2018-2022

Kilifi County Government (2018) County Integrated Development Plan 2018-2022

ILO (2008) Child Labour Analytical Report 2008
https://www.ilo.org/ipec/Informationresources/WCMS_IPEC_PUB_16175/lang--en/index.htm

Speech by the Hon. Sospeter Odeke Ojaamong, MGH, Governor Busia County During the Launch of the ILO/Busy Project in Hotel RastoPark Busia on Thursday 30th Amy 2019: Busy Project Files

UNDP (2013): Kenya Youth Employment Challenge.

Websites accessed June 12 to July 16, 2019:

<https://www.nation.co.ke/news/education/Analysis-shows-over-half-scored-D-and-below-in-KCSE-exams/2643604-4907270-b09rkiz/index.html>

<http://www.ilo.org/ipecinfo/product/download.do?type=document&id=19556>

<https://www.nation.co.ke/news/education/Analysis-shows-over-half-scored-D-and-below-in-KCSE-exams/2643604-4907270-b09rklz/index.html>

<http://mis.kyeop.go.ke/>

<http://kenyalaw.org/lex/rest/db/kenyalex/Kenya/Legislation/English/Acts%20and%20Regulations/N/National%20Employment%20Authority%20Act%20%20No.%20of%202016/docs/National%20Employment%20Authority%20Act3of2016.pdf>

<https://www.nita.go.ke>

<https://www.nita.go.ke/resources/downloads/national-industrial-training-schemes.html>

<https://kenya.generation.org/>

Annex C: List of People Interviewed

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Annex D: Stakeholder Workshop

Agenda

Relevance and strategic fit

1. When was this committee formed?
2. What do you understand to be the role of this committee in the busy project?
 - a) How well do you understand your TOR as a committee?
 - b) What added value does this committee bring to the project?

Effectiveness

3. What specific contributions has this committee made towards achieving targets and results for the different outcomes?
 - c) 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.
 - What is the specific contribution by the Committee?
 - What needs to be improved to fully realize this outcome?
 - d) Kenyan employers, workers' organizations, and other stakeholders implement best practices related to workplace-based training for youth, including vulnerable and marginalized youth.
 - What specific contribution by the committee?
 - What needs to be improved to fully realize this outcome?
 - e) 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.
 - What specific contribution by your committee?
 - What needs to be improved to fully realize this outcome?
4. What is the level of stakeholders' degree of commitment to project execution of the project?

The efficiency of resource use and management arrangements

5. Are the available technical and financial resources adequate to ensure that the project committee meets its mandate?
 - What would need to be improved?
6. Has cooperation among project partners been efficient?
 - f) What is the value addition of the cooperation/ collaboration of the project?
 - g) Is there a mechanism to facilitate coherence and synergy by the partners?
 - How effective is it?
7. Is there a clear understanding of roles and responsibilities by all parties involved in this committee?
 - o What would need to be improved?

Sustainability

8. What specific actions should this committee take to promote the sustainability of the project?

Lessons Learned

9. What lessons have been learned in relation to the role of the committee from the project interventions thus far which can inform similar future projects?
10. What should have been done differently, and or should be avoided moving forward?
11. Any emerging good practices

National Workplace-Based Training Coordination Committee

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Kilifi County Workplace-Based Training Coordination Committee

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Kitui County Workplace-Based Training Coordination Committee

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Busia County Workplace-Based Training Coordination Committee

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Agenda for the Project Advisory Committee

1. Which the project domiciled in the departments of youth in the counties, is this likely to pose a structural challenge given that the main client in the BUSY project is MCPs under MSEA and thus the Ministry of Trade?
2. What is the outlook for the national Policy Process with respect to this project?
3. What is the implication of county-level policy initiatives on the national level policy review processes?
4. What is the biggest threat to outcome achievements and project sustainability?

Project Advisory Committee

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Annex E: Summary of Project Status

Activity	Proposed for start and completion		Status June 2019	Comments
	Start date	End date		
1.1.1.1 Study to identify gaps in existing policies and laws which support or promote apprenticeship training with a focus on inclusion of youth, including vulnerable and marginalized young men and women	2018 Q 2	2018 Q 4	Ongoing	The study was done and draft awaiting approval
1.1.1.2 Disseminate the gap-study findings, develop recommendations and plan of action for review of relevant policies and laws to effectively support informal and formal apprenticeship training for vulnerable and marginalized young men and women	2018 Q4		Delayed	Yet to be done, awaiting document approval by USDOL
1.1.2.1 Review relevant Regulations on Apprenticeship including the National Industrial Training and Attachment Policy, the Industrial Training Act Cap 237, and The Kenya National Occupational Qualifications Standards	2018 Q3	2019 Q2	Delayed	Pending, TOR Out: However, NITA has done a lot already in reviewing training schemes. The project should build on what exists to incorporate the specific needs of vulnerable and marginalized young men and women
1.1.2.2 Technical support to NITA to draft the national skills development policy	2018 Q3	2019 Q2	Ongoing	Review to change mandate from NITA to SDPTSD Ongoing discussion through the SDPTSD and the office of the DP. Need to extend the time frame
1.1.2.3 Support NITA to formulate, with relevant stakeholders, a National Skills Development Policy and strategy to inform the skills development sector and to mainstream vulnerable groups in the national industrial training and attachment policy	2018 Q 3	2019 Q4	Delayed	Review to change mandate from NITA to SDPTSD Reported to be working closely with other stakeholders towards the goal. DP to form a task force
1.1.3.1 Support the establishment of a NISDC to spearhead, coordinate and harmonize efforts	2019 Q1	2021 Q2	Delayed	Pending this should run hand in hand with the NSDP Explore the opportunity to achieve the same within existing legislative frameworks
1.1.3.2 Support the activities of sectorial skills committees to thus ensuring mainstreaming of informal and formal workplace-based training in skills development strategies and action plans	2019 Q1	2021 Q2	Delayed	Pending.
1.1.3.3 Establish a framework for WBT skills assessments, implementing the recognition framework of master crafts persons and for carrying out the certification of apprenticeships	2019 Q1	2019 Q2	Delayed	Pending
1.1.4.1 Raise awareness, sensitize and secure interest and commitment by policymakers, stakeholders, and the public on the reviewed policies relating to quality formal and informal apprenticeships for vulnerable young men and women	2018 Q4	2020 Q2	Delayed	Pending
2.1.1.1 Carry out pre-situational analysis amongst formal employers and informal sector Master Crafts Persons on the extent, quality, gaps, barriers and attitudes by employers towards WBT programs for vulnerable and marginalized young men and women	2018 Q2	2018 Q4	Ongoing	Done by FKE The process of developing the PSA reported to be fairly participatory. A qualitative approach basically, which seems to have given birth to quantitative findings. Overall, the ability and capacity of partners and stakeholders to analyze and utilize the findings will need to be supported
2.1.1.2 Carry out post-situational analysis amongst formal employers and informal sector Master Crafts Persons on the extent, quality, gaps, barriers and attitudes by employers towards WBT programs for vulnerable and marginalized young men and women	2021 Q1	2021 Q2		

Activity	Proposed for start and completion		Status June 2019	Comments
	Start date	End date		
2.1.1.3. Carry out a 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	2018 Q2	2018 Q4	Ongoing	Done by COTU The process of developing the PSA reported to be fairly participatory. A qualitative approach basically, which seems to have given birth to quantitative findings. Overall, the ability and capacity of partners and stakeholders to analyze and utilize the findings will need to be supported
2.1.1.4 Carry out a 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	2021 Q1	2021 Q2		
2.1.1.5 Support social dialogue platforms with relevant policymakers, WBT providers (informal and formal) and other stakeholders to disseminate the PSA findings and develop strategies for implementation of recommendations for enhancing attitudes towards quality WBT programs for vulnerable and marginalized young men and women	2018 Q4	2019 Q3	Delayed	Initiated at the WBTCC levels. Understanding of the issues by members noted to be limited, owing to the fact that some had not interacted with the findings. The process of
2.1.2.1 Develop communication strategy to enhance the attitudinal change, stimulate support and commitment towards improved workplace-based training for vulnerable young men and women by all relevant stakeholders at national and target counties	2018 Q4	2019 Q3	On course	Underway-Consultant already commissioned
2.1.2.2 Undertake social marketing and targeted campaigns informed by the communication strategy, to popularize and inform the public, master craftspersons, youth, parents and county stakeholders on the benefits of informal and formal workplace-based training targeting vulnerable young men and women	2019 Q1	2020 Q4	Delayed	Pending
2.1.2.3 Introduce awards and recognition systems for outstanding master craftsperson trainers, employers and graduates and use to highlight role models for workplace-based training programs	2019 Q4	2021 Q3	On course	Pending
2.2.1.1 Utilize and synthesize the interagency research and knowledge on work-based training to identify international best practices	2018 Q4	2019 Q3	Delayed	Pending
2.2.1.2 Conduct a rapid review of local initiatives in Kenya on workplace-based training for vulnerable and marginalized youth with a view to identify and document best practices and lessons learned from their implementation	2018 Q4	2019 Q1	On course	Underway Draft report under review
2.2.1.3 Disseminate the findings of both national and international initiatives among relevant stakeholders at national and county levels of government, linking to the social dialogue platforms/PSA dissemination workshop in 2.1.1.3	2019 Q1	2019 Q4	Delayed	Pending
2.2.1.4 Design a training program targeted at employers, workers, government and stakeholder organizations, for purposes of enhancing knowledge and skills for quality and effective formal and informal apprenticeships for vulnerable young men and women	2019 Q1	2019 Q4	Delayed	Pending
2.2.1.5 Support training of national and county level employers, workers, government and relevant stakeholder organizations on best practices and designs of quality informal and formal work-based apprenticeship programs for vulnerable young men and women	2019 Q1	2019 Q4	Delayed	Pending
2.2.2.1 Capacity assessment of County labor inspectors and relevant agencies on supervision of decent working conditions at informal and formal workplaces	2018 Q4	2019 Q2	Delayed	Pending ToRs approved and calls for proposals sent out
2.2.2.2 Review and enhance the Occupational Safety and Health Standards and safe working conditions manuals and protocols	2019 Q1	2019 Q2	Delayed	Pending

Activity	Proposed for start and completion		Status June 2019	Comments
	Start date	End date		
2.2.2.3 Training for national and county labor inspectors, and county youth officers on promotion and enforcement of decent work protocols as well as laws and policies for quality workplace-based training for vulnerable young men and women	2019 Q1	2019 Q3	Delayed	Pending
2.2.3.1 Establish partnership on implementation of quality workplace-based training programs in the informal sector	2018 Q3	2020 Q4	Delayed	Pending
2.2.3.2 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	2019 Q1	2019 Q2	Delayed	Pending
2.2.3.3 Development of curriculum guidelines for upgrading pedagogy skills and mentorship skills of master craftspersons	2019 Q2	2019 Q2	Delayed	Pending
2.2.3.4. Develop guidelines and a scheme for Recognition of Prior Learning and use the guidelines for assessment and certification of Master Crafts Persons	2019 Q3	2019 Q3	Delayed	Pending
2.2.3.5 Train the Master Crafts Persons in best practices and pedagogy of WBT to enhance apprenticeships for vulnerable young men and women	2019 Q1	2020 Q4	Delayed	Pending
2.2.3.6 Train selected Master Crafts Persons on business management using Improve Youth Business modules, and through collaboration with Micro and Small Enterprise Authority, link them to markets and other business development support for the growth of their businesses	2019 Q1	2021 Q2	Delayed	Pending
3.1.1.1 Establish and operationalize a Work-Based Training Coordination Committees (WBTC) at the national level and in three targeted counties responsible for coordination, policy reviews and implementation of quality WBT for vulnerable and marginalized young men and women	2018 Q2	2019 Q1	Achieved	Done at the national level. Largely the committee at the national level is settled. Needs to move towards implementation of activities before meetings wear members down Kitui and Kilifi yet to settle on members, Busia relatively settled Kitui missing MOT and Busia missing MSEA
3.1.1.2 Support the WBTC in formulation and monitoring of action plans for the implementation on WBT for vulnerable and marginalized youth at National and County level in target Counties	2018 Q2	2020 Q4	Delayed commencement but currently ongoing	Review of work plans following the PSA findings ongoing. Quality of work plans will need to be improved to make them more detailed on responsibility and budgets
3.2.1.1 Undertake rapid assessment on skills demand, placements and employment opportunity in the targeted counties, to facilitate selection of sectors and trades in which to promote WBT for vulnerable young men and women	2018 Q3	2019 Q1	Delayed	Pending TORs approved.
3.2.1.2 Conduct validation and dissemination workshops for the skills studies	2018 Q4	2019 Q1	Delayed	Pending
3.2.2.1 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 as well as gaps in providing quality pre-apprenticeships relevant to particularly vulnerable adolescent young men and women	2018 Q3	2019 Q1	Delayed	Pending TORs approved
3.2.2.2 Design pre-apprenticeship package (including curriculum, assessment, and certification) that addresses the needs of the vulnerable young men and women	2018 Q3	2019 Q1	Delayed	Pending. NITA has already pre-apprenticeship schemes which the project could build on, to mainstream issues relevant to the target group (vulnerable and marginalized men and women)
3.2.2.3 Select and train pre-apprenticeship training providers using the pre-apprenticeship package developed for training vulnerable young men and women	2019 Q1	2019 Q1	Delayed	Pending
3.2.2.4 Support the employers, workers, government, and training providers to provide pre-apprenticeships for vulnerable adolescent young men and women from target counties	2019 Q1	2020 Q4	Delayed	Pending